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About the Cover: During the Baltimore riots in April 2015, law enforcement officers from various agencies and jurisdictions had each others’ backs, but many lessons had to be learned. As a result, Baltimore and other cities that have had or may face in the future similar incidents are now making changes to better protect both the responders and the affected communities. (Photo by Douglas Walton, Howard County, Maryland, Department of Fire and Rescue Services)

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Editorial Remarks

By Catherine Feinman



Last year, DomPrep highlighted Baltimore’s emergency management efforts and the city’s use of the Incident Command Structure (ICS) to manage large-scale planned events like the Star-Spangled Spectacular. This year, the Baltimore riots showed how even extensive use of ICS during these events does not fully prepare city agencies for unplanned violent incidents. DomPrep was honored to be asked back to publish this exclusive report. We thank the Mayor’s Office of Emergency Management and others for providing support and guidance as well as peer-to-peer content for this important issue.

Robert Maloney, director of the Baltimore Mayor’s Office of Emergency Management, leads this special edition on “Lessons” that can be learned from the recent riots in Baltimore and other communities plagued with civil unrest. Emergency management is only one of the many disciplines that are affected when riots occur.

Melissa Hyatt, lieutenant colonel in the Baltimore Police Department, then shares how her agency “learned and adapted as the situation progressed.” The task now is to better prepare officers for similar incidents that could possibly occur in the future. From the fire perspective, Michael E. Cox Jr. discusses incident triage and decisions in the field to minimize injury to personnel and destruction of apparatus.

As the riots unfolded, local residents still needed food, clothing, prescriptions, and other medical supplies. In the inner city, such services may be dependent on volunteers and transportation. Jayna Powell saw the direct benefit of communication between volunteer organizations and community leaders. For the private sector to avoid disruption in critical services, Vincent B. Davis and Walgreens apply lessons learned to protect the safety of personnel and resilience of the community as a whole.

When any community becomes overwhelmed with an incident, the National Guard may be called in to assist the local response efforts. Aaron Sean Poynton describes the history and roles of the National Guard, and reminds communities that, “The National Guard’s presence is not a representation of federal military intervention, nor is it the militarization of civil law enforcement.”

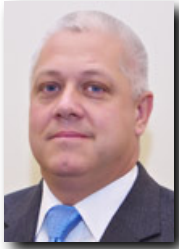
This statement is an important point, especially considering the current divide between law enforcement officers and people of color in many communities. With a recent study, James “Chip” Coldren Jr. and Rachel Mathieu promote positive policing, even in the midst of civil unrest. Rounding out the issue, Marc A. DeSimone Sr. recommends in his article that communities promote true leadership, both when in the spotlight and when away from it.

Addendum: The Baltimore Mayor’s Office of Emergency Management held two meetings in Baltimore on 23 June 2015 to discuss the city’s response to the recent riots. The lessons learned from that event are shared in Anthony Mangeri’s article, where he describes how jurisdictions can become more resilient when agitators bring civil unrest to their cities.

Riots – When Civil Rights Protests Lose Civility

By Robert Maloney

From the Occupy movement to burning cars and looting pharmacies, Baltimore, Maryland, has seen its share of peaceful (and not-so-peaceful) protests. In light of recent publicized civil unrest, cities across the country continue to seek a balance between protecting First Amendment rights and protecting the communities and residents for which these rights were intended.



All jurisdictions must prepare to manage and protect those who seek to voice their opinions in the public space. Since 2000, Baltimore, Maryland, has regularly assisted and protected relatively small groups of people expressing their opinions and ideas in public spaces. Commonly termed “protests,” the groups rarely exceeded 100 people, normally did not last very long, were peaceful, and did not require a lot of government time and resources. Most Baltimore protests were staged at the Inner Harbor or City Hall. City agencies engaged with the American Civil Liberties Union regarding rules and locations of protests. For the most part, citizens were able to use a permitting process to peacefully express their opinions, while the city was able to protect and manage protesters, and perform the many daily activities that simultaneously continue to occur throughout the city.

Protestors & Counterprotestors – Just Another Day

Although protests did occur sporadically in places other than the Inner Harbor and City Hall – such as picketing around some downtown buildings – they were controlled, uneventful, and did not attract much attention. There also have been instances of antiabortion protests at Artscape and other city festivals, where antiabortion protestors were armed with graphic pictures of aborted babies.



Ad-hoc counterprotestors who were offended by the pictures began to challenge the protestors. Police and emergency management officials were flat-footed and did not know exactly what to do.

Baltimore City Law Department personnel advised officers not to arrest anyone as they struggled to identify whether or not the protesters had the right to be there given the festival was permitted and they had not received any permission to exhibit. The protestors left on their own accord before the situation escalated and any decision could or should have been made to prevent it from happening. There was very little after-action analysis spent on determining what to do the next time. Quite frankly, it did not happen enough to take attention away from more pressing issues.

Occupying Public Spaces

Over time, protests developed in many places around the world – for example, at world economic meetings. By September-October 2011, the Occupy movement – specifically in Oakland, California, and New York – caused the Baltimore Mayor’s Office of Emergency Management (MOEM) to dust off its civil disturbance plans and consider what Baltimore would do. As graphic pictures of police using tear gas to disperse crowds that refused to leave public spaces upon request of police and city officials were displayed on television screens across the country, MOEM did not think that Occupy would come to Baltimore ... but it did.

“As the Ferguson unrest resonated across the country, the first signs of civil disobedience became apparent in Baltimore.... Groups grew in size and intensity as the level of frustration and anger increased.”

The Occupy movement in Baltimore established a tent city in McKeldin Square, which is located at Baltimore’s Inner Harbor. In addition, there were marches in city streets that sporadically interrupted traffic. For the most part, this was a visual and vocal protest, with little if any attempt to interrupt the daily grind of the city. Numerous meetings at City Hall were held to determine a strategy. Most of the business community was outraged that the sleepovers and the tent city were allowed to continue. However, the collective feeling of city officials was to not exacerbate a peaceful situation that would result in clashes between police and protestors. The strategy was to wait and to watch what other cities were doing and to avoid exacerbating the situation.

In mid-December 2011, a decision was made to remove the protestors. Police arrived in riot gear, closed off the streets, and allowed protestors to gather their possessions. This was different for Baltimore as a city. There had been no instances in decades that necessitated the deployment of organized groups of officers with protective gear to affect actions of a group of people. However, it ended well. Many were taken to shelters. There were no arrests. Given the clashes and media attention in other cities, the overall assessment of Baltimore’s removal of the occupiers was deemed a success. Collectively, city agency officials considered the Occupy movement good practice to manage small protests that could face the city again in the future, and

they were certainly happy it ended peacefully and without incident. MOEM staff did not know at the time that protests and civil disobedience management would soon move to the forefront of its emergency management responsibilities.

Ferguson & Beyond – A Growing Concern

In August 2014, the civil disobedience in Ferguson, Missouri, motivated expressive protests in other regions. As the Ferguson unrest resonated across the country, the first signs of civil disobedience became apparent in Baltimore. Protestors throughout the city began to intentionally block traffic at intersections and highways via marches as well as sitting or lying down in the streets. Groups grew in size and intensity as the level of frustration and anger increased. Most of the anger and frustration was directed at law enforcement.

With the Ferguson unrest came a frequency of protests that consumed significant attention and resources. As the protests continued – whether small or large, downtown or in the neighborhoods – the risk for something to go wrong increased. For example, there was concern that someone was going to attack the protestors or run over someone blocking traffic. There were instances of protestors jumping on cars and challenging people who were sitting in their cars waiting for traffic to clear. Police quickly intervened in each situation. Although things remained nonviolent, arrests were made. With each protest, there was an increasing lack of civility. Police in Baltimore had to form in skirmish lines, tactically disperse crowds, and utilize riot gear. Again, more intense than managing the impact and protecting the Occupy movement, this was different than anything the city had faced since the riots of the 1960s. April 2015, Baltimore became ground zero for protests, civil unrest, and civil disobedience in the United States.

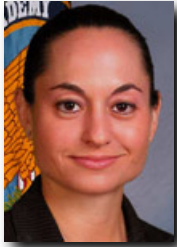
During the past decade – in this country and worldwide – there has been a propensity of citizen protests. The evolution of managing protests and reducing the risks and impact associated has continued to move to the front burner of emergency preparedness. In Baltimore, as the city moves forward, MOEM will relentlessly analyze all that was done right and determine how and if the city could have done better given the circumstances. Baltimore will share its lessons learned as the country moves forward to protect, fight for, and value an individual's right to freedom of speech and protest.

Robert Maloney currently serves as the City's Emergency Manager responsible for City-wide emergency preparedness and homeland security funding and coordination. Mr. Maloney served as the City of Baltimore's Deputy Mayor of Emergency Management and Public Safety for Mayor Stephanie Rawlings-Blake from September 2012 thru January 2015. In this capacity, Mr. Maloney coordinated the City's public safety, emergency management, and related operational agencies. He developed and managed Baltimore's Violent Crime Reduction Strategy, reducing both violent crime and property crime during his tenure. Prior to this position, he worked as the Baltimore City Fire Department Chief of Staff, Emergency Medical Services Lieutenant and Firefighter/Paramedic. He also served in the United States Naval Reserve as a Petty Officer Second Class functioning as a Corpsman for the United States Marines. He served one tour of duty in Iraq. Mr. Maloney has previously served on the FEMA National Advisory Council, the Governor's Emergency Management Advisory Council, the U.S. State, Tribal and Policy Advisory Council, and as the Vice Chair of the Baltimore City Veterans Commission. Mr. Maloney earned his BA from Towson University and MS in Management Science from Johns Hopkins University. He can be reached at Robert.maloney@baltimorecity.gov.

Baltimore Unrest – Police Lessons Learned on the Fly

By Melissa Hyatt

In any emergency or disaster incident, some tasks will be done well and others will be the basis for lessons to learn and changes to implement after the smoke clears. The Baltimore riot is one example. Law enforcement officers quickly learned that, even with multidiscipline planning and training for special events, they were not fully prepared for the unplanned events that unfolded.



The Star-Spangled Spectacular in 2014 was the largest event ever hosted in the city of Baltimore, Maryland. Planning efforts were extensive, but the 11-day celebration was deemed an achievement for the city. The event demonstrated the success of in-depth planning and a unified command system. Baltimore has been fortunate to host a volume of planned events annually. These scheduled, large-scale events have served as training exercises for commanders, enabling them to gain experience in the chance of an unplanned incident such as the unrest in April 2015. An advantage of planning and working with other agencies during major special events is the development of strong collaborative relationships with local partners, including the Mayor’s Office of Emergency Management, Baltimore City Fire Department, Department of Transportation, Public Works, and many others.

These previously fostered working relationships were critical during the events that unfolded in April. Reflecting back on those events and forecasting improvements for the future, it is necessary to consider lessons learned and the steps that should be taken as agencies move forward. Some of these lessons may prove helpful in assisting other jurisdictions in preparing for similar incidents.

Incident Command vs. Day-to-Day Roles

Incident command structure (ICS) is critical during a complex and prolonged event. Embedding ICS in daily operations is necessary so that members are familiar with the process during an emergency situation. People need to be assigned to roles that accentuate their strengths, in order to be able to provide the maximum contribution to the mission. Placing someone in a particular role, such as planning or logistics, means that the person must fully understand the responsibilities associated with that assignment.

Most importantly, people assigned to these roles should be prepared to sideline any normal daily assignments, in order to concentrate fully on the mission. Clearly, this creates a backlog in the normal responsibilities of day-to-day critical roles in the agency, but it is not possible to be fully engaged in a complex incident while concentrating on other tasks. Consideration of daily operations is important when selecting individuals for critical roles.

Receiving the assistance of those who had recently experienced a complex incident also was helpful. Pennsylvania’s Incident Management Team assisted with incident management in Baltimore. That team recently had experienced the extensive manhunt for Eric Frein and was able to provide assistance through its own lessons learned.

Resources, Logistics & Unforeseen Situations

The Baltimore Police Department learned a number of lessons during the unrest. For example, the complexities in planning and logistics for a prolonged unforeseen incident versus a planned special event were evident. Despite often limited personnel, it is reasonably simple to coordinate staffing for a multiday planned event. However, when resources are stretched and the duration of an event is unknown, details such as relief, clean uniforms, charged radio batteries, and a continuous supply of food and water become much more complicated.

Furthermore, simply having ordered the proper number of meals and water for personnel does not mean that the food and water will magically find their way to the people who need them the most. During the first several days of the unrest, the Baltimore Police Department leadership's Incident

“The experience in April 2015 in Baltimore could best be compared to building an airplane while it is in the air. The organization learned and adapted as the situation progressed.”

Command Team felt confident about the results of the efforts to take care of personnel on the front line. There was a prevalent assumption that meals and water had been picked up and distributed successfully. Unfortunately, leadership learned later, that there had been officers who had spent 16 hours on the line without food or water. This was very

upsetting and led to developing a committed radio channel for logistics. Officers could personally notify the logistics team of their locations and number of meals needed. This logistics channel was the suggestion of a team member and was one of the simplest, but most effective, ideas that developed during the duration of the unrest.

Previous Planning & Common Language

Organizations need to begin planning and coordinating now, prior to any emergency or unfolding event. The Baltimore Police Department had utilized assistance from other agencies on multiple occasions prior to this event. Federal, state, and local jurisdictions either assisted during large-scale special events – for example, Star-Spangled Spectacular, Baltimore Grand Prix, Baltimore Running Festival Marathon – or supplemented officers during previous peaceful protests. However, this incident illustrated the importance of preparing agreements or memorandums of understanding well in advance of any type of occurrence that could arise.

Details in planning, such as common language, are critically important. For example, one agency may consider a platoon to be 25 people, while another agency considers a platoon to be 30 people. One agency may consider a mobile field force team to be simply a mobile platoon, whereas another may consider it a specially trained and uniquely equipped platoon. These small details pose significant challenges and could present confusion at the most inopportune time. Rapidly deploying a platoon in the event of an injured officer highlights the importance of common understanding from the onset rather than attempting to translate language during an emergency.

Training and equipment issues also required significant management. The Baltimore Police Department had a small portion of officers who were fully equipped with gear, but the majority

only had protective helmets, batons, and aging shields. Only about half of the agency had received coordinated crowd control training. The emphasis in Baltimore policing has traditionally been on reducing the homicide rate, not preparing for civil unrest. Less-lethal technology utilized by assisting jurisdictions was a game changer during aggressive attacks on officers. This raises the point that all participating jurisdictions recognize that they must adhere to the host jurisdiction's "use of force" policy. This is another one of the elements of preparation to address prior to deployment.

In 1999, the Columbine High School shooting in Colorado taught everyone that an active shooter situation was a shift in tactics from slow and deliberate in a traditional hostage-barricade situation to assertive and fluid in an active shooter scenario. During the active shooter situation, timing is critical and traditional barricade tactics are inadequate. The departure from a peaceful demonstration to criminal activity also is a mindset shift, and the line in the sand should be clear to all. Once windows are broken or police officers are under assault, the event has evolved from a First Amendment right to demonstrate into criminal activity. Everyone needs to know and understand this shift.

Issues Related to Staging, Media & Mutual Aid

The importance of identifying and pre-deploying to critical locations cannot be overstressed. These include pawn shops that sell guns, stores with pharmacies, shopping malls, athletic shoe stores, liquor stores, or other priority sites. Obviously, having a store that contains weapons and ammunition looted would make a situation considerably worse. The officers from the Baltimore Police Department, along with supporting agencies, deployed to rapidly remove weapons from identified pawnshops. Unfortunately, the looters targeted a considerable number of pharmacies with a tremendous amount of narcotics stolen during the unrest. The repercussions of those doses of drugs, unlawfully released into the community, will present unknown consequences in the future.

The importance of the Media Relations Section remaining active and engaged, particularly on social media, was another critical aspect of the response effort. The Media Relations Section constantly updated information about locations to avoid, traffic congestion, and other concerns. One local college drew attention to the fact that anchor institutions, such as universities, must be kept as informed as possible, in order to be able to enlighten parents of students who are far away and watching frightening events unfold on national news. The Media Relations Section also conducted hourly briefings to ensure that accurate and timely information was disseminated to the public. The danger of inaccurate information proved all too real when one national network inaccurately reported an officer-involved shooting at a flashpoint location.

Another difficult piece to manage during this event was the massive numbers of resources from outside jurisdictions that graciously came to assist. It is beneficial to commit a strong high-ranking member of the host agency to remain onsite at the staging area and to allocate the outside resources. That individual assists with ensuring the efficient coordination of both deployment and demobilization.

One of the most notable lessons learned is the importance of having a full briefing with each agency upon arrival and conducting a capabilities assessment prior to deployment. Despite needing assistance and wanting to deploy resources immediately, it is imperative to not overly

streamline front-end administrative tasks. It is important to understand the equipment, skill-level, and expectations of assisting jurisdictions. Some may have particular operational periods or limitations on mission functionality. In addition, outside jurisdictions likely are unfamiliar with the affected area and may need a liaison officer assigned to teams for assistance in navigating to various locations. These are all things to consider, along with a “use of force” briefing.

Continuity of Effort – Skill & Leadership

Finally, of course, it is important to place the most skilled individuals in the key roles during critical events. However, some of Baltimore’s core contributors worked more than 20-hour shifts and remained at work for many days in a row. Inevitably, the potential exists for optimal focus and decision making to suffer. Such personnel should be inserted during predicted times of concern and certainly should be prepared to work extended shifts. However, they must be pulled offline for rest and be replaced with strong individuals who can properly manage, or at least maintain, the continuity of the response effort in their absence.

Each passing day brings new reflection and raises points to consider. Most of the Baltimore Police Department personnel had never experienced any type of prolonged, unplanned, large-scale event like the one seen in April 2015. Unfortunately, 161 officers were injured, several sustaining major injuries. They hopefully will recover fully, but the damage is done, and it is too late to prevent their injuries now. The focus has turned to the future. Baltimore police officers now are being properly equipped with protective gear and the mobile field force team is becoming a reality. The agency will continue to recover and progress.

The experience in April 2015 in Baltimore could best be compared to building an airplane while in the air. The organization learned and adapted as the situation progressed. However, there was no opportunity to pause and evaluate as the event was in full motion. Officers on the front lines were the ones who felt these growing pains the most. Their candid suggestions were the basis of some of the “midflight” improvements. This reinforces the need to encourage even the newest officer to feel comfortable enough to provide feedback.

Other improvements for moving forward did not have the chance to develop in time for implementation during the unrest. Hopefully, lessons learned by Baltimore police officers will assist other agencies in being properly equipped, sufficiently trained, and adequately prepared to mitigate whatever unforeseen challenges they may face in the future.

Lieutenant Colonel Melissa Hyatt is an 18-year veteran of the Baltimore Police Department. She is chief of staff for the agency. Her previous assignments include Area 1 Commander (overseeing the Special Operations Section along with Central, Southeastern and Southern districts), Central District Commander, Southeastern District Executive Officer, SWAT, Tri-District Initiative, SET (Special Enforcement Team), MET (Mobile Enforcement Team), patrol, and operations. She served as the incident commander for the following events: Star-Spangled Spectacular, Army-Navy Game, and Grand Prix. She has a Bachelor of Arts degree in criminal justice from the University of Delaware and a Masters of Science degree in management from Johns Hopkins University. She attended the University of Maryland University College Police Leadership Certificate Program, graduated from the FBI National Academy in Quantico, Virginia (250th session), and graduated from the United Nations Police Commanders Course in Sweden. She was included in the Baltimore Sun’s “50 Women to Watch” and Baltimore Magazine’s “40 under 40” in 2013. She serves as an adjunct professor at UMUC in Undergraduate Criminal Justice. She has been awarded a bronze star for valor, a commendation ribbon, and two unit citations within the police department.



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How to Change Response Tactics In Times of Civil Unrest

By Michael E. Cox Jr.

Unlike responses to hurricanes, floods, or other natural hazards, civil disturbances are more likely to place emergency responders in harm's way as the situation rapidly and unpredictably changes. To avoid becoming a target for angry crowds with projectiles and gunfire, personnel within the area of active fighting or unrest must be able to make decisions and triage incidents without hesitation.



Civil disturbances have been defined by the U.S. Department of Defense as: group acts of violence or disorder that are prejudicial to the public law and order. Civil disturbances typically take on one of two categories: (a) simple disobedience for the law; or (b) uncontrolled anarchy and rioting. There are numerous reasons for civil disobedience, which include: unruly fans at concerts or sporting events; unpopular decisions within college communities; different types of public protest/celebrations gone bad; unpopular court verdicts; out-of-favor political decisions; and recently the negative perception of law enforcement interactions by some citizens within communities.

Regardless of the reason, civil disturbances are not limited to a single particular area and have been known to occur from coast to coast in urban, suburban, and rural areas. All emergency response agencies must be prepared for this type of incident and be aware that civil disturbances may create situations whereby, emergency responders must function in a modified response mode in order to better ensure safe and efficient operations. At times, this may create confusion for response agencies that are not prepared, as these incidents require a change in tactics from the normal day-to-day operational framework that fire and emergency medical systems (EMS) personnel are accustomed to working within.

Managing a Crisis – Hazard Planning & Communication

In order to prepare and mitigate civil disturbance incidents successfully, fire/EMS response agencies need to implement some tried and tested initiatives. One of the first initiatives that must be employed is planning. Planning is a key component for all significant initiatives and starts long before an incident occurs. This process should begin with the development of a hazard-specific annex or a section of the jurisdictions emergency operations plan/emergency management plan dedicated to civil disturbances. Civil disturbance incidents are labor intensive, usually involve multiple jurisdictions, and extend into multiple operational periods. These incidents also generate intense media coverage around the clock.

Planning for incidents include, but is not limited to: departmental call-backs, holdovers, up-staffing, automatic/mutual aid assistance from throughout the region and/or state, as well as the implementation of these plans through regular tabletop exercises. Planning continues at lower levels of the government through the development of policies or procedures in the fire, EMS, and law enforcement agencies; whereby, specific actions and steps are taken in the event such an incident occurs. By developing these policies and procedures in a tiered fashion, planners are

able to address all types of civil disturbances, as well as any operational changes that may be implemented during an incident.

The plan also includes communications and an appropriate incident management structure. Incidents such as this require good communications and a unified command structure. Open and clear lines of communication coupled with an effective unified command presence would enhance strategic decision making and overall command and control of the incident. In some cases, it may be beneficial to open all emergency operation centers (multiagency coordination centers) in both the affected jurisdiction and at the state level. Emergency operation centers in surrounding jurisdictions also may need to open with at least a skeleton crew. By opening these centers, personnel are better equipped to facilitate requests in a timely fashion, thus preventing delays in assistance or additional resources that may be needed.

Joining Forces – Area Command & Multijurisdictional Response

Similarly, the National Incident Management System (NIMS) area command concept is an excellent way to manage incidents that are dispersed over large geographic areas and evolve over multiple operational periods. They are frequently used to manage multiple incidents within a particular geographical area competing for the same resources where large-scale coordination of the overall incident is conducted at a higher jurisdictional level.

Moreover, another resource that could aid jurisdictions that find themselves inundated with a civil disturbance incident that lasts for a long duration (more than two or three days) is local or regional incident management teams. These teams are a component of the NIMS and consist of highly trained personnel who are capable of managing large manmade or natural disasters. They typically are called upon to allow agency administrators and key appointed/elected officials to remove themselves from the actual management of an incident, in order to provide decision making/support of an incident from a macro or jurisdictional level.



Response assignments using task forces is another initiative to be employed at civil disturbance incidents to improve responder safety. Task forces usually are assembled at predesignated staging areas outside the immediate troubled area. They often are made up of two engines, one ladder truck, one battalion chief, and a compliment of law enforcement units. Likewise, task forces for EMS incidents may include: (a) an engine company, medical transport unit, medical supervisor, and law enforcement; or (b) multiple medical transport units, a medical supervisor, and law enforcement.

The key thing to remember is that there is safety in numbers, and no fire or EMS unit should be operating alone in a theater of operation involving civil disturbances. The task force concept

was used successfully in California during the 1992 Los Angeles riots (following the acquittal of law enforcement officers in the Rodney King trial), as well as within numerous other jurisdictions across the country since that time.

Enabling Decision Making Within the Hostile Area

Another initiative to be implemented during civil disturbances is operational changes that increase situational awareness and responder safety. There is an old saying that “all politics are local,” this also seems to hold true when it comes to the safety of responders. Personnel operating in a particular geographic area inside an area of rioting have firsthand knowledge of the citizens in the area and when things are about to turn bad. Fire/EMS responders should be made aware of what sparked these incidents and remain ever vigilant not to exacerbate or escalate the situation.

It is important to push decision making at an incident scene to the lowest levels, giving incident commanders on scene the ability to quickly retreat from a hostile area if necessary. Responders then could maintain an increased level of situational awareness by assigning one person on each call as a lookout or observer. These individuals warn and inform crew members or the incident commander of pending safety issues with roaming crowds or bystanders at the scene. They also advise if law enforcement personnel are called away to another incident, thus leaving fire/EMS personnel to operate alone in a hostile area involving protesters and/or rioters.

Another method to help ensure safety of fire/EMS responders is to initiate the hit-and-run and swoop-in/swoop-out tactics during responses in areas of civil disturbances. These tactical considerations focus on preventing conflagrations and/or the removal of injured people from the area of active fighting or unrest. Fire suppression activities focus on preventing the spread of fire and protecting critical infrastructure. Defensive operations – for example, no interior firefighting, self-contained breathing apparatus usage, roof operations, or the laddering of structures – should be mandatory as these tactics allow fire/EMS personnel to become possible targets for projectiles or gunfire.

Operations instead should focus on quick a “knockdown” (or extinguishments) followed by a quick exit from the hazardous area. During EMS operations, crews should focus on rapid extrication/transportation from a troubled area. SWAT medics and armored personnel carriers may be needed to extricate critically injured victims on the frontlines, when it is unsafe for medical transport units to enter an active hostile area near the police lines. If personnel were not immediately able to enter the active riot area, casualty collection points outside the area would provide care for people who are injured.

Triaging Incidents – Let It Burn

Another initiative to be implemented during times of civil disturbance is dispatch/response changes. Changes in emergency dispatches allow jurisdictions to better manage the increased call volume typically seen with civil disturbances. Sending a reduced assignment such as a task-force response permits additional units to remain available or respond to the additional call volume they may experience. Likewise, call triaging allows car, dumpster, or rubbish fires that are not a threat to any structures or people continue to burn in lieu of handling higher priority calls where structures and or life-safety issues need to take precedence over such “nuisance” incidents. These fires can be extinguished later after the higher priority calls have been mitigated and the area is safe to operate in.

Fire/EMS operations can present real challenges during times of civil unrest. Regardless of where or when these incidents occur, responder safety must remain the highest priority. Civil disturbances require fire/EMS organizations to function outside their normal comfort zones by making operational changes that enhance responder safety, protect critical infrastructures, manage risks, ensure effective communications, and develop appropriate incident management structures.

Preparations must begin long before these emergency-response incidents occur. Jurisdictions and/or organizations that fail to plan and respond to these events in an appropriate fashion run the risk of becoming overwhelmed by the magnitude of such incidents. This lack of preparation and response could translate into a higher number of casualties and the loss of critical infrastructure.

Michael E. Cox Jr. is a 30-year veteran of the fire service and currently serves as a faculty member at the University of Maryland's Fire and Rescue Institute, where he works as a lecturer/section manager. He began his fire service career as a volunteer at age 16 in Anne Arundel County, Maryland. He joined the Anne Arundel County Fire Department as a career employee in 1988 and advanced through the ranks to become the 10th fire chief of Anne Arundel County, where he led a combination career/volunteer force of 1,400 personnel until his retirement in December 2014. He holds an associate's degree in emergency medical services from Anne Arundel Community College, a bachelor's degree in fire science from the University of Maryland, and a master's degree in executive fire service leadership from Grand Canyon University. He is a nationally registered emergency medical technician paramedic, a state-certified emergency services instructor, and a graduate of the National Fire Academy's Executive Fire Officer Program. The national Center for Public Safety Excellence also has designated him as a Chief Fire Officer. He can be reached at: mcox@mfri.org.

Preparedness Leadership Council (PLC) Report: Optimal Biothreat Preparedness: Impeded by Deficits in Funding, Training & Risk Communication



There continues to be a rise in emerging infectious disease threats, as well as diseases that are reemerging due to globalization, drug resistance, and declining participation in vaccination programs. The outbreak of Ebola proved that, although the United States had plans in place, much of the nation was still surprised by the effects of this deadly virus. To address this topic, Ellen Carlin, D.V.M., led a discussion with subject matter experts at the Texas State Capital. That discussion and results from a nationwide survey provided content for this report.

Download [FULL REPORT](#).

Serving the Underserved – No Matter What

By Jayna Powell

For underserved communities, every day is difficult. However, during a civil disturbance, these difficulties multiply – especially in times of civil unrest, when volunteers may be too afraid to work. In Baltimore, the solution to fill the volunteer gap came from social media use and a mobile app used by the mayor’s offices.



The lessons learned from the Baltimore Riots still weigh heavy in the hearts of people who serve the local communities in need. Paul’s Place, a community center in Southwest Baltimore (Pigtown) was not *directly* affected by the riots. Their windows were not broken; they were not looted or shot at. However, when the threat was present, the neighbors quickly stepped in to protect their beloved center. On the day after the riots, Paul’s Place certainly could have been shut down for lack of volunteers.

Afraid of coming into the city, *all* of the regular and scheduled volunteers cancelled immediately after the riots for the next two weeks! When staff came to work on Tuesday, 28 April 2015, phone messages and emails told the volunteer coordinator that no one was coming to help serve the meal that day – a meal that regularly feeds 250-450 people. The day before, the organization received a panel truck full of clothing that also had to be sorted or the marketplace could not open the next day. Paul’s Place completely depends on volunteers to serve.

Putting Out a Call for Help

And then, it happened...social media. A statement on Facebook was sent at 8:30 a.m. on 28 April:

Paul’s Place joins all others in praying for our city today. We are so saddened by the events of last night. The violence that happened in our city was not in our neighborhood and today we will have hundreds of people coming to find a safe place for a warm meal. And we need volunteers to serve it! We believe that it is important in times like these for an agency like ours to show normalcy and to show our guests that we are open for them. We want them to know that whatever forces are out there causing this chaos, we will not allow them to affect our mission to be a catalyst for change in this community.

We have a HUGE donation of clothes to be sorted...if you can, please come ANY TIME today to help us serve our meal (at 11) and sort clothes...ALL DAY! (If you can get here at 10 for our morning meeting, it promises to be a powerful one). And if you can’t come, please hold our guests, Paul’s Place and ALL of Baltimore in your prayers.

One by one, people showed up. Then, word arrived that the mayor had put out a request on the City’s [Mobile 311](#) application and more came in. Someone from the mayor’s office had called to ask if Paul’s Place needed volunteers, but no information was given as to what they were going to do with that request. As the day went on, more people arrived carrying shovels, wearing work

boots, and wanting to clean up Baltimore. When volunteers were told at North and Pennsylvania Avenues (the area where most of the destruction occurred) that the cleaning was done, they just wanted to serve somewhere, and they were amazing ... all 53 of them! On the second day, 13 showed up, and random volunteers covered shifts for the next 10 days. Paul's Place could not have served without help from the mayor's call to action.

We are overwhelmed with the number of volunteers who walked through our doors today with the spirit to serve! From our friends from Bon Secours to a group of teachers from Teach for America to our local elementary principal and even strangers off the street, we have volunteers in every corner of Paul's Place. Let's spread some good news! [Posted on Facebook]

Residents Leave No Gap Left Unfilled

Regular requests continued in the following days for volunteers to serve hot lunches, help those in need shop in the clothing marketplace, assist in the computer lab, work in the nurse's clinic, assist with the after-school program, and clean the streets. In Pigtown, there was no gap in serving that community with the amazing response from residents in and around the city. Business

Dear Paul's Place family,

The last 24 hours have been difficult ones for the people of the City of Baltimore. We have witnessed deeply troubling violence engulf portions of this city. At a time like this, it would be very easy for us to collectively give in to despair and uncertainty for the future.

That is precisely why the essential and life-changing programs offered by the Paul's Place family are more important than ever. Whether it be our hot lunch service, or the health and wellness programs available through our Nurses' Clinic, or our uplifting after-school educational and tutoring programs for children and youth, the work of Paul's Place has the power to positively transform the lives of our guests. As a supporter of Paul's Place, you can rest-assured that our staff, volunteers, and partners will continue to promote our mission, always treating everyone with dignity and respect.

Even though this hour may seem dark, we at Paul's Place are committed to helping everyone we serve be able to move to a brighter future. Together, with your support, we can indeed make Baltimore a better place!

*Sincerely yours,
Bill McLennan
Executive Director
Paul's Place*

went on as usual at Paul's Place and the ongoing mission continued without interruption. Some volunteers cancelled, but even more stepped up to fill the gap.

“The work of nongovernmental organizations does not ebb and flow with riots and violence. It happens every single day!”

When regular volunteers were afraid to come into the city, city residents stepped up. The spirit of Baltimore; the *true* spirit of Baltimore shone. The key lesson learned from the riots is that, with the help of social media, the services that need to continue – especially in the face of violence and chaos – will

continue. Since the riots, some of those random volunteers who showed up asking, “What can I do to help?” have become regular volunteers. Paul's Place actually became stronger in the aftermath of the riots!

In light of these recent riots, agencies, organizations, and individuals in other jurisdictions that may face similar situations should consider the following suggestions:

- Call the organizations that serve neighborhoods in areas that are affected, but also in any other neighborhoods that serve these affected areas;
- Ask them what they need, rather than make assumptions;
- Broadcast any needs and add specific times if possible (it was a challenge when 10 people showed up an hour before the building closed);
- Tell the organization any intention to broadcast their need (this missed step would have been helpful to know); and
- Use an effective mobile application like the one used by the mayor's office in Baltimore.

After the violence has subsided and operations go back to “normal,” there still are needs in these neighborhoods with these organizations. Community leaders should continue to ask what they need and continue to share the information with the community. The work of nongovernmental organizations does not ebb and flow with riots and violence. It happens every single day!

Rev. Jayna E. Powell is the volunteer coordinator for Paul's Place Inc. As an ordained minister for more than 30 years, she has served in congregations, ran volunteer ministry programs, provided independent consulting services for nonprofit organizations, and been a national speaker. Before joining Paul's Place, she was the faith-relations coordinator for Habitat for Humanity of the Chesapeake, where she designed and led its first interfaith coalition with Christians, Jews, and Muslims working side by side to build homes. Before that, she served as the special project coordinator and director of Volunteers in Mission at the national office of the Christian Church (Disciples of Christ), where she organized thousands of volunteers to provide disaster relief following disasters such as: the St. Louis flood in 1993; Hurricanes Andrew, Floyd, and Rita; and other major disasters in the United States from 1992 to 2005.

Civil Disturbance Resilience – Planning, Technology & Partnerships

By Vincent B. Davis

A peaceful protest can quickly turn to violence, as was seen recently in Ferguson, Missouri, and in Baltimore, Maryland. One industry-leading company applied lessons learned from its previous experiences with civil unrest to ensure the safety of its personnel and promote resilience within the thousands of communities it serves.



Walgreens leads the industry as the largest retail drugstore chain in the United States. Its recent acquisition of Alliance Boots makes it the worldwide leader in retail pharmacy. Lately, however, the company is fast becoming a leader in another area, disaster resilience, which it has accomplished out of necessity as it grows its business globally.

A Plan to Hire, Build & Adapt

In 2011 following the devastating tornado in Joplin, Missouri, Walgreens' senior leadership reached a watershed moment in its struggle to manage daily incidents and major disasters affecting 8,600 stores and facilities spread across 50 states, Puerto Rico, and the U.S. Virgin Islands. The company's leadership knew it had to do a better job of managing the daily incidents that occur, so Walgreens:

- Hired a team of professional emergency and business continuity managers with expertise in federal, state, and public health disasters, as well as in issues related to the private sector;
- Built and staffed its 24/7 Security Operations Center (SOC), which monitors fire and burglar alarms, weather, situational awareness, and social media; and
- Adapted a scheme to escalate cascading events to the Emergency Management and Business Continuity team to handle large-scale emergencies.

Since implementing these changes, Walgreens has mounted successful responses to:

- Hurricanes Irene in 2011 and Isaac in 2012;
- Superstorm Sandy in 2012;
- Colorado wildfires in 2012-2013;
- Tornadoes in Moore, Oklahoma, in 2013, and Columbia, Mississippi, in 2014;
- The 2013 Boston Marathon Bombing; and
- Civil unrest in Chicago, Illinois, North Atlantic Treaty Organization [NATO] Summit in 2012; Ferguson, Missouri, in 2014; and Baltimore, Maryland, in 2015.



The company also responds daily to manage and coordinate robberies, burglaries, power outages, and myriad other local incidents that occur daily in most retail environments. Civil disturbances are fast becoming the new normal. To respond appropriately requires an even greater level of collaboration and planning because these are rapidly evolving events.

The company has made major strides over the past four years, partnering with public safety organizations such as the Federal Emergency Management Agency, Centers for Disease Control and Prevention, and National Emergency Managers Association at the federal level, as well as collaborating with state and county emergency management agencies in nearly every state. Development and tracking of over 70 separate emergency action plans for facilities, stores, corporate centers, and distribution centers are managed through a state-of-the-art business continuity system. Preparedness programs have been established for employees, and community initiatives include mass weather radio distribution and senior citizen preparedness outreach programs.

The company provides training for its asset managers, loss prevention, pharmacy operations, and support teams to help them better manage response and recovery operations. “Participation in joint public-private exercises with our counterparts has not only strengthened our experience, but has helped us create meaningful programs for preparedness and response,” said Richard Dodd, Walgreens director of business continuity and occupational safety, in a recent Business Continuity Institute (BCI) article. The company has even developed its own emergency website, to provide preparedness and response information to its managers and employees. “As threats of both natural and man-made calamities continue to increase, we must continue to be vigilant in our efforts to protect our customers and employees, and to serve our customers with life-sustaining pharmaceuticals,” Dodd said.

In 2014, Walgreens received the Department of Homeland Security Rick Rescorla Award for Resilience for their efforts in Hurricane Sandy recovery. In April 2015, Walgreens was awarded the Business Continuity Institute North America “Best Resilience Award” for its coordination during the Ferguson rioting.

The Ferguson Case Study – Experiences That Pay Dividends

On 10 August 2014, the day after police officer Darren Wilson shot and killed Michael Brown, protestors gathered in the streets of Ferguson, Missouri. The grand jury convened on 20 August, beginning the three-month process for local citizens and business owners to anxiously wait and wonder what would happen in the highly emotionally charged case. To prepare for potential civil disturbances, Walgreens developed contingency plans to address different scenarios. After the grand jury decided not to indict Wilson in November 2014, protestors took to the streets. When protests turned violent, Walgreens' resilience plans and use of technology helped to reduce property losses and reopen stores quickly to serve pharmacy and other healthcare needs to the community. Most importantly, Walgreens' efforts in partnership with public safety helped protect lives.

Emergency managers at Walgreens had seen civil disturbances before Ferguson, when antiwar protesters held mostly peaceful demonstrations leading up to the NATO Summit in Chicago, Illinois, in May 2012. When the Summit began, some of the protests turned violent, and 45 people were arrested on 20 May 2012. At the time, Walgreens had developed contingency plans for early warning, response, and recovery from any acts of vandalism directed at its stores within the downtown Chicago area. With plans and protocols in place, the process that Walgreens implemented for NATO involved using its available technology – including two-way radio communications, cellular phones, and increased security personnel. Although Walgreens experience during NATO resulted in some minor property damage, the protests were mostly peaceful.

In 2014, public safety officials warned for months that the Ferguson verdict had the potential to lead to violence. Walgreens committed to being even better prepared than it was in 2012 for any outcome in Ferguson. In the years since NATO, the company had adapted a new intelligent communications platform. Additionally, coordination exercises conducted with state and local agencies jumpstarted response and gave Walgreens emergency planners the tools they needed to customize, streamline, and expedite warning, response, and recovery actions for the entire enterprise.

Preparing for Possible Escalation of Violence

The initial demonstrations were mostly peaceful, but by about 8:30 p.m. (following the verdict) things took a different tone when more than a dozen businesses were looted, including the local Walgreens. This incident and the mounting racial tensions between police and members of the community prompted Walgreens to begin updating its contingency plans in anticipation of a possible escalation of violence in Ferguson.

To begin its planning, Walgreens identified two markets in five districts, a total of 10 stores. The company created a series of separate emails to warn stores of possible disturbances, to notify store employees to be ready to evacuate immediately, and to instruct store employees to shut down the stores and close early. Next, Walgreens identified the recipients for the messages. It decided to include only key district and local staff in the communications. The flexibility afforded by the new technology, enabled Walgreens to keep local store staff well informed of tactical operations

on the ground, while using more-traditional means to communicate with corporate stakeholders and others following the events. While the grand jury heard testimony and deliberated, Walgreens worked closely with local law enforcement officials to share information and keep local stores up-to-date on the situation.

As the day of the grand jury's decision neared, Walgreens emergency operations team conducted multiple calls each day with store managers in the highest-risk zone to keep everyone engaged and ensure plans were completely clear. They also held a preparation "walk-through" call, so all participants in the plan knew what to expect and could efficiently carry out actions if necessary.

Implementing a Plan

The verdict announcement came in the early evening of 25 November 2014, when St. Louis County Prosecutor Robert McCulloch announced the grand jury's decision not to indict

"Following the devastating tornado in Joplin, Missouri, Walgreens' senior leadership reached a watershed moment in its struggle to manage daily incidents and major disasters affecting 8,600 stores and facilities spread across 50 states, Puerto Rico, and the U.S. Virgin Islands."

Wilson in the death of Brown. As Walgreens' staff and the rest of the world watched, the crowds that had been gathering for several hours outside the Ferguson courthouse grew increasingly vocal. Some in the throng were expressing grief and disbelief, while others displayed outrage at what they felt was an unjust verdict. After quickly assessing the situation and the growing sentiment among the

protesters, Walgreens officials made a decision to notify several stores nearest to the courthouse area to immediately cease operations and close for the evening. Other stores in the area remained open but were on alert.

Unlike the NATO Summit response, when calls to stores and key stakeholders required large numbers of operations staff to manage, notification calls could be carried out to about 200 people instantaneously. The ability to send an unlimited number of simultaneous messages meant the early closings could be carried out rapidly. This was extremely crucial because, within minutes of the verdict, protesters blocked Interstate 44, potentially cutting off routes home for some employees. Without the additional capability, if the alert instructions had been delayed even by a few minutes, Walgreens team members could potentially have been placed in harm's way.

Overnight, some people in the crowds set fire to at least five businesses and looted many others. The Ferguson Walgreens was set afire, as were other establishments in or near downtown. The large number of fires and the imminent danger posed to firefighters prevented the local fire department from attempting to put out some of the fires. Many properties were destroyed, and the Walgreens store suffered severe damage.

Despite property damage, planning played an important role in ensuring the safety of Walgreens employees. The Ferguson store, which was normally open 24-7 and had more than two-dozen employees, did not have any staff injuries. The ability to confirm receipt of the emergency messages was especially significant, because it allowed the company to keep track of employees who were either at work or scheduled to work.

Recovering in the Aftermath of Destruction

Ferguson's protests lasted for several days, making immediate damage assessment and resilience challenging. In the weeks that followed, fire and smoke damage caused numerous delays in re-building and reopening the Walgreens store. During recovery, emergency managers helped keep displaced employees informed about reconstruction progress and other important information related to the recovery effort.

News reports indicated that more than 14 people were injured in the initial reactions to the verdict in Ferguson. Because of the instantaneous communication and pinpoint planning, the Ferguson Walgreens store was vacated before the height of the disturbances, thus no employees or customers were injured. With quick action by Walgreens facilities and construction teams, the store was open for business again in late December 2014.

Lessons Learned From Ferguson Applied in Baltimore

In Baltimore, Maryland, the situation was quite different following the 12 April 2015 death of Freddie Gray while in police custody, but Walgreens' preparation worked efficiently. With several stores, coordination began during the initial aftermath of Gray's death. On 27 April 2015 (the day of the funeral), stores within the zone of anticipated demonstrations were immediately notified of the potential for threats, and early closing was arranged to ensure store employees had ample time to shut down systems and prepare. Store deliveries were suspended temporarily, and additional private security measures were put in place to thwart potential vandalism. Fortunately, Walgreens was able to recover from that rash of incidents with no injuries to its employees and, unlike Ferguson, no significant damage to its stores.

For more information about Walgreens emergency management programs, contact emergency.management@walgreens.com or Vincent Davis at 847-964-8811.

Vincent B. Davis is senior program manager for Walgreens Corporation Emergency Preparedness and Response Team, where he is responsible for developing disaster plans and programs for the company's 8,600 stores and facilities worldwide. After retiring from the Illinois National Guard with 23 years of experience in military public affairs, he served as: external affairs and community relations manager at the Federal Emergency Management Agency (FEMA); regional preparedness manager for the American Red Cross of Greater Chicago; and private sector consultant to the Illinois-Indiana-Wisconsin Regional Catastrophic Planning Team. He holds certifications as an Illinois Professional Emergency Manager, FEMA Professional Continuity Practitioner, and Certified Emergency Manager, and is a member of the International Association of Emergency Managers Children's Caucus and a lifetime member of the Black Emergency Managers Association. He is author of "[Lost And Turned Out, A Guide To Preparing Underserved Communities For Disasters](#)." He also is vice president of strategic alliances and community relations for PrepWorld LLC, creators of PrepBiz Video Gamification for Disaster Preparedness Education APP for children and the visually impaired.

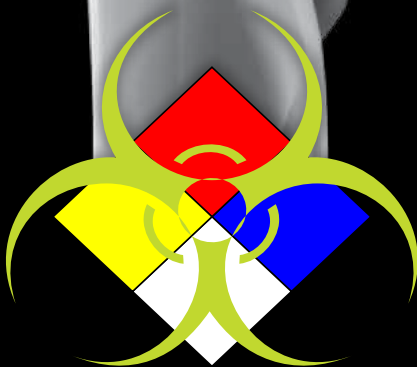
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The History & Reality of the National Guard

By Aaron Sean Poynton

The Maryland National Guard was recently activated to quell the riot-induced violence in Baltimore. The National Guard's roles, responsibilities, powers, and chain of command differ significantly from other military components in that they provide military services to support overwhelmed civil authorities under the command and control of the state governor.



The U.S. National Guard is the oldest component of the military and is a descendant of the colonial militias. Deriving their powers from the U.S. Constitution's Second Amendment, the Guard plays a diverse and vital role in both domestic and foreign operations. Domestically, the Guard protects the United States from foreign invaders, protects life and property, prepares for and responds to domestic emergencies, secures the homeland, protects the borders, quells violence, and conducts law enforcement operations. On foreign soil, the Guard conducts peacekeeping missions and engages in combat as well as combat service and support. The Guard has proved to be a valuable force to governments of all levels.

A Dual Purpose Force

However, the National Guard is different from its federal military counterparts because: (a) it has a unique dual mission with both state and federal responsibilities; and (b) is both a state and federal asset. The United States was created around the concept of federalism, which embraces the principles of shared governance and balance of power between the sovereign states and the supreme national government. Due to distinctive constitutional, legal, organizational, and historical reasons, the Guard operates as a dual-purpose force within the federal government system: separate state and federal missions; and separate and independent command and control authorities.

As a result, the National Guard oath requires Guardsmen to pledge allegiance to both state and federal governments. This simultaneous dual enlistment was implemented in 1933 to avoid the limitations of the militia clause and to broaden the powers of Congress; it represents part of the transition from the original militia to the modern National Guard. The *National Guard Mobilization Act of 1933* made the National Guard of the United States a component of the Army at all times, which could be ordered into active federal service by the president whenever Congress declared a national emergency.

Additionally, the Act defined the difference between the “National Guard of the United States,” in a federally mobilized status, and the “National Guard of the several States,” in a state active duty status. In part, the oath states that Guardsmen will “support and defend the Constitution of the United States *and the State of* ___ [emphasis added] against all enemies, foreign and domestic ... [and to] obey the orders of the President of the United States *and the Governor of* ___ [emphasis added].”



Command & Control

Normally, National Guard units are assets of their respective states, under the command and control of state governors and adjutant generals, commonly referred to as the “TAG.” In this capacity, the Guard units perform a variety of state missions as determined by the governors. However, in certain cases, the Guard may be federalized, usually for expeditionary missions or training. While federalized, the Guard is controlled by the combatant commander of the respective theater, and ultimately by the U.S. president.

The Guard should not be confused with the Reserves, which are the reserve component of the regular, federal military forces and exist in each of the four branches of service. Similar to the Reserves, most of the approximately 350,000 in the Army National Guard and 105,000 in the Air National Guard are [citizen-soldiers](#) and serve in a part-time capability and often train one weekend a month and two weeks a year. Unlike the Reserves, the Guard only consists of the Air National Guard and the Army National Guard. There are 54 individual National Guard organizations: one for each state in the Union plus the Commonwealth of Puerto Rico, Guam, the U.S. Virgin Islands, and the District of Columbia. Each state’s Guard is commanded by its state’s adjutant general. TAGs primarily report to the governors, not to any federal agency – not even the Department of Defense – except when federalized. See Figure 1 for a depiction of the integrated command structure.

Most adjutant generals are appointed by state governors, with the exception of: (a) Vermont, where the TAG is elected by state legislature; (b) South Carolina, where the TAG is elected by the citizens; and (c) Washington, D.C., where the senior Guard military officer is appointed by the president and called the “commanding general.” In all states, adjutant generals have primary responsibility over the Guard but, in many states, the TAG also serves as the director of emergency management and/or the director of homeland security.

Reporting Structure

Although TAGs are mostly autonomous and independent from the federal government in their reporting structure, there is a federal headquarters component of the Guard. The National Guard Bureau (NGB) is a joint Army-Air Force command, which is part of the Department of Defense.

The NGB allocates missions and resources for the federal missions of the Guard and conducts all the Guard's administrative matters.

As the senior uniformed National Guard officer, the chief of the NGB holds the rank of general, is appointed by the president, and is responsible for: developing all policies; advising the secretary of defense, through the chairman of the Joint Chiefs of Staff, on all matters involving nonfederalized National Guard forces; and advising the secretaries of the Army and Air Force on all National Guard matters. Figure 1 illustrates the National Guard chain of command in context to other Department of Defense organizations.

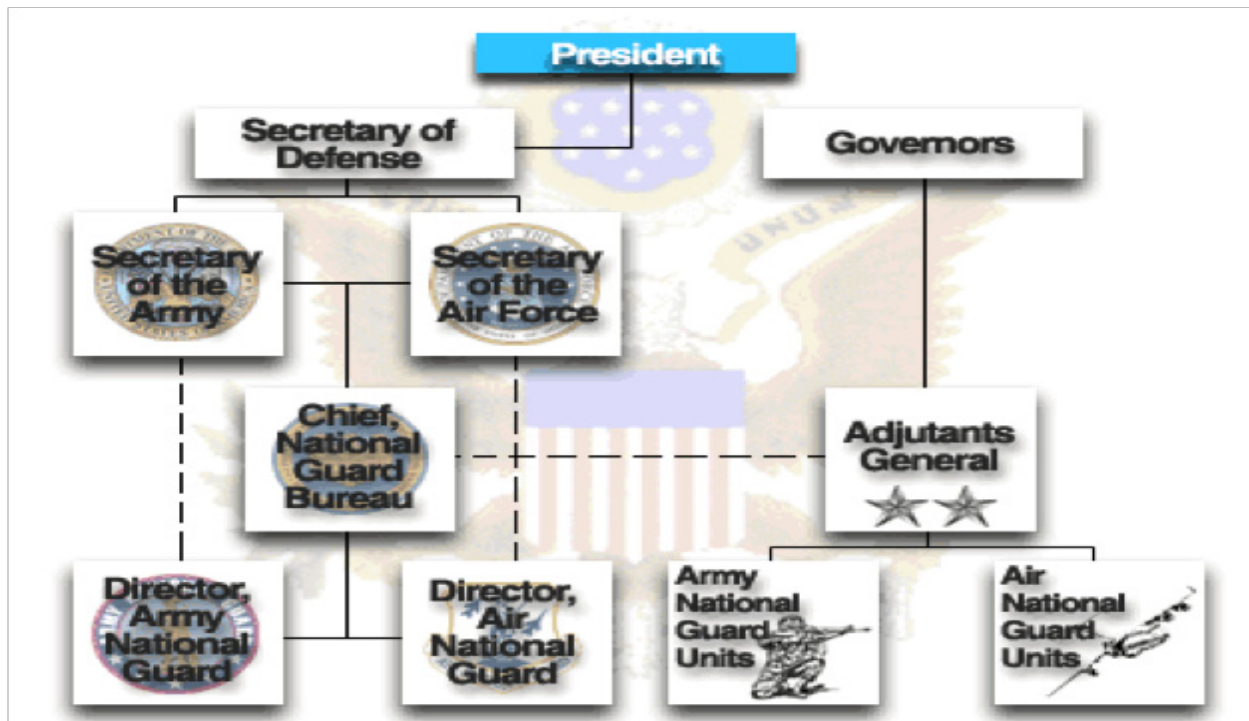


Figure 1: The integrated command structure. *Source:* U.S. Army National Guard.

Calling in the Guard

There are three ways that the National Guard can be called into active service: (a) through state active duty; (b) Title 32 authority; or (c) Title 10 authority. Except when state forces are federalized, the Guard remains an asset of its respective state or territory under the control of the governor. The one exception is Washington, D.C., which is a federal asset under the control of the president at all times. The governor can call his or her state Guard into action – through state active duty or Title 32 – during local or state emergencies, such as natural or manmade disasters or civil disturbances, often when civil authorities are overwhelmed or need specialized support. There are two primary ways – state active duty and Title 32 – a governor can call upon the National Guard for service.

“State active duty” refers to when the governor activates members of the state’s Guard to a full-time status, usually to support civil authorities in time of crisis, disaster, or severe civil disturbance. These activated Guardsmen remain under the command and control of the governor and TAG. Likewise, they are paid by the state in accordance with state law. The Guard, under state control, has full law enforcement powers – including investigation, arrest, and incarceration, when authorized by the governor. This was the activation method for the Baltimore riots. If the National Guard is activated into federal service, they may lose their law enforcement powers as they become subject to the *Posse Comitatus Act*, which will be explored in more detail below.

Another possible method of activation of the National Guard is Title 32 activation. U.S. Code, Title 32, section 502(f) states that “a member of the National Guard may . . . without his consent, but with the pay and allowances provided by law . . . be ordered to perform training or other duty in addition to [inactive duty for training or annual training].” Title 32 activation allows the governor to retain control of his or her Guardsmen, like state active duty, but it authorizes federal pay, allowances, and entitlement to certain legal protections. Title 32 activation is requested by the governor and requires presidential approval through declaration of a national emergency.

Table 1: National Guard Activation Matrix

	State active duty	Title 32	Title 10
Civilian command and control (C2)	Governor	Governor	President
Military C2	Adjutant general	Adjutant general	Combatant commander
Duty assignments	In accordance with state law	United States	Worldwide
Funding	State	Federal	Federal
Domestic law enforcement powers	Yes	Yes	No ^a
Mission examples	Civil support; law enforcement; others as determined by governor	Training; civil support; law enforcement; counter drug; weapons of mass destruction response	Overseas training; expeditionary missions; civil support and law enforcement ^b
Activation examples	Baltimore riots; Oklahoma City bombing; Kansas tornados; California wildfires	Border security; post 9/11 airport security; Salt Lake City Olympics; Hurricane Katrina	Bosnia; Afghanistan; Cuba; Iraq; Los Angeles riots ^c

^aUnless the Insurrection Act is invoked.

^bTitle 10 is rarely used for domestic operations.

^cThe Insurrection Act was invoked.

Lastly, in certain cases the National Guard may be also activated and federalized by Title 10 authority. Article I, section 8 of the U.S. Constitution allows the federal government to call the Guard into federal service in order to execute the laws of the Union, to suppress insurrection, and to repel invasion. Under U.S. Code, Title 10, section 12304, the president can call up to 200,000 reserve troops, including the National Guard, into federal service in order to “augment active forces for any operational mission.” While federalized, the combatant commanders of their respective theatres – and ultimately the president – control the National Guard units. Serving under the president in a federal status, these forces may perform domestic or expeditionary missions. However, even when not federalized the National Guard still has a federal mission to maintain properly trained and equipped units, available for prompt mobilization. Table 1 summarizes the three National Guard activation methods.

Title 10 & Posse Comitatus

In a purely federal status under Title 10, National Guard members are stripped from their domestic policing powers and are subject to the [*Posse Comitatus Act*](#), which was passed during the Reconstruction Era to prevent the Army from engaging in civil law enforcement activities. Specifically, its intent was to end the use of the Army to police elections in former Confederate states. One of the few exceptions to the restrictions of the *Posse Comitatus Act* is the invocation of the rarely used [*Insurrection Act of 1807*](#), which empowers the president to suspend *Posse Comitatus* and employ federal forces, including the National Guard, within the United States to “suppress, in a State, any insurrection, domestic violence, unlawful combination, or conspiracy.”

Beyond the fatigues and Humvees, the National Guard's presence is not a representation of federal military intervention, nor is it the militarization of civil law enforcement.

In summary, the National Guard has a unique dual mission that provides military services in times of crisis to support overwhelmed civil authorities. The Guard can be activated in three primary ways depending on the nature and location of the deployment. When activated for civil disturbances, such as the riots in Baltimore, the Guard is usually activated on state active duty. In this capacity, the Guard falls under the command and control of the state governor and TAG, and retains law enforcement powers. As such, the National Guard’s presence is not a representation of federal military intervention, nor is it the militarization of civil law enforcement.

Aaron Sean Poynton is the director of global safety and security business at Thermo Fisher Scientific. He has served in various leadership positions with companies in the defense and homeland security markets over the past 10 years. Before his civilian career, he served in U.S. Army Special Operations and as a CBRN Officer. He is currently enrolled at Duke University's Fuqua School of Business Global Executive MBA program. He's a graduate of the Johns Hopkins University Army ROTC program and holds a bachelor's degree in economics from the University of Maryland UMBC, a master's degree from the George Washington University, and a doctorate in public administration from the University of Baltimore.

Promoting Positive Policing Approaches In Communities of Color

By James “Chip” Coldren Jr. & Rachel Mathieu

The recent civil unrest in Baltimore, Maryland, highlights a not-so-new divide between law enforcement and the communities they serve. CNA Corporation has spent years talking with police officers from more than 50 police agencies to find ways to build mutual trust and respect between these two groups. Its findings are now available.



With recent movement toward evidence-based policing, police agencies have focused their operations on concentrated geographic areas that experience the highest levels of violent crime (in some cases, angering community residents), while in pursuit of one of their most important missions – protecting community members from violence. However, the culture of policing sometimes promotes an “us vs. them” attitude, which can lead to a mistrustful view of residents in violent communities. Such are frequently communities of color, which perceive that the focus of police agencies’ enforcement actions are in [disproportionate numbers](#) compared to the rest of the population. In addition, though police deaths by assailants and police injuries from assaults have been [trending downward](#) for the past decade, some police officers still express wariness when working in violent communities. Although this is certainly warranted in some cases, it is not warranted in all. In fact, in crime hot spots, a majority of residents report in surveys conducted by Prof. David Weisburd of George Mason University that they are willing to help out and intervene when community problems present themselves.

As recent events in Ferguson, Missouri, and Baltimore, Maryland, show, there is a certain level of mistrust between communities and the police who have sworn to serve them. Repairing the trust of communities of color can be achieved by changing deeply engrained practices within police organizations, such as the stop-and-frisk method, which was recently deemed an unconstitutional practice by a federal judge in New York. Public officials must find ways to change deeply engrained, potentially damaging cultural beliefs or practices in police organizations. Implementing these changes may not be easy, but the well-being of the community as a whole is at stake. In addition, history leaves memories, and recent violence – on the parts of communities and police, alike – rekindles recollections of past violence.

Positive Policing

Police agencies can take steps to promote positive relationships in communities of color, while maintaining their commitment to public safety and enforcement of the Constitution. They can also achieve meaningful engagement with communities of color by treating community members with empathy and respect. A number of police departments across the country, including the Washington, DC, Metropolitan Police Department, the New York City Police Department, and the Oakland Police Department, have implemented outreach programs to gradually improve relationships with their respective communities.

The development of caring and sincere relationships – person by person – furthers the goals of law enforcement, including building trust, obtaining helpful information to solve crimes, having a positive influence on youth, protecting vulnerable populations, recruiting quality officer candidates, training officers well, and receiving sincere feedback. These actions should, of course, be bolstered by thorough review of policies and procedures relating to the use of force, citizen complaints, investigative practices, and police shooting review boards, with citizen input and oversight. The realignment of those policies should occur where needed along with the adoption of contemporary constitutional practices.

For several years – predating the 2014 publicized police shootings of civilians or death-in-custody cases in Ferguson, New York, and Cleveland – CNA Corporation analysts have heard from police officers at all ranks about their desire for better approaches to community collaboration and a better understanding of how to develop productive relationships with communities of color. Achieving positive policing in these communities involves: training (affecting how police officers are socialized into their profession); experimentation and research; leadership by example; cultivation of mutually respectful attitudes; federal leadership; and willingness to form new relationships within the community, perhaps with marginalized community members. Experience suggests that familiarity breeds respect (not contempt), and the gradual building of respectful relationships will help to create productive relationships between police and communities of color.

“The culture of policing sometimes promotes an ‘us vs. them’ attitude, which can lead to a mistrustful view of residents in violent communities.”

For the full report that CNA conducted on this topic, please visit <https://www.cna.org/research/2015/cna-out-front>

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Leadership: Building Better Response Efforts In the Future

By Marc A. DeSimone Sr.

When fate throws a “sucker punch,” one will do whatever it is their habit to do, for all are creatures of habit. During the recent civil unrest in Baltimore, good leaders rose to the task to restore order to the city. However, these leaders are not always the ones in the spotlight or on the evening news.



Improving response efforts requires leadership. For future incidents, some leadership tips could be gleaned from lessons learned based on the recent civil unrest in Baltimore, Maryland, as well as the following definition of the word “leader” from the 2014 book [*Sam Smith – Star Spangled Hero – The Unsung Patriot who Saved Baltimore and Helped Win the War of 1812*](#):

“A leader is someone who helps someone else, or some group, to get somewhere or do something that they could not have gotten to or done without the help.”

Breaking Down the Definition of “Leader”

A leader is *someone* – not a title, a position, a place in the organizational hierarchy, but a person. Often, people are referred to as “leaders” because they hold a high office or possess high levels of managerial responsibility. However, being a leader does not come automatically with the promotion or with the title of “leader.” The stories of people in high places who are the antithesis of what it means to be a good leader are endless. A good leader leads by strength of his/her character and competency as a leader, not by virtue of the title. During the recent civil unrest in Baltimore, the quality of leadership was made known by actions in time of crisis – regardless of rank or position. For example:

- Baltimore Police Officer Robert Himes used his special training in riot control to help his unit respond in a highly effective manner in several hazardous situations.
- Lt. Col. Melissa Hyatt in the Police Command Center executed her duties with calm professionalism, helping to ensure officer safety through speedy deployment.
- Director Robert Maloney of the Mayor’s Office of Emergency Management and all the heads of city agencies assembled around the clock in the emergency operations center to execute their duties and to keep as much of the city as possible open for business and functioning during the civil unrest.
- And many more behind-the-scenes examples never made the evening news.

A leader is someone *who helps*. Simple, yes; easy, no! Sometimes, the so-called “leader” lacks either the skill or the will to help others. Through incompetence or uncooperativeness, these would-be leaders are sometimes unable or unwilling to help. If one cannot help due to lack of ability (“skill”), or will not help for some egocentric or sociocentric reason (“will”), then he or she is not a leader. This person may be a supervisor or manager and may hold a position of leadership, but he or she is not a leader.

A leader is someone who *helps someone else*, or some group. Being a leader implies that there are followers. Many self-appointed would-be leaders clamor for a following but have no followers. There is a relationship that is established between the leader and the followers that is mutually beneficial. Therefore, warnings should be heeded for self-professed leaders who lack a following.

A leader is someone who helps someone else, or some group, *to get somewhere or do something*. The object of leadership is to bring about some sort of improved change of state, some sort of desirable outcome, output, problem solved, destination reached, or benefit gained. For example:

- For Moses and the Children of Israel, it was getting to the Promised Land;
- For Harriett Tubman, it was following the Drinking Gourd to freedom;
- For George Washington, it was helping to establish the United States of America;
- For Lee Iacocca, it was saving Chrysler Motor Company;
- For a corporate executive, it is return on investment and double digit profitability for the fourth quarter of the fiscal year; and
- For the people in mission-critical professions, it is successfully accomplishing the mission while maintaining good morale.

Whatever it is, the leader assists by doing something, leading in a special direction, and being the catalyst for, and the cause of, this desirable change for the better.

A leader is someone who helps someone else, or some group, to get somewhere or do something *that they could not have gotten to or done without the help*. If the followers do not need the help, then there is no need for the leader. Sometimes, a leader actually may be an impediment to the followers, but truly good leaders are constantly trying to work themselves out of a job. If the leader does not add value, then there is no reason for them to lead.

Leading by Example – A Sacred Duty

The admirable able behavior and acts of personal valor and heroism exhibited by first responders during the recent civil unrest in Baltimore also teach one final lesson. Responders in a leadership capacity are entrusted with a sacred duty: The success of their mission and the safety and well being of others in their charge. Being responsible for oneself is hard enough; being responsible for others – to the point of being in harm’s way to keep others safe from harm – is something that requires a special sense of duty, honor, and commitment. The general population looks to responders as those who are set apart with a salvific mission of selfless purpose. The public expects them to be the “good guys,” but as Spiderman’s Uncle Ben said: “With great power, comes great responsibility.”

The higher the esteem in which a person is held, the more a person also is held to an equally higher standard of deportment and decorum than the average person. People expect more from heroes than the average person is willing (or able) to do (or to be) themselves. For this reason, when a leader does something to violate this sacred trust, there are always disastrous consequences. Those who choose to serve are held to a higher ethical standard because of the nature of their service. Remembering this simple truth made evident in the actions of the response effort leaders in Baltimore help to articulate the role of leadership in building better response efforts in the future.

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What Baltimore's Recent Civil Unrest Can Teach Emergency Planners

By Anthony S. Mangeri

When civil unrest erupts, emergency planners must look beyond the riot itself to understand how the riots culminated, who the key antagonists were, and what can be done to improve planning and response for future outbreaks of violence. In Baltimore, officials are talking in order to accomplish all three of these goals.



It is not unlawful for a group to assemble to express their views. It is actually a right of every citizen, and the police are here to protect that right. This was one of many messages provided by Baltimore Police Lt. Charles Thompson at the 23 June 2015 meeting of the Baltimore City Local Emergency Planning Committee. “We have to protect the people’s right to protest,” said Thompson. He added that, as public safety officials, law enforcement officers must gear their response to what is needed without overdoing it or neglecting their responsibilities. Finding this balance can be challenging.

Openly Addressing a Sensitive Issue

The June meeting of the Baltimore City Local Emergency Planning Committee was the committee’s first meeting following the civil unrest, which occurred on 25 and 27 April 2015. The meeting was expected to have just a short presentation on the incident. However, the panel discussion took over the meeting, as Baltimore Emergency Management and Baltimore City Police officials openly discussed the event as well as the related critical response issues.

Emergency Management Director Robert Maloney stated that what he witnessed from the men and women who work for the city was nothing short of heroic. Police, fire, public works, 911 operators, and all the personnel worked hard to protect the community and provide needed services. He cited the value of agencies working together to address the fire at CVS, which was prominently displayed by national media outlets. Less publicized was the fact that the fire also was a concern for the senior apartment building only yards away. Police and fire established a unified command. Police protected firefighters as they worked to suppress the fire. At one point, when rioters attempted to sever the hose line that provided firefighters with much needed water, police quickly interceded, so firefighters could continue suppression operations. “If the men and women of the police and fire department had not worked together, then the situation would have become much worse,” said Maloney.

Special events such as protests need to have strategic plans in place to address the potential for violence and unlawful acts. Some states such as South Carolina have developed Civil Disturbance Plans to define strategy and policy and ensure state preparedness and response when incidents go beyond local resources. Although Baltimore had developed plans for special events, dignitary visits, and civil unrest, the civil unrest plans in place were not adequate to address the magnitude or rapid onset of the incident.

Anarchy – Understanding the Chain of Events

Many people across the country watched as the peaceful protest on 27 April 2015 turned into a violent riot, which [Black's Law Dictionary](#) defines as, “a tumultuous disturbance of the peace by three persons or more, assembling together of their own authority, with an intent mutually to assist each other against any who shall oppose.” However, most may not be aware that there has been a steady escalation of protests since the fall of 2014. Beginning in November, Baltimore has seen many protests in response to the grand jury decision not to indict a Ferguson, Missouri, police officer in the fatal shooting of an African American teenager. Since the Ferguson events, there have been numerous protests in Baltimore, with more than three events in a single day in some cases.

On 12 April 2015, Baltimore police officers arrested Freddie Gray, who passed away on 19 April 2015 from his injuries. This led to protests on 20 April 2015 at the Baltimore City Police Headquarters and City Hall. For the most part, the protests in the city up to that date were peaceful. However, on Saturday, 25 April 2015, Baltimore police officers began to see a shift in the protests. According to Baltimore Police LTC Melissa Hyatt, in a personal interview with DomPrep on 9 June 2015, as the protestors peacefully marched to City Hall, officers noticed a portion of the group break off, begin acting more frantic, and move toward Camden Yards. This is where violence erupted and law enforcement officers reported damage to police vehicles and some area businesses.

“The anarchist movement literally left its calling cards in the streets and sidewalks near Camden Street.... Police believe the group may have been embedded in the protests and waited until it was large enough to act with anonymity.”

During the LEPC briefing, Thompson stated that police reported seeing cards strewn on the ground. The anarchist movement literally left its calling cards in the streets and sidewalks near Camden Street. The anarchist movement is a loosely configured group that has been around for hundreds of years. According to the [Federal Bureau of Investigation](#), “Anarchism is a belief that society should have no government, laws, police, or any other authority.” Police believe the group may have been embedded in the protests and waited until it was large enough to act with anonymity. When an event reaches a large enough size, the group triggers violence and moves out before they can be arrested.

Then on Monday, 27 April 2015, as mourners attended the viewing for Freddie Gray, flyers were passed around stating that a local school was calling for a “purge” to begin after school. The term “purge” is believed to be in reference to a popular 2013 movie, where all crime is legal for a 12-hour period. There also were threats against police officers in the city.

At about 3:15 p.m. on 27 April, riots did break out in the area of Mondawmin Mall. Rioters began to bombard police officers with rocks, bricks, concrete, and other items. Several police

officers were seriously injured in the attack. Rioting and looting in the area continued for hours. According to officials at the LEPC briefing, rioters looted, damaged, or destroyed over 300 stores. Two methadone clinics and 27 pharmacies reportedly were looted, resulting in the theft of 175,000 doses of prescription medications. Some businesses, such as the CVS, were set ablaze. In addition to store damage, there were 164 vehicle fires reported during the incident, according to Maloney.

Thompson also emphasized that no police officer, firefighter, protester, or rioter was killed. “It was intense but short in duration,” said Thompson. More than 400 rioters were arrested on that Monday. However, incidents of violence and looting diminished throughout the evening with sporadic incidents until early Tuesday morning.

Maloney was quick to point out that the citizens played a huge role in helping to manage the incident and bring the city back to calm. “The good people stepped up and said we are not going to tolerate this,” he said.

Covering a Story – The Media Angle

Many government response officials felt that the national media coverage was antagonistic. News reporting has evolved into a 24/7 year-round process. However, television is not the leader in providing news to all in the community. Stories involving disasters and communities in conflict are very attractive to national media. Just like good fiction, most news stories have a victim, a rescuer, and a villain. A good emergency manager or public information officer needs to keep the storyline in mind when working with the media.

The public’s need for information is tied to a sense of safety and security. Limited access to information may create heightened public emotions and assumptions about the incident and threats to a community’s safety. According to an [October 2013 report](#) of the Pew Research Center, approximately half of the public now receives news from online sources. Moreover, for those between the ages of 18 and 29, the amount of people getting their news from Internet sources is well over 71 percent.

Emergency management officials advised that they attempted to put outreach information on the City’s website but, as the riot unfolded in the Western District, the City website was attacked and crashed. Thompson stated that what was not covered by mass media were the scores of residents that cheered the police in the Western District as they patrolled.

Declaring a State of Emergency – Planning for the Worst

Baltimore City requested assistance through the Maryland Emergency Management Assistance Compact. However, the Compact requires a state of emergency at the local level to be activated. Many emergency management agencies maintain a standard declaration that can be amended as the crisis dictates. Some declarations are basic – designed to provide notice to the community of the emergency, and then amended as the crisis unfolds.

The city and the state were mobilizing resources throughout the incident to support emergency operations, with Baltimore City Mayor Stephanie Rawlings-Blake formally declaring a state

of emergency at approximately 5:30 p.m. on Monday, 27 April 2015. Maryland and Baltimore Emergency Operations Centers were activated, even though much of the command for the incident remained at the Police Department Command Center, according to officials.

Protests in modern society are very different from even a decade ago. Emergency planners and leaders have to understand that protests are not always locally driven and sponsored. In addition, protesters and extremists are not always from the community and not all are there to work with protest leaders to understand the issues and activities of the protesters.

Public safety has an interpretative role to assess and protect protesters with legitimate concerns and those with intent to incite riots. Law enforcement must monitor peaceful protests to find those who would do harm and incite violence. Understanding the issues and protesters' lawful activities provides police with information not only to protect the protestors but also to step in and arrest those who attempt to hijack a peaceful protest for unlawful and often violent purposes.

Developing a Strategy Before the Next Event

Emergency planners should consider many key points in developing a community civil unrest strategy. In addition to protecting protestors and residents as well as responding to calls for service, emergency managers also must develop strategies to protect infrastructure that is critical to preserving the community. Communities with gun shops, hobby stores, and possibly even large hardware stores need to be secured to prevent them from being used against the community or authorities.

In Baltimore, 300 National Guardsmen were deployed along with district police who knew the area. These taskforces worked to restore the area to normal as quickly as possible. Local police officers from each district were partnered with the Guardsmen to ensure knowledge of the area, its residents, and specific concerns.

Emergency planners need to develop response plans for each large-scale event. Protests have the potential to be hijacked by individuals or groups whose intent is violent and unlawful. Even protest organizers have a role in managing those in their group to ensure that their First Amendment right to assembly and free speech is not impeded by violence.

Emergency management brings organization and structure to a crisis. A civil unrest plan needs to include information regarding command and management. Defining the Incident Command Structure for such events is essential for organization. It also is valuable for dictating roles and responsibilities for all involved so that each agency can develop training and exercises to ensure capabilities to manage the event and resources to be deployed.

Beginning the Recovery Process Before the Sun Rises

In disaster response and recovery, continuity of operations – or the ability to continue essential services in times of crisis – is a critical role for emergency management. City emergency management officials reported that no hospital system broke down or went out of service. Although

there were delays, 911 calls were answered based on a priority system agreed to by police and fire leadership. Public transportation in non-impacted areas continued throughout the night.

Recovery operations have the ability to set the tone for how the community interprets the incident and how leaders are perceived. Maloney knew that restoring city systems was essential to provide the residents and visitors stability. He wanted to be sure that public transportation citywide would be back in service that morning, so people could go back to work and residents would have an indicator that the community was getting back to normal quickly.

Maloney said that, when individuals in the community were cleaning the streets in the middle of the night, bus drivers were working, and nurses were attending patients at hospitals, he felt a sense of relief: “The people stopped it. The people said ‘enough.’ We don’t want this.”

According to a report from local NBC affiliate WBAL TV 11, the Federal Emergency Management Agency has denied the governor’s request for a Presidential Emergency Declaration to assist with the impact of the riots – an estimated \$13+ million cost for the response efforts. Even the Maryland Lottery, a major source of revenue for the state, was impacted by the civil unrest. Looters stole tens of thousands of instant lottery tickets. Local news agencies reported that the Maryland Lottery has identified and now is working to void more than 19,300 lottery tickets stolen during the riot.

Protests are highly charged special events. Emergency management professionals and community leaders alike can learn much from the response to the Baltimore City riots. When possible, cities have to take the time to meet with protest organizers and leaders to plan for peaceful protests. Police departments must develop the capability to identify those who would cause harm and remove them from peaceful protests.

Emergency managers bring structure and organization to a crisis. Emergency plans must define the incident command and management structure and provide mutual aid strategies for all contingencies. As Director Maloney pointed out, do not underestimate the value and capabilities of the community to be part of any recovery operations. People tend to support what they help create. Community involvement prior to any emergency should be part of all emergency management strategies.

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