



Worst-Case Scenario

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Publisher's Message:

American Red Cross Always Prepares For the Worst- Case Scenario



The statistics are staggering, colossal, unbelievable. In less than one month after Hurricane Katrina made landfall the American Red Cross (ARC) had already provided financial assistance of various types to more than 2.2 million survivors (an estimated 688,000 families), housed almost 400,000 evacuees in hotels and motels throughout 48 states and Washington, D.C., and—working in close coordination with the Southern Baptist Convention—served more than 15 million hot meals to evacuees and other hurricane survivors.

That is just a partial list of the many ways the more than 165,000 ARC employees and volunteers who responded to Katrina helped, and are still helping, the battered and beleaguered citizens of the Gulf Coast states. The collective cost of these good works, the ARC estimates, will be well over \$2 billion—a sum 20 times greater than the cost of the organization's hurricane-relief efforts for all of 2004.



There are several reasons why the ARC scored so many successes—particularly noteworthy at a time when local, state, and federal officials and agencies were obviously less prepared than they should have been and as a result made numerous mistakes. The first reason, in addition to the organization's decades of experience in dealing with natural and manmade disasters of all types, is that the ARC always prepares—well in advance, not after the fact—for the worst-case scenario. It also has its priorities right: It puts the victims first, with everything else a distant second. Finally, it has learned through the years the need for cooperation not only with government agencies at all levels but also with a broad spectrum of nongovernmental organizations (NGOs). Even before Katrina hit, the ARC had signed over 80 formal memorandums of understanding with other NGOs, and with a growing number of business partners.

American Red Cross CEO Marsha Evans met with Domprep's John F. Morton on 29 June to discuss the ARC's new organizational linkages with DHS and local as well as state emergency operational centers. She also spelled out the details of a new ARC initiative to improve community-based preparedness training.

Despite its numerous duties and responsibilities, the ARC is a remarkably efficient organization—one that might well serve as a role model for its governmental counterparts. At least 91 cents of every dollar donated to the ARC goes directly to assist disaster victims, a performance that has earned the American Red Cross a four-star rating from Charity Navigator.

As of late last week the ARC had received not quite \$1 billion in gifts and pledges for its latest hurricane-relief efforts—which, as previously noted, are likely to cost well over \$2 billion before the books are closed. Those interested in donating to an extremely worthy cause—and in ensuring that their donations are extremely well spent—may do so in several ways: Call 1-800-HELP NOW; make a secure donation online at www.redcross.org; visit an official Red Cross (Cash) Donation Site; or contact a local ARC chapter. ▼

License to Kill: The Right Policy for Dealing With Suicide Bombers?

By Neil Livingstone, *Global Options*



On July 22, a 27-year-old electrician, Jean Charles de Menezes, was unceremoniously shot to death by police as he boarded a subway train in south London. His death came one day after Muslim extremists attempted unsuccessfully to repeat the bloody July 7 attacks--on three subway trains and a bus--that killed 52 people (and the four suicide bombers themselves). Tensions were running high and police knew that one more round of attacks could paralyze the United Kingdom and do irreparable harm to the nation's economy and psyche.

There was no debate about the fact that Mr. de Menezes had been shot eight times by a police officer (who actually fired eleven rounds at him). Initially, authorities justified the shooting by saying that de Menezes was wearing an "unseasonable" heavy coat--which could have concealed explosives--that he was running toward a subway train and disregarded police challenges to halt, that he tripped and was shot while he lay on the ground, and that he had an "Asian appearance," which is often the way individuals from the Middle East are described in the U.K.

Unfortunately, none of this was true. An official investigation, relying on cameras in the station and on eyewitness accounts, quickly shredded the police version of the incident. Mr. de Menezes, it turned out, was dressed in a lightweight blue denim jacket. He did not vault over a barrier, was not challenged by police, and was walking until he began hurrying to catch an arriving train. Finally, he was not from the Middle East but from Brazil, and was living in the U.K. on a valid work permit.

Police officers apparently panicked and, fearing for whatever reason that

de Menezes was a suicide bomber, pushed him into a seat, pinned his arms to his sides, and executed him.

The unfortunate death of Mr. de Menezes has raised questions about the wisdom of shoot-to-kill policies when dealing with suspected suicide bombers. Clearly, the British police, among the best in the world, completely bungled the operation and their attempts to explain away the tragedy and lay the blame on de Menezes himself were reprehensible.

But does one egregious error by London police negate implementation by other law-enforcement organizations around the world of drastic measures, such as shoot-to-kill, in addressing the threat posed by suicide bombers?

A Theoretical Debate; the Practical Consequences

The mantra of U.S. Delta Force commandos when taking down a terrorist has traditionally been encapsulated in a ditty which, although distasteful to some, clearly captures the essence of their mission: "Two to the body, one to the head, makes you good and dead." In other words, Delta and other hostage-rescue units regularly practice taking terrorists out with two shots to the center body mass and one to the head. The head shot is necessary because the terrorist could be wearing body armor and thus easily survive two body shots and still pose a threat to hostages by detonating explosives or throwing a grenade.

During the 1990s, one of this country's NATO allies refused to conduct joint operations and training exercises with U.S. special operations forces, contending that the shoot-to-kill policy was tantamount to assassination. Although a wholly

specious charge, it nonetheless created controversy at the Defense Department and in some congressional quarters.

But is anything less than absolute deadly force practical when attempting to stop terrorists capable of killing dozens, perhaps even hundreds, of innocent people?

*"Two to the body,
one to the head,
makes you good
and dead."*

A foreign-security specialist operating in Northern Iraq relates the story of his recent near-brush with death. He was standing in front of a critical facility smoking a cigarette when he saw a car suddenly veer off the road and head toward the building. He and other security personnel opened up on the car with their assault weapons. The car subsequently struck a post and came to a dead stop. When the security personnel reached the car they found that, although hit numerous times, the suicide bomber was still alive and attempting, with his dying breaths, to press a button in his left hand that would have detonated a trunk-load of explosives. Needless to say, they quickly dispatched him but were shaken by how many rounds the man had taken without being killed or incapacitated.

For some time Israeli security personnel have operated under rules of engagement that permit them to shoot to kill suspected suicide bombers, because the consequences of not acting decisively and with finality are too great to risk the lives of innocent people.

Interview with Roger Cressey, President Good Harbor Consulting



Roger Cressey, the former Clinton and Bush White House senior critical-infrastructure protection advisor, discusses Hurricanes Katrina and Rita and the need to reevaluate the DHS role in catastrophic disasters in order to improve federal response/recovery operations, particularly those involving use of the military, where local/state capabilities are seriously lacking.

For the complete audio of the interview, please visit www.DomesticPreparedness.com

On the Waterfront:

Improvements in Visual Surveillance Systems

By Laurie Thomas, Maritime Security



Security surveillance can be accomplished by a variety of means, but advances in technology have been making some of those means more efficient than others. The security officer walking a prescribed beat and punching a watch clock has in many situations been replaced by closed-circuit television (CCTV) cameras. In many industrial facilities today, security officers are still sitting in front of banks of monitors, watching input from CCTV cameras. Emerging technology may soon change this picture, particularly in the maritime environment, to one officer watching a console displaying data developed from analysis of video content, or what is called intelligent video.

Personnel costs represent an expensive line item—frequently the single most expensive line item—in a company's or organization's overall security budget. In addition to hourly wages, overtime and holiday pay, shift differential, and the health, retirement, and other benefits available to all facility employees, the port facility security manager faced with a choice between hiring fulltime employee guards or contract personnel—or pursuing other options—must consider a number of other factors before making a final decision. Those other factors usually include substantial initial and ongoing training to meet state regulatory requirements, uniform costs, union dues and/or state license fees, background investigation costs, and procurement of a variety of equipment (including but not limited to radios, flashlights, and other-than-lethal weapons).

Democracies at War

Democratic governments that put a high premium on individual rights have always struggled with the demands and contradictions involved in waging war. During the Civil War, President Abraham Lincoln suspended the right of habeas corpus and instituted many other extraordinary measures to deal with the southern insurrection. Similarly, the Roosevelt Administration assumed new and unprecedented powers during World War II to address the national emergency facing the country. Lamentably, one of its actions was to relocate Japanese-Americans from the West Coast into internment camps in the American heartland.

More recently, the Patriot Act and other extraordinary measures taken by the U.S. government in the aftermath of the 9/11 attacks have come under attack from civil libertarians who maintain that the new powers devolving to law-enforcement and other government agencies are eroding Constitutional protections and personal liberties. Supporters of tough anti-terrorism measures counter such criticism by maintaining that the United States is

at war and must take the steps necessary to protect the nation and its citizens.

In Great Britain on September 13, British Home Secretary Charles Clarke told a parliamentary committee investigating the government's response to the July 7 attacks that the U.K. security services are closely surveying hundreds of potential terrorists. Similarly, after 9/11 the U.S. Justice Department rounded up more than 1,900 suspects, mostly young Muslim males. Many believe this action disrupted any effort by Al Qaeda to carry out follow-up attacks in the United States.

At the British parliamentary hearing, Sir Ian Blair, commissioner of the Metropolitan Police, said how sorry the police force was about de Menezes' death—but he also pointed out that the shoot-to-kill policy was still in place. "We made a small number of administrative changes," he said, "but the essential thrust of the tactics remains the same."

"There is no question," he added, "that a suicide bomber, deadly and determined, who is intent on murder, is perhaps the highest level of threat that we face, and we must have an option to deal with it." ▼

To reduce the costs associated with having a large guard force on the company payroll, many firms have replaced at least some of the guards with CCTVs, and use their full- or part-time security personnel primarily to watch the monitors and respond to displayed incidents and breaches of security.

Cost, Storage, Other Problems

Until about five years ago, most CCTV systems consisted of cameras attached to a multiplexer (a device that transfers images from multiple cameras into a single video feed). The camera images were fed into a monitor (or to several monitors or a time-lapse VCR) for recording onto tapes. To ensure reliability, the tapes had to be changed on a regular basis and/or replaced when worn; security professionals also recommended that the VCRs themselves be replaced every two years. Facilities that needed to archive their security tapes were often faced, therefore, with some serious storage problems.

These older analog systems have largely been replaced by digital CCTV systems. "Digital CCTV surveillance uses current personal computer [PC] technology to digitize the CCTV camera images and compress them into a PC-friendly format. These digital images can then be stored on a PC's hard disk drive," said Joss Cohen, a United Kingdom digital surveillance expert and webmaster of ezCCTV.com. "As the digital CCTV images are stored on a computer's hard drive it is possible to save digital CCTV footage and access it speedily and easily," he continued.

Digital CCTV also has a major advantage over analog CCTV systems, Cohen pointed out, "because the [digital] images are of a far higher resolution." In digital CCTV, images are recorded on a digital video recorder (DVR) capable of saving the images to a PC – without the loss of resolution that usually occurs with the copying of VCR tapes.

High-risk/high-consequence maritime

facilities such as refineries, chemical plants, and passenger ferry docks are subject to new maritime security regulations that require security measures that must be upgraded and enhanced when port-security—also called MARSEC, or maritime-security—levels increase. These facilities, many of which are characterized by large perimeters and/or multiple points of entry, require systems, therefore, that are not only cost-effective and friendly to business activity, but also effective in preventing security incidents and breaches.

"Both Boring and Mezmerizing"

One problem with the CCTV system is the requirement that, to be useful, the data that the camera records must be assessed by a man (or woman) in the loop; in other words, by the system operators. Before the invention of intelligent video, the making of these assessments was one of the most important duties of the guard force. Unfortunately, a number of reliable studies—including several carried out by the Sandia



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National Laboratory (SNL) in New Mexico-- showed that guard effectiveness at detecting suspicious events while watching multiple monitors declines substantially after 60 minutes; this is true even if the watchers are told to expect the suspicious events.

"These studies demonstrated," said the SNL's Mary W. Green (in *Appropriate and Effective Use of Security Technologies in U.S. Schools*, a 1999 National Institute of Justice report), "that such a task, even when assigned to a person who is dedicated and well-intentioned, will not support an effective security system. After only 20 minutes of watching and evaluating monitor screens, the attention of most individuals ... degenerated to well below acceptable levels. Monitoring video screens is both boring and mesmerizing. There is no intellectually engaging stimuli, such as when watching a television program."

Intelligent video provides one practical solution for the problem of the need for constant human attention. Video content analysis, or intelligent video, uses a spectrum of software-based technologies to monitor video and to sound (or flash) an alert when suspicious activity has been detected. Intelligent video is often deployed in sites in which there is a need not only for perimeter surveillance itself but also for asset surveillance and/or restricted-area surveillance within the perimeter.

In operation, the intelligent-video system compares the pixel activity on each frame of each camera monitored by the system, and uses detection-software algorithms to determine if an object that has been detected falls within the parameters postulated for "a suspicious object or event." Alert boxes and information about the object or event detected--for example, the type of object and its speed, size, and location--overlay the image of the object as it appears on a console or monitor.

Don Campbell of VistaScape Security Systems, a provider of intelligent security systems, explains (in *Designing for*

Automated Wide-Area Surveillance: Principles of Intelligent Video Design for Critical Infrastructure Protection) that, with standard CCTV, security guards need high-resolution pan-tilt-zoom cameras to have a reasonably high likelihood of recognizing a suspicious object or activity. For maximum effectiveness, the CCTV cameras are positioned to have a close view of areas where suspicious activity seems most likely to occur. In intelligent video design, though, the most important factor in camera placement is the ability to cover a maximum area with a single camera.

A False-Alarm-Filter Bonus

VistaScape already has customers for the company's surveillance systems in six of the 10 busiest ports throughout the United States. One of the company's systems-- installed at the Port of Long Beach (Calif.), the nation's second busiest port - incorporates several other major sensor modes and technologies such as radar, global positioning system (GPS), radio frequency identification (RFID), chemical, and biological sensors. "If a fence sensor is tripped," said Wade Coleman of VistaScape, "the software will slew the nearest pan-tilt-zoom camera to that area and give the user control so that ... [he or she] can see if it [the object detected] is an intruder or just an animal."

The same system can be tuned to filter out false alarms, according to company officials, from environmental causes such as the wake of a boat or the movement of ice on water. The system's software has threat levels built into it that can be geared to the MARSEC level, a capability that allows the facility to instantly escalate the security measures throughout the entire area under surveillance.

It seems clear that maritime-security professionals who are considering converting to systems using intelligent video should at least factor in the return on investment (ROI) of the new system. An excellent study on this subject is an article--*ROI Inside*, in the September 2005

issue of CSO Magazine--by Scott Berinato. In 2000, when digital video surveillance equipment was new on the market, as Berinato notes, Intel Corporation's security manager, Allen Rude, began a painstaking ROI study to justify the cost of replacing Intel's CCTV system with a digital system.

Rude eventually decided on and eventually got his digital system. Berinato provides some of the calculations behind Rude's ROI decision, and in his article implicitly points out that the chief security officers (CSOs) of major corporations face the same arguments and hurdles that the CSOs of smaller companies--and port facility security officers (FSOs)--also face.

Asked to speculate about the future of video content analysis, Wade Coleman said that, "In a sense, we are successfully making cameras into sensors. Yet even with intelligence at the camera level, there must be a situational awareness component at the enterprise level to manage all the alarms and data these sensors will generate."

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States of Preparedness

By Adam McLaughlin, State Homeland News



New Jersey Task Force Supported Recovery In Shattered New Orleans

Within days after Hurricane Katrina devastated much of New Orleans, an EMAC (Emergency Management Assistance Compact) request was dispatched to the State of New Jersey asking for assistance. Naturally, New Jersey responded in splendid fashion to the request of their countrymen, as did so many other states over the past six weeks.

On 9 September, a New Jersey task force consisting of 153 emergency responders arrived in New Orleans, completing a 36-hour/75-vehicle trip from Hamilton, N.J. Among the vehicles in the convoy were 55 police cruisers, a State Police Command Bus, several logistical support trucks, and a number of ambulances. Most members of the task force, aptly named the Louisiana Emergency Assistance Deployment (LEAD), were uniformed officers of the New Jersey State Police, augmented by representatives of several county and local law-enforcement agencies. Rounding out the task force were a selected group of other responders who specialized in communications, emergency medicine, hazardous materials, and emergency management, and members of New Jersey's Task Force One, Urban Search & Rescue.

In New Orleans, LEAD was assigned to duty in Police District Two, a ten-mile wedge of the Crescent City that has a normal population of over 100,000. The district is home to Tulane University and the famed Audubon Zoo, but also encompasses some of the city's highest crime areas. The primary LEAD mission was to patrol

the neighborhoods in the area, checking on the welfare of those who survived, and recovering the bodies of those who did not. When residents did not respond to knocks on the door, the members of the

"We are here to help in any way we can,"

Urban Search & Rescue teams spearheaded searches of the houses for bodies. If the teams discovered bodies in the houses, they noted the location--using global positioning system coordinates as well as

the street number--and notified a private contractor to remove the corpses. The task force worked in six teams consisting of 14 responders each: Two teams worked the morning shift, two were on afternoon shifts, one team worked overnight, and one team would be on a brief one-day rest period, parceled out on a rotating basis.

"We are here to help in any way we can," said New Jersey State Police Maj. John Hunt. The state's relief effort, he said, provided "great experience for our folks, and at some point we may have to call upon these experiences back home if we have a disaster of this magnitude."

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South Dakota Dusts Off Disaster Plans After Seeing Katrina Ravage The Gulf Coast

Although far removed from the threats posed by hurricanes, public-safety professionals and elected officials from numerous state and county agencies have been taking a new and much closer look at South Dakota's own disaster-response plans, with special focus on such key issues as a plan to evacuate Sioux Falls and the need to improve the state radio system.

Emergency officials in South Dakota said the problems in Louisiana during and in the aftermath of Hurricane Katrina illustrate the need for the availability of flexible emergency managers who not only can step in for others when needed but also keep other government officials abreast of current developments.

Minnehaha County emergency management professionals have developed a number of scenarios involving evacuation from the Sioux Falls area. However, an approved plan to evacuate all of the city's more than 150,000 residents is still unresolved. "We haven't really worked with the full evacuation of the city," said Michael Milstead, sheriff of Minnehaha County—and then asked "Where would we evacuate ... [them] to?"

Governor Michael Rounds and state public-safety officials carefully observed the struggle of the emergency-response agencies in Louisiana and Mississippi to rebound from the hurricane to help the hundreds of thousands of people affected by the disaster. "We think the people down there [along the Gulf Coast] had a hard time finding the right train of people to put into the slots they needed to fill," Rounds said. "That brings home the need for emergency managers at all levels to be cross-trained to do more than one job," he commented, "and for the need to have redundant communications and transportation available."

To prevent future communications problems of its own, South Dakota is working to improve a radio system that officials say now works "about 90 percent of the time for about 90 percent of the state." Recognizing the difficulty of building a perfect system, Rounds set an achievable but very high standard for a better system—namely, one that "works 99 percent of the time in 95 percent of the state.

"We also think," he said, "that if we are impacted by a disaster we cannot expect the National Guard to respond within an eight-hour time period. By the time the National Guard gets their rosters put together, finds their members, and reports for duty, you are talking closer to 24, maybe 36 hours. The lessons we took away from watching what happened with response to New Orleans confirms what we had suspected."

New Hampshire Adds Anthrax Screening Capability in Mail Processing Centers

In the future, all letters that are processed through New Hampshire's two mail centers will be screened for anthrax contamination, thanks to a new anthrax-alerting system recently installed. The Manchester mail-processing and distribution center was equipped over the summer with a new Biohazard Detection System (BDS), and the center in Portsmouth received the screening equipment in late September, according to a spokesperson for the U.S. Postal Service (U.S.P.S.).

"It was October 11, 2001--exactly 30 days after 9/11--that the first letters showed up with anthrax," recalled James H. Adams, the U.S.P.S. district manager for New Hampshire and Vermont. Since then, all mail-

processing plants in the country have been receiving the new BDS equipment, which is used primarily to check mail that arrives at the centers from mail-collection boxes. "Once the system was developed, it was immediately ... [installed] in Washington, D.C., and New York," Adams said. Similar systems have been installed at the other U.S.P.S. mail-processing centers around the country "as quickly as possible," he remarked.

*October 11, 2001
exactly 30 days
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showed up with
anthrax*

The new Biohazard Detection System, which was designed specifically for the postal service, collects air samples from mail-canceling equipment on a continuing basis, and uses sophisticated DNA matching to test for the presence of anthrax in the mail. Once the system is in operation at any given center, a DNA match would be picked up by the BDS computer network and conveyed to the site-controller computer, causing an alarm to be sounded that would alert local personnel if a positive result has been found. ▼

Cover Photo: American Red Cross volunteers, U.S. Army National Guard personnel from Mobile, Ala., and displaced citizens work together to unload a UH-60 Blackhawk helicopter during the Gulf Coast relief operations following Hurricane Katrina. (DOD photo by Tech. Sgt. Jerry Morrison, USAF.)

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