



A Focus on Preparedness At Home and Overseas

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“Emergency services want a common area of understanding of command and control.”

Sir Ken Knight

Audio Interview

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EDITOR'S NOTES

By James D. Hessman, Editor in Chief



Resiliency. The need for repeated training, at all levels of management and operations. The help available through federal grants. Interoperability. Cooperation. Consistent and reliable communications. U.S. and allied technological capabilities. Federal grants in the HLS field. The growth of professionalism throughout all specialized disciplines in the homeland-security and domestic-preparedness fields.

The synergistic benefits made possible through teamwork, innovation, the willingness to work together, and an integrated unity of purpose between and among state, federal, and local governments – and between the United States and its allies as well.

All of these topics and themes – and many others – have been discussed in previous issues of *DPJ* and are revisited again in this special printable issue of the magazine, which includes not only eleven articles by writers who are *working professionals* in their various fields of expertise, but also four interviews with senior-level managers and decision makers.

One of those decision makers is Sir Ken Knight, a highly decorated U.K. public servant (see the “About the Cover” information below) who shares his personal and professional insights with an American audience about the London terrorist attacks and how they helped shape his own views about the need for a much greater and more unified international approach to countering the dangers posed by international terrorism.

A new and highly distinguished *DPJ* author, Kay C. Goss, contributes not one but two illuminating articles on: (a) the development of emergency management as a virtually new profession of significant and growing national importance; and (b) the unique EM “interoperability” partnership formed between the University of Virginia, the City of Charlottesville, and Albemarle County.

The same type of cooperation is evidenced in the report by Joseph A. Watson on the community-oriented policing programs developed by the City of Alexandria, Virginia, which in addition to its local duties and responsibilities also plays a major role in the protection of the nation’s capital.


Interoperability – not only of agencies and political jurisdictions, but also of communications systems – is the focus of Allen Conklin’s report on Washington State’s innovative outreach and training program. It could well serve as a working model for similar systems throughout the country.

In addition to the preceding:

Kirk Paradise weighs in with an insider’s view of how Huntsville, Alabama, handled the challenge of devising ways to use hospitals as fallout shelters during radiation/nuclear emergencies (and, by implication, other manmade or even natural disasters).

Kirby McCrary provides helpful information on how to manage one of the often-neglected but exceptionally important “household” tasks, debris removal, left in the wake of various events and incidents of local, state, regional, and even national importance.

Finally, the always reliable *Adam McLaughlin* provides a roundup of his monthly “State of Preparedness” reports on how various states, counties, and regions of the country are not only improving their own levels of preparedness but also developing solutions that can be copied by other jurisdictions.

The question often is asked: Is the United States “safer” now than it was prior to the 9/11 attacks? The answer is necessarily ambiguous: “Yes, but ...” The articles in this issue testify that considerable improvement has in fact been made. But common sense and official reports provide equal evidence that there is still a long, long way to go. 

About the Cover: Sir Ken Knight, the commissioner of the London Fire Brigade -- and in that post was responsible for the consequence-management phases of the 2005 terrorist attacks in London -- shares his insider's insights on how the United States, the United Kingdom, France, and other Free World nations can and should work together in the global war on terrorism. Of special interest is the fact that Sir Ken, who is now “twice the Knight” in his own country, was recently named recipient of the highest U.S. honor in the emergency-management field as well.

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A Model to Follow

Washington State's Radiological Outreach and Training Program

By Allen Conklin, Fire/HazMat



The terrorist attacks of 11 September 2001 forever changed everyone's view of readiness, especially in the field of radiation. The possibility of a terrorist cell using radioactive

or nuclear material as a weapon has raised the consciousness of the Washington State Department of Health, the leaders of which wanted to know not only *what* the department's response should be to an incident involving a nuclear or radioactive weapon but also how *successful* that response would be. Largely for that reason, the department's Office of Radiation Protection started several years ago to assess the ability of the state's first responders to successfully respond – a task made more urgent by the fact that credible terrorism threats already had been identified in Washington State.

Several problems encountered during the state's "TOPOFF II" homeland-security exercise – which was carried out in May 2003, and involved a simulated dirty-bomb attack in Seattle – further emphasized the potential response problem when a fear and lack of understanding of radiation resulted in 120 volunteer trauma victims "dying" before they could reach the hospital. (The word "TOPOFF," as used here, stands for the participation in the exercise of Top – i.e., senior – Officials.)

The department started an informal and part-time outreach program almost immediately, and found responders and response agencies throughout the state enthusiastically accepting the offers of training designed to cope with incidents involving nuclear or radiological weapons or devices. Interest has grown since then to the point where, in September 2006, the part-time outreach program evolved into a full-time program, carried out by the Office of Radiation Protection's Radiological Emergency Preparedness Section. Two full-time senior health physicists have been assigned to the

program to identify and coordinate outreach opportunities and provide the training needed – with considerable assistance provided, though, from other health physicists in the Office of Radiation Protection.

Since May 2003, the program has trained approximately 4,500 responders – including fire and rescue personnel, members of hazardous-materials spill-response teams,

All responders must be able and willing to work with members of other agencies to overcome the potential constraints that might develop from the lack of a common language

representatives of various law-enforcement and public-health agencies throughout the state, emergency medical staff, emergency planners, locally based federal responders, and members of National Guard CSTs (Civil Support Teams) from 12 states in the Northwest section of the country.

Substance, Consistency, And Continuity

The enthusiasm expressed by the recipients of the training is attributed to several factors, including the following:

- Keeping the technical level at a point where what the material responders really

need to know is fully covered, in an understandable way.

- Taking the training to the responders if and when necessary. Many responder agencies cannot afford to give their staff the time needed to go away for training and, for that reason, appreciate having to spare only a shift at a time and/or having to participate for only one day instead of several.
- Inviting other professional trainers to supplement the program by providing their own expertise on various topics; the “guest” instructors have included staff from the Radiological Emergency Assistance Center/ Training Site in Oak Ridge, Tennessee, and experts in responder operations from the Nevada Test Site.
- Stressing interoperability, usually by requiring various responder groups to work closely with one another, both as intact teams and as individuals. (Because responder protocols and theoretically “standard” operating procedures are often

different from one agency to another, and/or from one professional discipline to another, all responders must be able and willing to work with members of other agencies to overcome the potential constraints that might develop from the lack of a common language.)

- Using real radioactive materials – including sealed sources and Technetium 99 metastable (which has a six-hour half life) – to represent simulated dirty bombs (but real radiation) and real contamination, while carefully keeping all radiation doses as low as possible without sacrificing realism.
- Consistently adhering to the principle – spelled out in the responder’s instructions – that “what you see with your instruments is what you get.” There are no simulations, in other words.

Evaluations from a broad spectrum of trainees show an overwhelming appreciation of the program, with 98 percent of those participating saying that, because of the

training, they are now better prepared to deal with a crisis than they had been previously. Partly because of that enthusiastic response, efforts are now underway to add more staff to respond to increasing requests for the various training programs the department offers.

For additional information about the Washington State training program discussed in this article, contact either Mark Henry, Outreach Program manager, at Mark.Henry@doh.wa.gov, or Allen Conklin, lead trainer, at Al.Conklin@doh.wa.gov.

Allen Conklin, a senior health physicist with the Radiological Emergency Preparedness Section of the Washington State Office of Radiation Protection, has 31 years experience in a variety of radiation issues, including environmental and emergency-response matters. Since the terrorist attacks of 11 September 2001 he has played a lead role in training Washington State’s first responders to cope with incidents involving radiological and nuclear weapons and devices. He assumed his current post on a full-time basis in October 2006, and now travels extensively to help responder agencies throughout the state prepare to cope with nuclear/radiological incidents.



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Building a Strong Emergency-Management Profession

By Kay C. Goss, Emergency Management



It is an exciting time to be an emergency manager, with opportunities to support the profession in moving to the next level.

In that regard, Dr. Cortez Lawrence, the superintendent of the Emergency Management Institute (EMI – a branch of the Federal Emergency Management Agency, or FEMA) asked Dr. Wayne Blanchard, the director of FEMA’s Higher Education Program, to convene a group of eight or so professional emergency managers from state and local jurisdictions, as well as from the private sector and institutions of higher education, to discuss the principles of emergency management (EM) in general – and, during that discussion, to develop: (1) a workable definition of emergency management; and (2) comprehensive, credible, but also forward-looking “vision” and “mission” statements that the EM community and the U.S. public would understand and support.

The process is an ongoing one, and the latest session has been underway this week

Professionalism in the context of the principles of emergency management pertains not to the personal attributes of the individual but to his or her commitment to emergency management as a profession

– the anniversary of the 11 September 2001 terrorist attacks – at EMI. The conferees agreed, to begin with, that the basic operating principles or characteristics defining and governing Emergency Management as a profession are that it should be comprehensive, progressive, risk-driven, integrated, collaborative, coordinated, and flexible. They also agreed on a brief definition of emergency management per se, and in developing the vision and mission statements.

The definition that the conferees agreed on is that EM is “the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters.”

The vision statement is both concise and easy to understand – namely, that EM “seeks to promote safer, less vulnerable communities with the capacity to cope with hazards and disasters.” The mission statement follows that example, but in somewhat greater detail, by postulating that emergency managers “protect communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.”

***Professionalism:
A Commitment to Excellence***

Experience shows that the best and most highly qualified emergency managers share a common virtue – namely, that they value a science- and knowledge-based approach to their profession that is based on education, training, experience, ethical practice, public stewardship, and continuous improvement. However, professionalism in the context of the principles of emergency management mentioned earlier pertains not to the personal attributes of the individual emergency manager but to his or her commitment to emergency management as

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a profession. And a profession, as opposed to a discipline or a vocation, has certain characteristics, including – to cite the most obvious example – a commitment to a code of ethics. Here it should be noted that, although no single code of ethics has yet been agreed upon for the profession, the Code of Ethics of the International Association of Emergency Managers (IAEM) – which emphasizes respect, commitment, and professionalism – is generally accepted as the standard for emergency managers not only in the United States but throughout the world.

Like their contemporaries in other countries, U.S. emergency managers meet with their peers and colleagues in professional associations; they also aspire to board certification. And, thanks in large part to the associations and to the difficult requirements postulated for board certification, they are not only rapidly developing a specialized body of knowledge about their profession but also learning to rely on and adhere to the “standards and best practices” followed by other EM professionals. Following are a few words about each of those topics:

Professional Associations: Many U.S. emergency managers seeking to advance the profession of emergency management are members of national organizations such as the National Emergency Managers Association and/or the International Association of Emergency Managers (IAEM). They also participate in various other state, local, and professional associations related to and/or active in emergency management.

Board Certification: Emergency managers also seek to earn the CEM (Certified Emergency Manager) designation offered by the IAEM. Such professional certification not only demonstrates the achievement of a minimum level of expertise but also encourages the continued professional development of the individual CEM through periodic recertification.

Specialized Body of Knowledge: The knowledge base for emergency managers consists of three principal elements. The first focuses on the study of historical disasters, particularly as such study relates to the community for which the emergency manager is responsible. The second is that

the emergency manager must have a working familiarity with the social-science literature pertaining to disaster issues. The third is that the emergency manager must be well versed in emergency-management practices, standards, and guidelines.

Standards and Best Practices: The principal standards required for U.S. emergency managers are those set forth in NFPA 1600 and under the Emergency Management Accreditation Program (EMAP) Standard. Those two standards provide the overarching context for the use of other standards and best practices.

Kay C. Goss, CEM, possesses more than 30 years of experience – as a federal and state administrator and in the private sector – in the fields of emergency management, homeland security, and both public finance and intergovernmental operations. A former associate FEMA director in charge of national preparedness training and exercises, she is a noted lecturer as well as the author of several books and numerous articles and reports in the fields of homeland defense and emergency management.

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Preparing Hospitals for Use as Fallout Shelters

By Kirk Paradise, Public Health



Working under a Metropolitan Medical Response System (MMRS) federal grant, Huntsville, Alabama, officials developed a “fallout shelter” option for three local hospitals and two clinics that would enable those facilities to continue operations during what is described as a high-level-radiation environment.

Development of the fallout-shelter option involved three tasks. First, to identify the specific areas in those buildings that would provide the best protection from radiation. Second, to develop a plan to organize the hospital and clinic staffs into “Shelter Management Teams” that would be capable of dealing with the threats unique to fallout radiation. Third, to train key staff personnel to implement the plan.

Although evacuation from the projected path of a fallout cloud is in many if not all situations a viable option for the general public, and/or for a small or medium-sized city, it is not for a hospital. Once the medical and other staff personnel evacuate the hospital, they become just additional refugees in a virtual flood of humanity and can no longer function as members of organized teams. Moreover, very little of the highly specialized equipment of a hospital can be moved – there just is not enough time – and the medical facilities themselves cannot be transported to another location.

Mostly for those reasons, the possibility of operating a hospital not only as a medical facility but also as a fallout shelter itself became an emergency option that at least had to be considered. The reasoning was, basically, that if the potentially protective areas of a hospital and/or clinic are known, and if the medical staff has been organized and trained to function as Shelter Management Teams, the medical facilities and staff not only could endure and survive, but also could continue to carry out their medical operations.

In 2005, a contract was awarded that authorized a survey of the MMRS facilities in

the Huntsville area to determine which areas of certain buildings might offer acceptable protection from radiation. The survey contractor used methods developed by the Federal Emergency Management Agency (FEMA) to quantify the degree of protection needed. The FEMA methods focus on the measurement of a number of factors, which can be broken down into three basic categories: the dimensions of the building being surveyed; the masses and types of the

The possibility of operating a hospital not only as a medical facility but also as a fallout shelter became an option that had to be considered

various construction materials involved; and such miscellaneous factors as the percentage of apertures (windows and doors) included in the measurements as well as the specific building geometry involved.

The Survival Quotient And Other Considerations

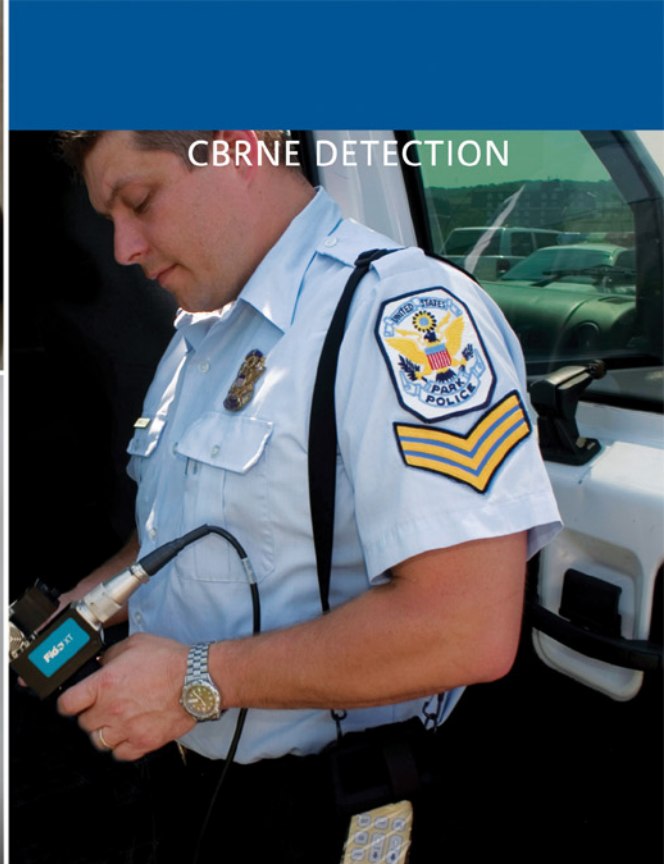
Still following the FEMA guidelines, the measurements taken were inserted into a series of equations to produce a quotient, called a Fallout Protection Factor (FPF, or simply PF) for each area of each of the buildings surveyed. Diagrams were then generated not only for each area of those buildings but also for each floor of each building to develop the PF quotients for those areas and floors. The areas given a PF of 10 or higher rating were approved for use as fallout shelters.

Here is how the system works: A PF of 10 means that 90 percent of entering radiation is attenuated; in other words, the occupants of that area receive only 10 percent of the outside dose rate. PFs of up to 100 (1 percent of the outside rate) were calculated in some parts of the buildings surveyed, and PFs of 20-40 (2.5-5.0 percent) were common. For practical purposes, the very meaningful reductions indicated by those PFs translate into the difference between a lethal vs. a relatively minor accumulated dose of radiation.

In a high-level-radiation incident, areas just a few feet outside the building could see radiation dose rates reach lethal levels in an hour or less. However, persons – i.e., patients and/or medical staff – selectively sheltered in the areas with the highest PFs could receive as little as one hundredth of a fatal dose – not enough, in other words, to suffer even minor physical symptoms of radiation illness.

True survival depends, though, on more than just radiation protection. Purposeful leadership under a Shelter Manager is just as essential. Even highly educated and professional people, when confronted by a lethal and unfamiliar threat, can make irrational and sometimes fatal mistakes. Firm leadership not only gives them direction, it also gives them purpose, so that, when they exit the shelter, they would have not just survived, they would have survived *intact* – i.e., able to fully function and to carry out all of their assigned tasks.

Kirk Paradise serves as the emergency plans coordinator for the Huntsville-Madison County, Alabama, Emergency Management Agency. His primary task is to track all of the plans and procedures the agency is involved with and to ensure they are updated and distributed to the using agencies. He also is the county radiological officer and shelter officer, and assists in training as a radiological monitor instructor. He has worked for the agency since 1979 and has prior experience as a disaster preparedness officer in the U.S. Air Force. His education and training includes a Bachelor's degree from Virginia Polytechnic Institute and a Master of Science degree from University of Alabama Huntsville plus numerous training courses conducted by the Federal Emergency Management Agency.



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Homeland Security and Community-Oriented Policing

By Joseph Watson, Law Enforcement



The experience of one local agency in using funds provided by a federal education-and-information grant to develop a community-oriented program may serve as a helpful template

for other agencies to follow both to qualify for the same type of funding and to serve as a model for team building. The following is a step-by-step account of what happened.

It began when the City of Alexandria, Virginia, qualified for a DOJ (Department of Justice) Community Policing Program grant in 2003 that specified a homeland-security focus. Police Captain D. Peter Crawford, who retired in 2004, was commander of the city's Special Operations Division at the time. Through a competitive assessment process, he developed a small but expert team of highly qualified professionals that was responsible for a broad range of homeland-security tasks as well as community outreach and education programs. This might seem to some to be an unusual mix; however, as the new team members of Community Support Group C soon learned, it worked very well.

The members of Community Support Group C work under the parameters of the grant, which was funded in part by the DOJ's Community-Oriented Policing Services. The eight officers and one sergeant who make up the team are an integral part of the City of Alexandria's Community Support Section and focus their efforts on homeland-security issues at the community level. The previously established Community Support Section already had formed two teams, A and B, that were and are assigned to specific neighborhoods for community-oriented policing functions.

Duties, Responsibilities, And Special Qualifications

Community Support Group C was tasked with several responsibilities specifically related to homeland security and community policing. Each of the tasks assigned to the group was supported and/or accomplished between 2004 and October 2006. The team continues to prosper today – a senior team member, Police Officer-4 Jeffrey Ash, stated on 21 August 2007 that the team remains fully staffed and, despite

some turnover in personnel, has continued its training. Several of the new members recently completed live-agent training as well as suicide/homicide bomber recognition and interdiction training.

The team relies heavily not only on local training, it should be noted, but also on the DOJ's consortium training – which is provided by the Center for Domestic Preparedness, New Mexico Tech, and the Nevada Test Site. The tasks assigned to the team include the following:

- Providing security, working in conjunction with the city's Special Operations Team, for all high-profile federal trials assigned to the Eastern District of Virginia, Federal Courthouse;
- Augmenting the efforts of the Alexandria Police Department's Office of Intelligence and Internal Security;
- Conducting threat assessments;
- Providing security support for visiting and local officials and other VIPs;
- Providing rapid-response capabilities for emergencies, major incidents, and/or designated special events;
- Conducting training and education programs related to terrorism responsiveness, preparedness, and community-protection programs;
- Upgrading CBRNE (chemical, biological, radiological, nuclear, explosives) equipment needs, including the annual fit testing of air-purifying respirators (APRs), which are issued to all sworn officers, and maintaining an inventory of all Personal Protective Equipment (PPE) provided to first responders;
- Handling the backlog of outstanding warrants on both the local and federal levels. (All team members were sworn in as Special Deputy U.S. Marshals and serve on the National Capitol Region's Fugitive Task Force);
- Developing responses to active crime trends that directly relate to homeland security; and

- Handling special surveillance, intelligence-gathering, and other duties associated with local, state, and federal homeland-security needs and programs.

"Specific and Dynamic Skill Sets" Required

Needless to say, there was not a lot of down time for members of Group C. The extensive list of missions assigned translated into a requirement for highly capable officers with very specific and dynamic skill sets. Those specially selected officers, who were "vetted" through a highly competitive process, had to already possess a number of the special skills required and/or be able to acquire those skills within one year of assignment. Some of the officers participated in over five hundred hours of training, in fact, during their first year on the team.

Following are some of the courses provided by and/or qualifications achieved through attendance at the Community-Oriented Policing School: dignitary protection training; HazMat operations (all of the trainees eventually achieved technician-level status in this area); bicycle operations; child safety-seat installation/inspection; advanced defensive tactics; patrol rifle qualification; pistol expert qualification; basic and advanced SWAT school; special events training; basic investigative school; and general instructor-development training.

Community Support Group C, which works in close cooperation with the city's fire department, relied considerably during its formative years on the expertise and guidance provided under Battalion Chief John North, Fire Special Operations commander, and Captain Bryant Atkins, one of the city's HazMat team leaders. The team soon became a deployable and exceptionally reliable unit of the Northern Virginia HazMat Team – which is made up of personnel from the Arlington County, State of Virginia, and City of Alexandria teams. Group C also attends and participates in fire HazMat drills, and the fire HazMat teams from the three previously mentioned jurisdictions attend and participate in the Alexandria Police Department's SWAT training.

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Here it should be noted that, although there were a few early concerns about why law-enforcement agencies were becoming involved in HazMat operations, a mutual understanding of each team's roles and responsibilities quickly developed, resulting in greater mutual respect and significantly improved interagency cooperation.

Also worth noting is the fact that members of the Community Support Group, although fully trained to the technician level and fully capable of assisting in fire operations, do not do so as a general rule. The team does, however, provide force protection for the HazMat responders during active incidents.

The distinct roles played by police department and fire department personnel were practiced by Group C in several simulations and in full-scale exercises, significantly reinforcing the principle that, in today's dynamic threat environment, fire-service personnel have important life-safety and detection-monitoring tasks to perform that may require fully integrated police-service protection. To meet this challenge, the team members had to learn the firefighters' language and protocols for safety, decontamination, research, and other tasks in order to operate both safely and effectively with fire-service personnel in a common environment. Achieving that goal

made the team an excellent working model that received high praise from both firefighters and police officers.

SWAT Packs, PPE Gear, And One Last Question

The Alexandria Police Department was brought to a level-B-capable CBRNE status for all sworn officers – which is quite an accomplishment for a medium-sized department of about 340 sworn officers. All officers are issued – and are required to carry with them – a variety of special clothing and equipment, including military Tyvek® F chemical splash-protection gear, chemical boots, gloves, and Scott AV-2000 APRs; members of the Special Operations team and Community Support Group C also are issued and carry LANX under and outer garments as well as Scott SWAT Packs (making them level-B ready). The purchase, issuance, and fit testing of this equipment and PPE gear are provided by the community support team, as is the training carried out while wearing the clothing and using the gear.

The question remains, though, how all of the tactical requirements and training listed above fits into the community policing scene. A partial answer is that all team members must receive general instructor certification from the Virginia Department of Criminal

Justice Services. Each member also must be qualified to deliver a "citizens' lesson plan" for preparedness. And, in fact, at least thirty or more community groups and civic organizations, and members of several other city departments – such as Transportation and Environmental Services, Dash Bus, and Parks and Recreation – have served as hands-on audiences for the lesson plan.

The same type of community-based preparedness-education program also was delivered to businesses during a seminar hosted by the City Chamber of Commerce. In addition, classes on the same subjects have been carried out each semester at local public high schools, and refresher training is provided annually, prior to the beginning of each school year, for school board administrators and teachers. Finally, similar instruction has been provided for all new hires, including civilians, in the city's Police, Fire/EMS, and Sheriff public-safety departments. The team also supported the other community-support teams with monthly planned operations within specific communities, and was represented at such community events as child-safety-seat open houses and bicycle saturation patrols.

To summarize: Community Support Group C serves as an excellent example of leading-edge proactive counter-terrorism and crime prevention and mitigation operations through the unification of governmental disciplines and local neighborhoods and communities within the same political jurisdiction – and/or neighboring jurisdictions. With new grant funding provided by the U.S. Department of Homeland Security (DHS), the Alexandria model of a Community Support Group can easily be duplicated in other agencies.

The author of the preceding article, Sergeant Joseph A. Watson, who retired in October 2006 following 25 years of service, was the original Team Leader of Group C and in that post was responsible for all aspects of team member selection, training, and operations. "It was an honor to be able to help in the development of this team of dynamic law-enforcement professionals," he told DPI, "and [it is] gratifying to see their continued success." Watson is now president and CEO of Special Operations Solutions LLC, a Virginia-based corporation that provides consulting, training, operations, planning, and exercises for state, local, and federal homeland-security and for the U.S. Department of Defense. He can be reached at specops981@aol.com.



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James Lee Witt, CEO James Lee Witt Associates



Mr. Witt's knowledgeable views on the Federal Emergency Management Agency and its role in the Department of Homeland Security, the National Response Plan, the continuing political and organizational aftermath of Hurricane Katrina, and the mandate for federal/state/local partnerships in times of crisis.

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Partnerships in Interoperability: A Best Practices Model

By Kay C. Goss, Emergency Management



It is axiomatic in the EM (emergency management) community both that regional collaboration is the foundation of emergency management and that interoperability of equipment – one of the keys to a successful collaboration – is 10 percent technology and 90 percent governance. But collaboration cannot be mandated; it has to be created – i.e., built on mutual trust and hard work, the invaluable components of a policy of sharing actionable information among public and private partners.

daily basis as well as during and after catastrophic events.

The overarching philosophy of the partnership is focused on not only regional cooperation but also, and more specifically, seamless communications. Recognizing that disasters do not limit themselves to specific jurisdictions, UVA, Charlottesville, and Albemarle County all are involved in the development of a regional Emergency Operations Plan (EOP – the specifics unique to any of those jurisdictions are separately addressed in the appendices to the plan).

There are numerous examples throughout the United States of diverse geographical and political jurisdictions that have developed successful emergency-management programs by excelling in the adoption and use of best practices in forming regional partnerships in interoperability. Among the most notable of those partnerships is one created by three Virginia jurisdictions – the University of Virginia (UVA), the City of Charlottesville, and Albemarle County – that now work together on a routine

All three jurisdictions operate under a regional governance model for their Emergency Communications and 911 Center. More specifically, the Regional Motorola 800 MHz Public Safety Analog/Digital Trunked Radio System – which provides 100 percent interoperability between the three jurisdictions and their respective police, fire, and emergency medical services (EMS) agencies – also makes console integration possible between the mission-critical radio

system and Sprint Nextel network. In addition, the same system integrates radio over IP (Internet Protocol) through a “catalyst

Cooperation is inherent in daily operations – and imperative for success during and in the aftermath of catastrophic events

solution” that allows use of broadband application access through VPN (Virtual Private Network) back to the mission-critical 800 MHz radio system.



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Sir Ken Knight, Commissioner, London Fire & Emergency Planning Authority



Sir Ken provides his battle-hardened views on the terrorist attacks in London, lessons learned from the U.K.'s French and American partners, and the challenge posed by several simultaneous disasters.

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A Broad Spectrum Of Additional Resources

Among the other systems and/or organizations counted on to facilitate communications between and among the three jurisdictions are the following:

- A regional computer-aided dispatch (CAD) system;
- A regional mobile data computer network;
- A regional emergency management coordinator (shared between the three jurisdictions);
- A regional local emergency planning committee (LEPC);
- A regional WebEOC (used to facilitate a shared situational awareness); and



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- A regional CityWatch (reverse 911-like) telephone notification system.

Other regional activities and resources include but are not limited to: regional training programs and exercises (conducted annually); a regional hazardous-materials response team (which includes members of fire and police agencies and from the UVA environmental health & safety team); a regional drug task force; a regional automatic/mutual-aid response capability; regional command trailers (provided by the city and county as well as UVA); and a regional NIMS (National Incident Management System) training program.

Cooperation is inherent in daily operations – and, of course, imperative for success during and in the aftermath of catastrophic events. Regional cooperation also is mandatory for the planning of large special events such as concerts, VIP/dignitary visits, graduations, and major sports events.

EMMA, Fire Protection, And Help From Students

The three jurisdictions are now also working on a regional Geographic Information System (GIS) pilot project called the Emergency Management Mapping Application (EMMA) for the Commonwealth of Virginia and the National Institute of Justice. When completed, EMMA – which will link directly to the WebEOC – is expected to be able to provide the geospatial information needed to prepare for, respond to, and recover from a major incident or event in the region.

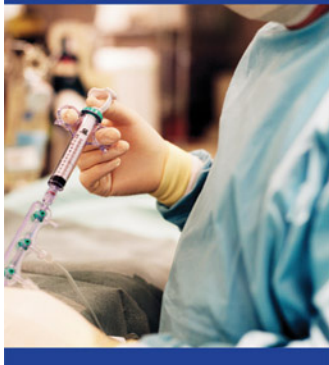
The University of Virginia plays a unique role in that it contracts for fire protection from the City of Charlottesville, further solidifying the partnership between the two jurisdictions. UVA also is one of the few American universities that provides funding for a city building inspector to help in safety enforcement – and has, in addition, its own state-authorized fire marshal, who works directly with the city's fire

and building departments and the city and county fire marshals. Innovative partnerships with student fraternities and sororities are among the other education and safety initiatives that have been vigorously developed and pursued.

Considerable success also has been achieved through a direct partnership between the city's fire department and UVA's Office of Environmental Health and Safety on matters related to fire prevention, student fire-safety education, and campus fire alarms. Any safety problems identified are handled swiftly and effectively.

Kay C. Goss, CEM, possesses more than 30 years of experience – as a federal and state administrator and in the private sector – in the fields of emergency management, homeland security, and both public finance and intergovernmental operations. A former associate FEMA director in charge of national preparedness training and exercises, she is a noted lecturer as well as the author of several books and numerous articles and reports in the fields of homeland defense and emergency management.

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Debris Monitors – Cleaning Up and Clearing Out

By Kirby McCrary, Viewpoint



When a debris-generating event such as a hurricane or flood strikes a city or any other populated area there almost always are not only victims to be cared for but

also widespread, and substantial, damage to residences, businesses, and the public infrastructure as well. Saving human lives is obviously the first priority, but the overall recovery process is not complete until the considerable debris that has been generated is removed, processed, and disposed of. Most of the debris-removal tasks are carried out by private-sector firms specializing in such work, and every step in the process must be fully and properly documented.

Fortunately, funding for most if not quite all debris-removal tasks – an unglamorous but absolutely essential part of the recovery-and-resilience scenario followed in major national incidents – usually is available from the U.S. Department of Homeland Security (DHS). Well-informed local agencies and/or private-sector “Applicants” for debris-removal funding prepare for reimbursement by, among other things, securing the services of both a debris-removal contractor and a debris-monitoring firm; if both were properly solicited and selected using current FEMA (Federal Emergency Management Agency) criteria the overall reimbursement process should evolve in an orderly fashion. But that is not always what happens.

The private-sector contractors throughout the country who respond to a debris-generating event are or should be well aware of the proper methods for performing this type of operation, and most conduct themselves in an appropriate fashion. As Applicants for payment, they also should know that there is substantial information and assistance available at the state and federal levels to ensure they are familiar with and fully understand the rather complex documentation processes involved. Not only the on-site operating personnel but also the management-level officials of the debris-monitoring firms should know what their specific roles are. But what has too long been overlooked, and

at times even ignored, is the specific role of the debris monitor and, of even greater importance, how that role can make or break an Applicant when reconciliation and reimbursement time arrives.

Even when there are millions of dollars at stake, some Applicants find themselves relying on an inexperienced and untrained monitoring workforce with regards to their funding and reimbursement paperwork. Unfortunately, the training that some but by no means all companies claim they provide in this area is frequently little more than an orientation type of overview that includes few if any specific real-world examples of what monitors actually experience and/or how they should respond in various situations. At other times the alleged orientation consists mostly of on-the-job training during which monitors are stationed at the debris site in the field observing and recording the work being done by the debris-removal crews – the members of which can quickly determine the monitor’s inexperience. This difficult but highly avoidable situation can easily lead to numerous undesirable outcomes, including possible fraud, the collection, removal, and disposal of so-called “ineligible” debris, and – of the greatest importance – incomplete and/or incorrect documentation.

The Ticket to Economic Survival

Debris-removal operations – and the payments for that work – are, in fact, driven primarily by documentation, with arguably the most important document being what is called the load ticket. Every item of information required to be listed on a load ticket is there for the sole purpose of substantiating the debris’ eligibility for processing and removal; without such substantiation, payments to contractors and subsequent reimbursement to Applicants cannot be approved. That fact is worth repeating, and emphasizing: Incorrect and/or incomplete load tickets that bring into question the debris’ “eligibility” represent a *major liability* to the Applicant’s future reimbursement and to the success of the overall debris-removal operation.

When the operation is examined in that context, it becomes clearly evident that the debris monitor is frequently “the weakest link” in the chain of individuals and agencies involved in the process. Nonetheless, all contractor and reimbursement invoicing, all reconciliations and audits, and all payments from the federal government (as well as all returns of payments to the federal government) depend on how well the debris monitor: (1) understands his or her duties; and (2) completes the frequently mountainous volume of documentation required. Unsubstantiated and/or erroneous documentation prepared by debris monitors is, in fact, by far the primary reason why federal funds must frequently be returned.

Substantial and relevant training that clearly outlines the duties and responsibilities of a debris monitor – from truck certification to final disposal, and everything in between – is a necessity. However, there is currently no specific requirement based on reimbursement criteria that a debris monitor must be properly trained and/or certified before being assigned to a debris-removal operation. On the other hand, the lack of a written requirement should not deter an Applicant from requiring debris-monitor training in its own advertisements for services. Just as a properly trained debris monitor can be an Applicant’s most important asset, an untrained debris monitor can be the Applicant’s biggest nightmare. The onus, therefore, is on the Applicants themselves, who have too much at stake to accept anything less than well-trained and properly certified monitors to work with the debris-removal teams.

Kirby McCrary is the Director of Debris Services with iParametrics, LLC, headquartered in Alpharetta, Georgia. A registered professional engineer in both North Carolina and Florida, he operates from Winston-Salem, North Carolina. He was heavily involved in debris-management operations in Florida during the 2004-2006 hurricane seasons and, following Hurricane Wilma, oversaw all debris-removal and monitoring activities in Broward and Palm Beach Counties on behalf of the Florida Department of Transportation.

Rocks, Shoals, Obstructions, and the SAFE Port Act

By Joseph DiRenzo III and Christopher Doane, Coast Guard



The SAFE Port Act – officially called the Security and Accountability For Every Port Act, which was enacted by the U.S. Congress in 2006 – addresses a broad spectrum of port-security matters that had not been adequately covered by previous laws, including the Maritime Transportation Act of 2002.

One aspect of special emphasis in the SAFE Port Act is its focus on the recovery process following a terrorist incident. The ability to “recover” – i.e., to restore “normal trade” as rapidly as possible – is of national as well as both local and regional significance. Much has been written about the importance of maritime commerce not only to the U.S. economy but also to the economy of all other nations, thanks primarily to the huge and still rapidly growing volume of international trade goods carried by ships and barges.

What makes the sustainment of normal maritime trade between nations all the

more critical is the “just-in-time” model, and working principle, of modern commerce. Today, most albeit not all businesses no longer maintain large inventories of the materials they need to sustain their daily operations. For one thing, the added transportation and warehousing costs related to maintaining huge stockpiles of most commercial commodities are too expensive. Instead, to keep operating, most companies depend upon getting the materials they need just as close as possible to the time those materials – whether they be new cars or ladies dresses or cans of baked beans – are actually transferred to a customer.

Lockouts and Other Costly Disruptions

The just-in-time model works very well for most companies most of the time. However, any disruption in the supply chain that lasts more than a few days can cause those same businesses to shut down, workers to be laid off, and prices to rise. To appreciate the potential impact, one has only to consider the lockout of dockworkers along the West Coast of the United States in 2002 that

Should a navigable waterway become obstructed by a sunken vessel, a collapsed bridge, or for any other reason, the recovery process will be carried out by a partnership of federal and private-sector forces

closed seaports up and down that coast and cost the U.S. economy an estimated \$2 billion per day.

Clearly, if either a natural event such as an earthquake or a hurricane or a “manmade” event (the polite name for a terrorist attack) disrupts maritime trade, it is essential, for political as well as economic reasons, that the flow of maritime commerce be restored as quickly as possible. The SAFE Port Act establishes the requirements for ensuring that a rapid response is in fact possible. The Act does this in two ways: (1) It requires that a Salvage Response Plan be included in the Area Maritime Transportation Security Plans required by the Maritime Transportation Security Act; and (2) it requires that protocols be developed and in place for the resumption of trade in the event that a transportation disruption does in fact occur.

Several federal agencies have been assigned major roles in ensuring that U.S. ports and navigable waterways are kept as fully operational as possible throughout the year. The U.S. Coast Guard has an overarching responsibility for safe navigation and port



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Rear Admiral David P. Pekoske, USCG
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Rear Admiral Brian M. Salerno, USCG
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operations. The U.S. Army Corps of Engineers has primary responsibility for maintaining the navigability of U.S. waterways. And the U.S. Navy, through its supervisor of salvage and diving, possesses much of the capability and expertise needed for conducting marine-salvage operations. However, the nation's greatest marine-salvage capability and expertise resides in the private sector and is represented principally by the American Salvage Association.

Close Cooperation Equals Clear Channels

Should a navigable waterway become obstructed by a sunken vessel, a collapsed bridge, or for any other reason, the recovery process will be carried out by a partnership of federal and private-sector forces, working in close cooperation with various state and local agencies, in a unified effort to attack the problem. However, to ensure that these entities are in fact able to join forces both rapidly and effectively requires not only joint planning but also joint training. For that reason, the Salvage Response Plans required by the SAFE Port Act are required to establish the specifics of how salvage operations will be incorporated into the local incident command system – not only for a situation in which the salvage operation is the only task but also for situations in which the salvage operation is just one component of a much more complex response.

Clearing an obstructed channel, however, is only the first step in restoring maritime commerce. While salvage operations are ongoing, a queue of cargo ships that cannot be rerouted to another port and are waiting in line to transit the obstructed channel is building up rapidly. Once the channel is opened – usually with some initial added complications, such as limiting passage to only one vessel at a time – decisions must be made regarding the order of priority in which ships will be allowed to transit. In this area, the SAFE Port Act looks to the U.S. Coast Guard, working hand in glove with U.S. Customs and Border Protection, to coordinate the complex decision-making process required with the myriad of stakeholders involved.

No matter what the cause, restoring the flow of maritime commerce following a disruption, whether manmade or the result of a natural disaster, is an essential prerequisite for the maintaining of the vibrant U.S. economy. The SAFE Port Act identifies the agencies responsible for specific steps in a very complicated process, and establishes the legal mandate needed to create and maintain a rapid-response capability. To complete the process and ensure success, those same agencies must carry out the necessary planning and training

at the national, regional, and local levels of government and with the private sector.

Dr. Joseph DiRenzo III (pictured) and Christopher Doane are retired Coast Guard officers and visiting Senior Fellows at the Joint Forces Staff College and have written extensively on port and maritime security issues. Both are also mentors at Northcentral University in Prescott, Arizona. The views expressed here are those of the authors and are not to be construed as official policy and/or as reflecting the views of the Commandant or of the U.S. Coast Guard.

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Wisconsin, Pennsylvania, New Jersey, and Washington D.C.

By Adam McLaughlin, State Homeland News



Wisconsin CERT Training Proves Value In Aftermath of Flooding

For the past few years, La Crosse County has been hosting emergency training sessions for area residents. The record rainfall and ensuing flooding that occurred in late August gave some of the trainees a chance to put their knowledge into action. At least six people who had gone through the county's Community Emergency Response Team (CERT) training program volunteered their time to help emergency management officials with the aftermath of the flooding in southern La Crosse County and northern Vernon County.

The CERT training consists of a combination of 21 hours of classroom and hands-on work in a wide variety of situations related to dealing with the aftermath of a major disaster. CERT trainees learn, for example, about such topics as fire safety, basic first aid, search and rescue, disaster psychology, the creation of emergency kits, and incident command structures.

Almost 100 people already have gone through the county's CERT training program over the past several years, and a number of them signed up through the Onalaska Fire Department to be included on a registry of volunteers. Some CERT graduates also volunteered for non-emergency roles, such as helping with crowd control at the annual Salute to the Fourth fireworks program.

But with all that needed to be done to deal with the flooding, La Crosse County turned to the CERT volunteers during the last weekend in August to help in their first "real-life" disaster. Janet Abnet, a CERT graduate who coordinates emergency volunteers for the Onalaska Fire Department, said that she and the others were happy to "get the call" and to put their hard-earned CERT skills to work.

The CERT crew helped out by delivering water, food, and cleaning materials, assessing damage, and gathering much of the information needed by emergency response agencies. At times, Abnet said, the CERT volunteers had to wade through knee-deep mud to get to their destinations.

The CERT members also helped deliver notices to people in the vicinity of a train derailment to let them know they should stay indoors – or, better yet, get out of the area – while officials worked to right a tanker car containing chemicals. "I was pretty proud of everyone, and the CERT training really proved itself," Abnet said. "I was just amazed at how well everyone conducted themselves."

Pennsylvania County to Use "Smart Cards" to Identify Emergency Responders

Armstrong County Emergency Management Coordinator Randall J. Brozenick said that his office is ready to deal with an expected flood of applications for standardized statewide identification cards ready for issue not only to policemen, firefighters, and other emergency responders but also to local amateur radio operators.

Brozenick said the new cards would identify about 1,000 emergency personnel and volunteers throughout the county, allowing them access to emergency sites. The photo ID cards comply with Presidential Homeland-Security Directive 12 for the Department of Homeland Security's Counter Terrorism Task Force. Brozenick said the cards issued in the county would be valid anywhere in what has been designated as Southwestern Pennsylvania Region 13, a 13-county area that includes the City of Pittsburgh.

"They [the standardized ID cards] are called 'Smart Cards' because they are bar-coded and can be verified by computer data bases," Brozenick said. "They will be used to properly identify people authorized to respond to virtually any type of emergency," he said. "We have been working on something like this for about two years."

"The cards come with an orange lanyard for wearing them suspended from the neck. The thing about these cards is that they will identify the bearer as a member of what is officially known as the Southwest Pennsylvania Region Counter Terrorism Task Force, or Region 13. The cards issued by Armstrong County will have 'R13' in the upper right corner and the bearer's photo on the upper left."

Brozenick said that a color-coded bar positioned just below the photo will designate the agency the bearer represents. An orange bar will identify firefighters; a blue bar will identify law-enforcement personnel; hazardous materials specialists will be identified by a purple bar, EMS (emergency medical services) and other medical personnel by a tan bar, and emergency management personnel by a green bar.

Although the principal focus of Region 13 is on terrorism awareness, Brozenick said, responders may be called on in any type of emergency including but not limited to flooding, hurricanes and tornadoes, blizzards, or even ice jams on the river that might cause flooding. "We have to be ready for any type of civil emergency," Brozenick said, "but the bulk of our preparations are for terrorist-related incidents. We think of terrorism as something carried out in large metropolitan areas, but that may not always be the case."

Over the next several months, Brozenick said, his office will arrange for authorized personnel from various state and local agencies to be photographed and to be issued their cards. "This will be a big job," he said, "but we expect to have it completed by November or thereabouts. We have needed a uniform and easily recognizable ID system for a long time, and now we are going to have one that meets all federal and state requirements."

New Jersey Airport Uses Undercarriage Cameras To Detect Hidden Explosives

The Atlantic City International Airport has become the first airport in New Jersey to use a state-of-the-art undercarriage vehicle-screening system that captures video images of cars, trucks, and buses as they enter the airport property.

The purpose of the new system, which became operational on Tuesday, September 11, is to check for explosives and/or other contraband that could be concealed under a vehicle. A number of officers from the Egg Harbor Township Police Department – which

shares law-enforcement duties at the airport with the State Police – have been trained in how to use the equipment.

The Egg Harbor Police Department purchased the undercarriage screening equipment with \$22,500 in grant funding from the New Jersey Office of Homeland Security. The grant was administered through the Atlantic County Office of Emergency Management. “It is critical that our law-enforcement officers have the tools they need to maintain the highest security practices,” said Bart R. Mueller, executive director of the South Jersey Transportation Authority, which owns and operates the airport. “This grant is a perfect example of government agencies at every level coming together to deliver emerging security technology where and when it is needed most.”

The undercarriage vehicle-inspection equipment consists basically of a four-inch ramp equipped with a series of cameras and lights that work in combination to transmit an image of the undercarriage of the vehicle to a security screen located in a mobile vehicle parked nearby.

“This equipment gives law-enforcement officers another tool to use in the fight against terrorism and helps us to ensure a safe flying environment for the traveling public,” said New Jersey Commissioner of Transportation Kris Kolluri, who also serves as chairman of the South Jersey Transportation Authority.

“Our Under Vehicle Inspection Systems play an important part in securing sensitive assets around the globe,” added Paul Feldman, president of Law Enforcement Associates (AMEX: AID), the company that produces the new equipment. “We are excited about the prospect of expanding the use of this technology into the domestic commercial-aviation sector.”

Washington D.C. Area Disaster Planning Receives High-Level Support

Working under some helpful political pressure from the federal government, the District of Columbia and its suburbs are in the process of developing the most extensive evacuation plans the D.C. area has seen since the end of the Cold War – mapping escape routes, stockpiling bedding for shelters, and designating pickup points for people who do not own cars or have other transportation available to them.

The area’s preparations for major disasters were deemed “not sufficient” last year in a nationwide study carried out by the U.S. Department of Homeland Security (DHS). DHS identified problems in, among other areas of operation, coordination of the response and evacuation efforts, medical care, and the release of information to the public during a terrorist attack or other emergency.

Since then, the nation’s capital and its surrounding suburbs have engaged in what one official described as “a frenzy of planning.” D.C. and its suburbs are now spending an estimated \$1.4 million in federal grant money

This is a perfect example of government agencies at every level coming together to deliver emerging security technology where and when it is needed most

to create a comprehensive, effective, and reasonably feasible regional evacuation plan, which is due out this fall. Several Northern Virginia jurisdictions recently drew up a detailed blueprint of that section of the plan covering the Virginia jurisdictions affected. In addition, D.C. area governments have spent about \$3 million in the past year on blankets, cots, and prepared meals.

Officials throughout the region also have been talking to their counterparts from West Virginia, Pennsylvania, and other nearby states about how those states could help shelter D.C.-area residents during a major homeland-security crisis. Congress is expected to give the region millions of dollars during the next several months to help in that planning. “Not since the Cold War era ... have you seen this level of aggressive focus” on catastrophic planning for the D.C. area, said George Foresman (who recently resigned as DHS’s undersecretary for preparedness).

Many local officials have expressed concern that the already strained D.C.-area highways and Metro subway system could be overwhelmed by a significant exodus. Moreover, with 13 state and local governments in the region – as well as a host of federal agencies – there are numerous questions about which official, or what agency, should decide what to tell panicky residents. “There is no one really in charge,” said David Snyder, a Falls Church City Council member who serves on the region’s Emergency Preparedness Council. “To some extent, those evacuation plans [the ones now in place or in the planning stages] are better than they have ever been. What is lacking is an overall decisional framework.”

“Is it probable we will ever totally evacuate the National Capital Region?” asked Christopher Geldart, the Homeland Security representative for the D.C. region. “No,” he continued, “but should we plan for that event, in case it happens? Absolutely.” He said he has made catastrophic planning a high personal priority.

The regional evacuation blueprint scheduled for completion in November will not be a full-blown action plan, officials emphasized. However, it *will* provide an overview of the various plans developed by local jurisdictions, they said, and also will review current and potential mutual-aid agreements between and among various jurisdictions.

The plan also will provide a database with detailed information on evacuation routes and transfer points where pedestrians can take buses out of the area, said Kathleen McDonald, who is coordinating the regional project. Such pickup sites could include Metro parking lots, she said.

The plan also will provide an inventory of shelters in the region that could be used to accommodate large numbers of people during a local evacuation. The American Red Cross has been inspecting the shelters and has pre-positioned 48 trailers, along with stockpiles of cots and blankets – purchased with Homeland Security funds – throughout the D.C. area.

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