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Monthly Edition

US $100 Annual | Volume IV, Issue 9 | September 2008

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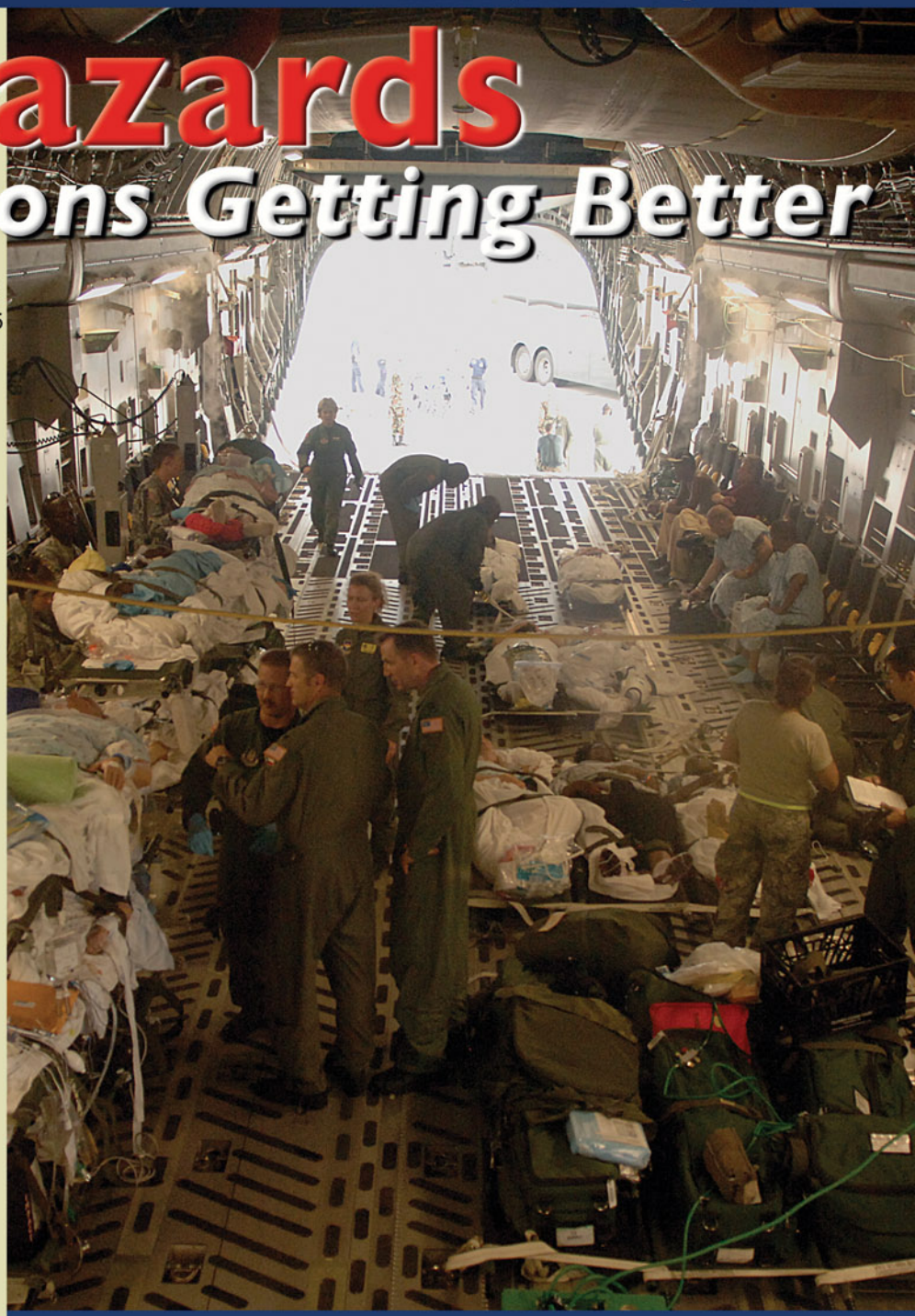

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Articles are written by professional practitioners in homeland security, domestic preparedness, and related fields. Manuscripts are original work, previously unpublished and not simultaneously submitted to another publisher. Text is the opinion of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

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Publisher's Message

By Martin (Marty) Masiuk, Publisher

The varied spectrum of articles in this month's printable issue of *DomPrep Journal* – penned by eleven different writers – include three Special Reports, an insightful analysis of the so-called "Amerithrax" case, the first of an open-ended series of articles planned for the magazine's new Infrastructure Channel, and a recent Heritage Foundation commentary on the need for a greater focus, in this year's elections, on the continuing threat posed by international terrorism.

Two of the Special Reports – one comments on an AUSA (Association of the U.S. Army) report by David Kay on "the New China"; the other is an enthusiastic review of a new "Zero Hour" video game designed to help healthcare personnel and other responders cope with mass-casualty incidents (MCIs) – are by Editor in Chief James D. Hessman. The third Special Report, by Kate Rosenblatt, reports on the innovative software systems recently developed to help emergency managers deal with MCIs and other disasters.

The Amerithrax analysis, by Dr. Michael Allswede, presents the pros and cons of the controversial case against Dr. Bruce Ivins, who committed suicide just prior to his probable arrest for, allegedly, sending anthrax-laden letters through the U.S. mail system shortly after the 11 September 2001 terrorist attacks. The kickoff Infrastructure article, by Dr. Neil C. Livingstone, points out the alarming vulnerabilities – to both terrorism and natural disasters – of U.S. football stadiums, basketball arenas, and other sports/entertainment venues. The Heritage commentary, by Jena Baker McNeill, is a grim reminder that, despite the understandable focus of the American people on the nation's current economic problems, another successful terrorist attack would not only be much more damaging to the nation, both economically and politically, but also could cost thousands, perhaps tens of thousands, of innocent lives.

Also included in this month's rich smorgasbord are articles by:

- Kay C. Goss, on the Department of Homeland Security's new, and much needed, all-hazards/all-phases *Comprehensive Preparedness Guide* - of course, *DPJ* takes an all-hazards approach in *all* of its articles;
- Gary Simpson, who discusses the problems experienced by police departments (and other first-responder agencies) caused by the rapid and unforeseen escalation in fuel costs over the past year;
- Diana Hopkins, who recommends inclusion of non-U.S. experts, even in U.S.-led projects, in the setting of standards in the field of weapons and technology;
- Richard Weinblatt, who provides a short but essential list of "must-do" guidelines for first responders to follow in preparing their own families – well ahead of time, obviously – to cope with catastrophic events when the responders themselves are not available (because they are on the job, helping others); and
- Joseph Cahill, who comments on the numerous difficulties – including political and public indifference – experienced by the nation's homeless population in times of disaster.

Rounding out the issue are: (a) a second article by Diana Hopkins, who reviews the after-action commentaries submitted by participants in this summer's AHC (All-Hazards Consortium) conference in Towson, Md.; and (b) four "States-of-Preparedness" reports, by Adam McLaughlin, on recent training and technological advances achieved by the first-responder communities of California, Illinois, New York, and Washington, D.C.

About the Cover: Airmen of the U.S. Air Force's 615th Contingency Response Wing, headquartered at Travis Air Force Base, California, prepare patients for takeoff on a C-17 Globemaster III aircraft during a 31 August evacuation mission from the New Orleans (La.) Lakefront Airport prior to landfall of Hurricane Gustav on the Gulf Coast. The U.S. Northern Command assisted the Federal Emergency Management Agency during the Gustav evacuation operations. (Department of Defense photo by Air Force Tech. Sergeant Sen M. Worrell.)

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CPG 101: All Hazards and All Phases

By Kay C. Goss, Emergency Management

Emergency planning has a long, rich history not only in the United States but also in other industrialized countries throughout the world. *The Federal Civil Defense Guide* was compiled and promulgated during the 1960s. Next came the *Civil Preparedness Guide* in the 1970s. For the last 12 years its successor – the *State and Local Guidance for All Hazards Emergency Operations*, issued in September 1996 by the Federal Emergency Management Agency (FEMA) – has been the definitive work on the subject.

That publication, affectionately known as SLG 101, was the "best seller" of all of the agency's free publications. It built upon the lessons learned from Hurricane Andrew in 1992 and the Midwest floods of 1993. However, it was somewhat ironic that the agency's Preparedness Directorate issued guidance only for response operations – and not for the preparedness, mitigation, and recovery phases of the same disaster. Eventually, though, an *Annex on Terrorism* was added (after the Oklahoma City bombing), making SLG 101 a more credible all-hazards document. However, there still was no section on planning for the special needs population.

For that and several other reasons, the proposed *Comprehensive Preparedness Guide* (CPG 101), now in the final stages of editing, deserves a strong professional salute and welcome. By the time the final version of CPG 101 is released (in December, as now planned) it will cover *all* hazards, and all phases of each. The new guide also will cover such essential related subjects as scenarios, capabilities, and functional planning, allowing a ton of flexibility for local and regional environmental, geographical, political, and social differences.

Timely, Comprehensive, And Results-Oriented

It certainly is time for so comprehensive a guidance document, if only because so many new lessons have been learned from relatively recent catastrophic disasters and because so many new policies and guidelines are in place – those promulgated in the National Incident Management System and the National Response Framework, to cite but two important examples. In addition, of course, the still relatively new Department of Homeland Security (DHS) has been established since the issuance of SLG 101. All of these developments affect the planning process at all levels and with all entities.

The inclusion of prevention and protection in the CPG 01 planning model should and will, it is hoped, foster new levels of partnership building and technological interoperability among emergency managers, fire and law-enforcement units, and emergency medical services agencies. In addition, the new Comprehensive Preparedness Guide will be consistent with and supportive of the DHS guidelines covering critical infrastructure protection and resiliency.

Among FEMA's principal goals in the issuance of CPG 101 are: (a) to help state and local emergency-management agencies and organizations produce Emergency Operations Plans that can serve as the basis for effective operations when *any* hazard threatens *any* jurisdiction; (b) to facilitate the integration of mitigation and preparedness with response and recovery activities; and (c) to foster and promote coordination with the federal government during catastrophic

disaster situations that necessitate implementation of the National Response Framework.

FEMA is clearly pointing the way toward, among other things:

- Developing sufficiently trained planners to meet and sustain planning requirements;
- Identifying resource demands and operational options throughout the planning process;
- Linking planning, preparedness, and resource and asset-management processes and data in a virtual environment;
- Conveying, through effective plans, the goals and objectives of the responses recommended and the intended actions needed to achieve them;
- Fashioning successful responses based on organizations not only knowing and accepting their roles but also understanding how they fit into the overall plan;
- And, finally, realizing that the process of planning is more important than the document that results from it.

As Winston Churchill once said, "Let our advance worrying become advanced thinking and planning."

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.

When Disaster Strikes: Gaining Peace of Mind

By Richard Weinblatt, Law Enforcement

When disaster strikes, law-enforcement agencies and the public expect police officers and deputy sheriffs to respond, even when it means leaving their own families behind. The recent onslaught of hurricanes and tropical storms – with names such as Fay, Gustav, Hanna, and Ike – bearing down on the Southeastern United States serve as urgent reminders for all first responders of the importance of preparing their own families to cope with such disasters.

Some agencies are recognizing the toll that disasters can have on their own employees when they are hard at work helping the community while also struggling with the needs of their own loved ones. Nowhere was that more evident than for the police officers and other emergency responders in the greater New Orleans area who had to contend with the destructive power of Hurricane Katrina. Many officers faced the unenviable dilemma of choosing between their agency's orders and the demands of their family members.

A number of helpful guidelines have been developed in recent years, fortunately, to remind veteran officers and other first responders of the need to adequately prepare their families to cope with a natural disaster – e.g., a hurricane, tornado, flood, or earthquake – in much the same way that these same officers (and their counterparts in various other countries throughout the world) have prepared for potential retaliation from someone whom they have arrested in the past. The key is to first formulate a viable plan that all agree upon, and then execute it before the disaster strikes (or before retaliation can be attempted).

This approach does not represent a change in priorities. It is, rather, not only a simple recognition of reality but also sound public policy, because only when police officers and deputy sheriffs know that their own loved ones are relatively safe can they fully concentrate on carrying out the important tasks they have been assigned to protect the community at large. Following are some suggestions that law-enforcement personnel – and, indeed, all first responders – should keep in mind in future times of disaster, whether natural or manmade:

(1) Evacuation Plan. Agree upon a workable plan for evacuation, and make sure that all members of the family understand it. Also make sure that the family car is in good mechanical condition, and has a full tank of gas. Finally, decide where – i.e., to what specific destination – the family should travel to and the route they should take (include one or more alternative routes if possible).

(2) Batteries. Whether the family goes elsewhere or stays put, make sure that plenty of batteries are on hand, and charge all re-chargeable batteries, including those used on cell phones. Keep some spare batteries on hand, just in case.

(3) Water and Food. Make sure that plenty of drinkable water is on hand. Many agencies recommend having at least three gallons of water per person per day. Keeping a reasonable amount of non-perishable food on hand also is important, as is ensuring that there is a safe and easy way to prepare it.

(4) Generator. To protect against a power failure, purchase a generator and have enough gas on hand for about three days' use. Test and run

the generator regularly, and ensure that other family members not only know how to set it up and run it but also are familiar with the safety precautions applicable to generator operations; for safety reasons keep the generator outdoors (but protected from the weather).

(5) House Inspection. Make sure that the roof does not leak and that all windows and doors are sealed properly. In many areas of the country the installation of hurricane shutters also may be appropriate.

(6) Safe Room. Set up a safe room in the interior or basement area of the house. In addition to being fortified to protect against intruders who may attempt to break in while the officer (or other first responder) is at work, the same room can be used to keep the family safe from natural disasters. Ample survival supplies should be stocked in this protected environment.

Assistance Available From FEMA, ARC

One of the principal differences between sworn public servants and their neighbors is that the latter have the option of evacuating *with* their families when a major disaster strikes the community. In contrast, law-enforcement personnel and other first responders have no choice but to *leave* their loved ones behind during the same crisis and depend on the family's resilience to struggle through, despite their absence.

Today, fortunately, more and more law-enforcement agencies are recognizing the need for the families of their employees to be relatively safe early enough in times of crisis to allow the officer or deputy to concentrate fully on the task at hand.

Whether an officer's department assists with family preparations or not, it is incumbent upon each officer to ensure the safety of his or her family. Among the many resources that can be tapped to help in individual and family efforts to prepare for a future crisis situation are the Federal Emergency Management Agency (FEMA) and the American Red Cross.

A final footnote: Officers who do *not* prepare ahead of time – but instead wait until disaster strikes before starting his or her family disaster preparations – will be faced with the same terrible choices that officers involved in the Katrina aftermath and other disaster situations that have occurred in recent years have had to face.

Dr. Richard B. Weinblatt, a former police chief and criminal justice professor, is a well-known lecturer and media commentator. Over the past two decades he has written numerous articles in the fields of law-enforcement, police-management, and a broad spectrum of other issues related to emergency management, domestic preparedness, and similar topics.

Undomiciled: Domestic Preparedness for the Homeless

By Joseph Cahill, EMS

The homeless are either a public and annoying distraction, or almost invisible, depending on the personal views of their fellow citizens. According to a report – *Foreclosure to Homelessness: The Forgotten Victims of the Subprime Crisis* – issued by the National Coalition for the Homeless, 61 percent of the U.S. communities that provided input for the report saw an increase in homelessness during the past year. Moreover, the total number of homeless individuals throughout the country, according to estimates developed by the National Law Center on Homelessness and Poverty, is now between 700,000 and two million people.

There are several distinguishing aspects of homelessness that make the nation's "undomiciled" population both a special case and a significant challenge to emergency planners. With homelessness now apparently increasing, that challenge must therefore be given greater attention in the emergency-planning process.

The first step in meeting that challenge is determining how to reach and communicate with the homeless population. Fixed-address strategies – such as the use of direct mailings and/or reverse 9-1-1 calls – are not usually effective. Moreover, the "traditional" media (newspapers and the nation's television and radio networks) do not fully penetrate the homeless community. Some local "congregation points" – e.g., specific buildings and other locations such as shelters, outreach centers, and health clinics focusing on the needs of the homeless – where members of the undomiciled community tend to go in times of emergency do exist, but they do not reach all of the nation's homeless.

Nonetheless, emergency planners in some communities are taking the steps needed to set up lines of communications with or close to these facilities and congregation points so that important information that normally would be disseminated to the general public through the media –and/or by direct communications during an actual emergency – can reach the homeless community as well.

> ***There are several distinguishing aspects of homelessness that make the nation's "undomiciled" population both a special case and a significant challenge to emergency planners***

Some of these locations may be effectively used in mounting an actual response to such an emergency. Many communities have plans in place, for example, to carry out a mass vaccination program; those plans usually include the designation, ahead of time, of specific locations where the vaccinations would be administered. Large shelters and other easy-to-reach congregation points obviously could fulfill that role during a real emergency.

Fixed Addresses, Root Causes, Social Services

Many other well known "locations" – such as public parks, the more or less open spaces under bridges, and deserted buildings – often represent a notional "fixed address" for many of the nation's homeless, but no phone or mail service is available in those generic locations. Emergency medical services (EMS) staff, however, often know about these locations through their interactions with patients, or by personal observation. Actual person-to-person contact may be the only way to communicate with the homeless people living in such locations.

Another challenge facing the nation's emergency planners is presented by the variety of the root causes of homelessness. Some citizens have simply fallen on hard times (because of the credit and housing problems, for example, that have developed in recent years), but there is a large subset of the homeless population suffering from other difficult problems – e.g., psychiatric problems of various types, including post-traumatic stress disorder (PTSD), and/or substance abuse – that affect their interactions with others. Whatever the cause, their views of the rest of society range from wariness to outright paranoia, making the use of well-intended "outreach" programs a difficult proposition at best.

The homeless present an even more formidable challenge for social workers who provide life-sustaining services. Most of the nation's social-services agencies have worked

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long and hard to build personal relationships within the homeless community, and usually have a certain degree of credibility with at least some members of that community. Participation of these agencies both in planning and in execution of the emergency plans developed is critical, not only because such agencies can contribute valuable insights in the planning process but also because they have a foot in both worlds and therefore may be the only means available to serve as a bridge between society at large and the homeless community.

Prior Service And Other Considerations

According to the National Coalition for Homeless Veterans, almost one fourth (23 percent) of America's homeless are veterans of the nation's armed services. For emergency planning purposes, this means that VA (Veterans Administration) social-services and medical facilities are among the best and most diversified resources likely to be available in future times of disaster.

The lack of healthful food, adequate medical care, and the facilities needed for routine hygiene – as well as the enormous emotional difficulties many homeless people experience in choosing between: (a) the close-quarters living space provided by the shelter community; and (b) living outdoors in all types of weather – put the homeless community at an increased risk for naturally occurring diseases. Not incidentally, these same conditions make the nation's homeless community an ideal target for bioterrorists seeking to spread diseases quickly and easily throughout the entire country.

There are those who see the homeless primarily as a problem, but homeless people are also American citizens, and members of the local community. As such, they are deserving not only of respect but also of equal treatment under the law – as well as, perhaps, an extra dose of compassion and attention in times of disaster affecting all U.S. citizens.

Joseph Cahill, a medicolegal investigator for the Massachusetts Office of the Chief Medical Examiner, previously served as exercise and training coordinator for the Massachusetts Department of Public Health, and prior to that was an emergency planner in the Westchester County (N.Y.) Office of Emergency Management. He also served for five years as the citywide advanced life support (ALS) coordinator for the FDNY - Bureau of EMS, and prior to that was the department's Division 6 ALS coordinator, covering the South Bronx and Harlem. Much in demand as a speaker - he has addressed venues as diverse as the national EMS Today conferences and local volunteer EMS agencies - Cahill also served on the faculty of the Westchester County Community College's Paramedic Program and has been a frequent guest lecturer for the U.S. Secret Service, the FDNY EMS Academy, and Montfiore Hospital.

Stadium and Venue Security

By Neil C. Livingstone, Stadium & Arena

A terrorist walks into a football stadium on a beautiful fall day. He is wearing a heavy wool overcoat, but underneath the coat is a bomb belt loaded with plastic explosive and ball bearings that will rip through the flesh of everyone nearby within a 360-degree arc.

The crowd is on its feet as the home team runs onto the field and the terrorist detonates the device. There is a flash and a loud bang, then a puff of smoke. In an instant, hundreds of people are cut down by the shrapnel. Arms and legs are torn away from their victims, and there is blood everywhere. At first, no one realizes what has happened, but then the crowd panics; hundreds more are trampled in the mad dash for the exits.

The following week, attendance at college football games throughout the country is down by ninety percent – and, of course, a number of games are cancelled.

Fiction? Hardly. It is amazing, in fact, that it hasn't happened already. Many of the nation's top sports and entertainment venues possess only rudimentary security, and their design often aids terrorists more than it deters them. Several well-known venues, for example, are built with glass overhangs where fans can stand underneath. A single bomb in the parking lot or on an adjacent roadway could bring showers of jagged glass down on those waiting for tickets.

From Munich to the Present

The vulnerability of such venues has long been recognized at the Olympics – more specifically, ever since Palestinian terrorists shot their way into the Israeli compound at the 1972 Munich Olympics and then died with their captives when the government of West Germany launched a botched rescue effort.

Despite ever more extensive, and expensive, security safeguards developed and implemented since then, the threat of terrorism at sports events has not diminished. In 1996, this author was the on-air security commentator for NBC Sports. Generally, the security advisors to the 1996 Olympic Games had done a good and fairly comprehensive job, but we quickly identified the most glaring deficiency in the overall security plan. Caving into pressure from local politicians, Olympic planners had set aside one site that not only did *not* require a ticket but also did not have thorough screening procedures in place: Centennial Olympic Park. At 1:20 a.m. on July 27, 1996, the largest pipe bomb device ever used in the United States detonated in Centennial Park; miraculously, only one person was killed, but 111 others were wounded. Had the knapsack containing the device not tipped over at some point, dissipating the force of the blast, the casualty count certainly would have been higher.

Today, as a result of the 9/11 terrorist attacks and the ongoing war against international terrorism, security at major U.S. athletic/entertainment venues and stadiums has never been more important. There was, however, a strong spike in insurance rates after the 9/11 attacks. According to one source, "insurance premiums for the Giants Stadium, Continental Airlines Arena, and other New Jersey Sports and Exhibition Authority's holdings ... increased 343 percent to $3.2 million in 2002, compared to $722,000 paid in 2000."

There are a number of steps that should be taken to secure event facilities. First, threat assessments should be carried out on all proposed venues and stadiums planned for future construction to ascertain what actual security threats exist, and the findings of those assessments should then be incorporated into site planning and design functions. Among the various threats that should be measured are crime, fire, terrorism, riots and hooliganism, natural disasters (tornadoes, earthquakes, hurricanes, and other "severe weather" events), hazardous materials spills and releases (particularly any in close proximity to nuclear plants and rail lines), and power failures.

Because threats change and evolve over time, similar assessments should be carried out on existing facilities on a regular basis. Sometimes a threat assessment produces real surprises. For example, we performed a threat assessment on a new major league baseball stadium and, in addition to our concerns about crime and terrorism, discovered that other stadiums in the same general area had a long history of deadly lightning strikes, and for that reason the architects of the new stadium needed to site it in a way that would minimize the lightning risk.

The Logical And Lower-Cost Sequence

The initial security assessments should focus primarily on how well prepared a facility is to meet all foreseeable threats and problems. This can be done both in the design stage and again later – after construction of the facility is completed. It is always easier, more effective, and less costly to incorporate effective security elements in the design stage, if possible, rather than to retrofit existing facilities. Good

design, for example, can significantly reduce problems such as hooliganism, bomb vulnerabilities, and ordinary crime. CAD (computer-assisted design) programs can be of great assistance to planners and architects in determining such measurable factors as the length of time it would take to evacuate a facility under various conditions, the placement of surveillance cameras (working out line-of-sight angles and other issues), sniper vulnerabilities, the location of explosives trace-detection systems, and vehicle security matters.

With regard to existing facilities, it is generally recommended that security assessments be conducted every year, both to identify weaknesses and problems in the overall security program and to determine how well the facility is prepared to meet new and evolving threats. The U.S. Department of Homeland Security has developed an on-line Vulnerability Self-Assessment Tool (VSAT) for stadiums possessing a large seating capacity. The VSAT permits facility managers to conduct basic security assessments and to measure the effectiveness of the facility's current security plan.

New technologies are increasingly available to assist security managers. These include access control systems (including smartcards and biometric readers), high-definition CCTV (closed-circuit television) cameras, chemical and fire detectors, explosives detectors, public address warning systems, and crowd-control barriers.

Careful attention also should be paid to human-resource issues and security planning and procedures – including but not limited to the careful background screening of all employees and appropriate training, badging, special-event planning, V.I.P. logistics and protection, crowd management procedures, and both cargo and package checks. To complement these improved security measures, many facilities have restricted the types and/or sizes of the various items that fans can bring to the game. Among the items banned or restricted (usually by size) by some facilities are food and drink, banners, backpacks, briefcases, cameras, laptops, umbrellas, and coolers, along with such obviously dangerous items as firearms, fireworks, laser pens, cigarettes and cigars, and knives.

Despite these and other restrictions, it is doubtful that, unless magnetometers are introduced, most bomb belts and/or well-disguised explosive devices will be discovered. Managers should take special care to ensure that proscribed items also meet the "common sense" test; otherwise, fans may react with anger and outrage. The most notorious example here, perhaps, is the flap that occurred this past summer at Yankee Stadium when stadium security banned and began confiscating sunscreen containers – on the alleged grounds that the bottles posed a "terrorist threat." That ill-advised action seemed more likely, though, to have been aimed at increasing sunscreen sales at the stadium (at a hefty markup). As one fan suggested, the ban and confiscation of sunscreen bottles made the Yankees' management look "pretty chintzy."

In the past, very few U.S. sports facilities or other entertainment venues possessed their own built-in command and operations centers, and even today some university sports venues and performing arts facilities still resist the adoption of systematic and comprehensive security planning. Moreover, according to recent research, virtually all university-level sports-management programs neglect or underemphasize "the security issue" in their curriculums. However, the University of Southern Mississippi has created a new Center for Spectator Sports Security Management as part of its sports-management program, offering what is believed to be the only master's degree in the nation where a student can concentrate on security issues.

In the final analysis, far more must be done to protect this nation's great sports and entertainment venues. In addition to the potential injuries and loss of life that might occur, a major terrorist attack at a concert or sports event would have a devastating ripple effect throughout the U.S. economy and could be profoundly demoralizing to the American people as well.

For additional information:

About the post-9/11 effect on the security of sports arenas, see: Russ Simons, Gerald Anderson, and the International Association of Assembly Managers, "Arenas, Sports Facilities, Convention Centers, Performing Arts Facilities: Safety and Security After September 11, 2001," in Building Security, Barbara A. Nadel (ed.), (New York: McGraw-Hill, 2004).

About the University of Southern Mississippi's new sports-management curriculum, see: Associated Press article of 25 December 2007, "Experts Worry About College Stadium Security."

Dr. Neil C. Livingstone, chairman and CEO of Executive Action LLC and an internationally respected expert in terrorism and counterterrorism, homeland defense, foreign policy, and national security, has written nine books and more than 200 articles in those fields. A gifted speaker as well as writer, he has made more than 1300 television appearances, delivered over 500 speeches both in the United States and overseas, and testified before Congress on numerous occasions. He holds three Masters Degrees as well as a Ph.D. from the Fletcher School of Law and Diplomacy. He was the founder and, prior to assuming his present post, CEO of GlobalOptions Inc., which went public in 2005 and currently has sales of more than $80 million.

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The Bruce Ivins Case: Pros and Cons

By Michael Allswede, Public Health

To betray, you must first belong. *Harold "Kim" Philby*

The words of Harold Philby, the highest ranking member of British Intelligence ever to betray Great Britain, are applicable in two ways to what is known as the "Amerithrax" investigation. First, to possess sensitive information, a person must be trusted; but second, to find the source of a sensitive leak, investigators must always consider the possibility that "insiders" might have been involved in one way or another.

The recent suicide of Dr. Bruce Ivins and the subsequent U.S. Department of Justice announcement that the 2001 Amerithrax investigation is over is an important case involving the betrayal of public trust – or, perhaps, of a government witch hunt gone awry. In any event, it serves as a highly relevant case study in the investigation of bioterrorism.

The Case Against Dr. Ivins

As of the second week of September, the government's case against Ivins consisted primarily of the following facts, allegations, and suppositions:

- Ivins had available to him (in his laboratory in Ft. Detrick, Maryland) a certain amount of the "Ames Strain" anthrax that was "identical" to the strain used in the 2001 anthrax attacks (which occurred shortly after the 11 September 2001 terrorist attacks against the World Trade Center towers and the Pentagon).

- Ivins had a history of mental illness – which was treated with at least an antidepressant, and perhaps other medications. In a variety of accounts he was described as "manic," "paranoid," and/or "depressed."

- In 2001 his vaccine project had been encountering difficulty and was at risk of being unfunded.

- He was reported to have had several rather bizarre personal proclivities, including an apparent fixation with the Kappa Kappa Gamma sorority.

- He had written emails that seemed in certain particulars to echo some of the verbiage found in the anthrax letters.

- Most important of all, perhaps: He committed suicide immediately prior to being arraigned on charges of murder stemming from the 2001 anthrax attacks.

Of all of these points, the degree to which the strain of anthrax possessed by Dr. Ivins can be linked – *with complete certainty* – to the anthrax used in 2001 would be the proverbial "smoking gun."

The Case for Dr. Ivins

Bioterrorism statutes specifically state that possession of a lethal agent must be coupled with an "intent" to use the agent to terrorize the public. Moreover, the term "intent" would have to encompass not only the willingness to use that agent but also a legitimate motive for using it. To be considered a legitimate threat, the technical capability of Ivins to manufacture high-grade anthrax spores would be a relevant issue. The defense of Dr. Ivins would include the following:

- Ivins was legally entitled to possess a quantity of the Ames Strain anthrax because it was used in his legitimate government-authorized research at Ft. Detrick. Moreover, there were a number of other laboratory personnel who might have had access to the culture. Finally, the Ames Strain anthrax is a relatively common strain used in research projects.

- Ivins's research work focused on the effectiveness of certain vaccines against anthrax. The ability to manufacture the agent was not in his defined skill set.

- Ivins's alleged mental disorder would be an inhibitor of the highly technical nature of manufacturing weaponized spores. Intrusive thoughts, delusions, and the loss of contact with reality tend to make a person less effective, not more effective. In addition, there is no physical evidence that Ivins worked clandestinely – on his own and/or outside of "normal" working hours – to manufacture the spores.

- His research project may not, as alleged, have been going well, but Ivins had worked on a relatively large number of projects during his career – and neither suicide nor homicide has ever been associated with any of his previous career changes.

- Ivins may indeed, and as also alleged, have had some rather bizarre personal habits, but that is not proof positive of murder. In fact, it also could be argued that his shame about the discovery of those personal habits might have been his real motivation for committing suicide.

- Ivins did send emails to friends that had a rather dark portent, but vague threats do not substitute for or legally qualify as an express "intent."

- Ivins later committed suicide, reportedly by taking an overdose of acetaminophen. But that would be an odd choice for a scientist who has access to lethal agents that

would act much more quickly, and with much less pain. Death by an acetaminophen overdose normally follows 4-7 days of vomiting, pains, seizure, and, finally, liver failure. To possess the skill needed to make weaponized anthrax and use it against others and then to choose a painful and prolonged death for oneself is incongruent on its face, and at least somewhat contradictory.

Making Sense of It All

The government case is based in large part on: (a) Ivins's possession of the agent; and (b) the allegedly declining mental faculties and/or emotional state of a scientist who for many years was a highly regarded researcher. There are relatively few people in the United States, and in fact the world, who would have access to the Ames strain of anthrax. If in fact the strain of anthrax used in the 2001 attacks can be conclusively – i.e., beyond any shadow of a doubt – proved to be the same as that used by Ivins in his research work, it still must be determined that *only* Dr. Ivins could have manufactured the spores used in the 2001 attacks.

The seemingly plausible "mad scientist" theory discussed in some media accounts is inherently flawed in at least one respect – namely, because it postulates that Ivins was mentally disoriented (or worse), but at the same time capable of: (a) making a highly technical "weaponized" spore; and (b) successfully concealing all evidence of its manufacture at a high-sensitivity government laboratory.

The apparent suicide of Dr. Ivins could be, and has been, interpreted to be an "admission" of guilt. But for the executive branch of government to accept that view and/or to persuade the legislative and judicial branches of government – and the American people – to accept the same view, the scientific evidence linking the anthrax possessed by Ivins with the anthrax used in the 2001 anthrax attacks must be airtight.

The defense of Dr. Ivins might start with the almost certain shame that this career professional must have felt upon the discovery of, and widespread publicity about, his bizarre secret life. The public shame that could be expected would of course be a threat to his marriage, his family, and his reputation. Considered in the context of his apparently declining mental faculties, particularly the depression, it seems entirely possible that Ivins committed suicide to avoid the ruination of his otherwise exemplary career.

That theory may or may not be valid. Fortunately for the defense case, there are also a few substantive *facts* that also could and would be stressed – the most important of which is that Ivins was a vaccine researcher, not a particle scientist. In addition, the ability to weaponize spores might well have been beyond his expertise. Another factor worth considering is that, as a government employee in the latter stages of his career, Ivins could easily have retired if his own vaccine project had not resulted in success – or was cancelled for any number of other reasons.

Without casting any aspersions, it should be recognized that the Federal Bureau of Investigation had for almost seven years been under significant pressure to solve the Amerithrax case, but there is no evidence that Ivins himself was under *any* pressure to become a terrorist. If the scientific evidence and/or official records – the laboratory's access log, for example – show that Ivins may have been only one of several potential sources of the 2001 anthrax, the case against him would be much less airtight than has been alleged.

As the case continues to unfold, the key issue might well be the microbiology that links the 2001 anthrax to the strain to which Ivins had access. In the absence of airtight proof, though, at least some doubt will remain – and conspiracy theories will germinate. Moreover, even if Ivins is proved to be the sole source of the anthrax used in the 2001 attacks, those investigating the case – and, again, the American people – may never actually know if Ivins was the sole actor, or a member of a larger conspiracy. Considering his lack of weaponization training and skills, and the alleged decline of Ivins's mental faculties, there is clearly a gap, which may *never* be resolved, between his possible, or actual, possession of anthrax and the later delivery and use of weaponized spores.

The relatively small number of Ft. Detrick employees with access to the Ames Strain anthrax – and with the capability to manufacture high-grade spores – considerably limits the field of further investigation. It would have to be a person within a very small group of highly specialized scientists.

To summarize: Ivins may in fact have been the sole anthrax terrorist, as the government contends. A plausible case might be made, though, that he may have been only the "weakest link" in a small group of Ft. Detrick employees who had direct access to the bacteria. Again without casting aspersions, his apparent mental illness and sudden suicide may easily have seemed convincing evidence to investigators eager to end what had already been an overlong, thus far fruitless, and always frustrating investigation. Unfortunately, no judge or jury will now have the opportunity to hear how Dr. Ivins himself would answer the still unresolved questions that remain.

Dr. Allswede is the Director of the Strategic Medical Intelligence Project on forensic epidemiology. He is the creator of the RaPiD-T Program and of the Pittsburgh Matrix Program for hospital training and preparedness. He has served on a number of expert national and international groups on preparedness.

International Standards for National Defense & Homeland Security

By Diana Hopkins, Standards

When a U.S. agency or private-sector company is developing standards for national defense and/or homeland security, it is helpful to first find out what other international SDOs (standards developing organizations) are doing, if only to make sure that the U.S. efforts are not duplicative and therefore wasteful. Although it is easy to focus only on U.S. needs, the United States is certainly not the only country in the world concerned with standards development in the fields of national defense and homeland security. Moreover, an approved standard may end up being *substandard* if the available pool of international expertise is ignored.

To begin with, if there is an interest in developing a certain standard, it is up to the standards convener, the SDO, and the principal stakeholders to do the homework needed to confirm the originality or uniqueness of the development project by confirming that the standard sought is not already in process or even finalized and approved by SDOs in other countries.

On the other hand, if the project is determined to be a first, it is up to the convener, the SDO, and the stakeholders involved to at least consider the benefits that might be achieved by including international stakeholders and experts in the standards development process.

Risks and Rewards, Security And Other Considerations

There are other factors, including but not limited to the following, to take into account when considering standards input from international stakeholders:

International Relevance – This is particularly important if the SDO claims its standards have international relevance because that can be determined only if there is a fair balance of international stakeholder input during the standards development process. Of course, a standard may have relevance to another country, but the funding and time required for development of the standard may cause the other country's process to be too slow for fast-track U.S. concerns. In cases such as this, there is still opportunity to benefit from the proceedings and determinations of an outside standards group, even if there is good reason – e.g., a need to expedite the project – to keep a separate standards process within a silo of U.S.-only participants It also should be remembered that, even if a standard does not have international relevance, it still could benefit from the input provided by non-U.S. experts.

> ***International industry representatives will usually be involved in the process and, after the standard is approved, will be competing with U.S. manufacturers in the fields of national defense and homeland security***

Technical Competition – The international relevance of a particular standard may be more important in the area of trade than in the interest of global harmonization. This is just a point to keep in mind, because international industry representatives will usually if not always be involved in the process in any case and, after the standard is approved, will be competing with U.S. manufacturers in the fields of national defense and homeland security services and products. Although it is advantageous to the United States itself that international industry can help fund the standard-setting processes needed to proceed more expeditiously, there are several other important issues to consider. For example: (a) whether non-U.S. industry representatives could delay the development of a standard urgently needed by the United States; (b) whether there is the possibility of over-influence on standards by non-U.S. entities; (c) the possibility of the United States over-purchasing, from non-U.S. sources, important products; and/or (d) future product sabotage made possible by the greater in-depth technical knowledge of a standard acquired by non-U.S. entities. Despite these and other negatives, data still should be collected on any similar non-U.S. standards-development projects, even those in which foreign entities are not included as stakeholders.

Security – Opening the door to international input on standards can result in the successful development of quality standards – improved, perhaps, by the added benefit of

global expertise – but it also opens a second door: to potential security problems. For the most part, national standards are not mandated, so it is up to the user of the standard to determine if it fits the perceived need for which the standard is being developed. It is therefore up to the user to also determine if the standard – in the field of information technology, for example – has any security components incorporated into the standard and/or product to make it acceptable for use. For that and other reasons, U.S. stakeholders should actively seek to be contributors to internationally developed standards that they intend to use – primarily to ensure that U.S. security considerations are properly addressed and incorporated into the consensus decision-making process.

In summary, it is important to understand that there is, literally, a whole world of knowledge outside the United States that, thanks to the inclusion of international input and expertise, can ensure that U.S. standards of national-security interest are quality products.

Potential risks and benefits always should be addressed, however. There is inevitably some risk involved in any type of information sharing, and those risks should be discussed and resolved at the table to ensure that the final standard benefits all of the stakeholders involved.

For additional information about a particular standard and/or international activity related to that standard, check with: (a) the International Organization of Standardization (ISO) at http://www.iso.org/iso/standards_development.htm; and/or (b) the American National Standards Organization (ANSI) at http://www.ansi.org/standards_activities/iso_programs/overview.aspx?menuid=3.

Both organizations provide links to technical committees that can be accessed for all areas of standards, lists of standards that each committee is working on, details about the standard's proposed applicability, the current status of a particular standard, and the names of persons to contact for additional information.

Diana Hopkins is the creator of the consulting firm "Solutions for Standards." She is a 12-year veteran of AOAC INTERNATIONAL and former senior director of AOAC Standards Development. Most of her work since the 2001 terrorist attacks has focused on standards development in the fields of homeland security and national defense. In addition to being an advocate of ethics and quality in standards development, Hopkins is also executive director of the start-up National Association of Drug Testing Standards, an expert in technical administration, governance, and process development, and a certified first responder.

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Customizing the Tool:

The Tailoring of Crisis-Management and Mass-Casualty Software

By Kate Rosenblatt, Viewpoint

Every emergency management service operates differently. Because there are no national standards for crisis-management or mass-casualty software, a variation in operation means that there are a variety of programs in use. However, emergency-services operators and disaster-management directors are seeking to merge the systems that monitor hospitals with those that monitor the scene on the ground to give them, in one place, all of the information they need. And, although some software companies are releasing products that present a wider picture, some users are not waiting for the upgrades but instead are writing their own programs.

The trend today is collaborative customization, and one product soon to be launched will help bring hospital compliancy and crisis management closer together. ESi, a Georgia-based crisis information-management software company, will be adding extra capability to its crisis-management systems this fall with the launch of WebEOC Health, which does for the Hospital Incident Command System (HICS) what WebEOC did for the situation room – it digitalizes it. "The system was designed to be a paper system, so what we did is take those basic same data elements and create a nice graphical user interface that greatly streamlines the collection and management of the same key pieces of information," said William Glisson, ESi's regional manager director of health services. "WebEOC Health is specifically built as a set of boards because, although 50 percent of hospitals in our country use the HICS suite, none of them use the suite completely as is."

WebEOC Health's 108 status boards are compliant with HICS guidelines and broken down into a number of categories designed for efficient use in a crisis. The first category, the Incident Action Plan, incorporates HICS forms that cover incident information, hospital branch assignments, and organizational assignments and objectives, and was designed to provide a quick and accurate report based on the information entered. WebEOC Health organized the 78 HICS job-action sheets so that users could check the status of an assigned task in the second category, Job Action Sheets. The third category covers the HICS forms related to patient tracking, resource accounting, and the registration of volunteer staff. And, should there be any issue not addressed by HICS, users can create their own status boards by using WebEOC's innovative "Board Wizard." WebEOC Health – which is currently being tested in hospitals in Sacramento, California – is expected to be released sometime later this year.

Flexible Connectivity And Easier Management

The creation of custom status boards is one way that WebEOC and ESi have made their products flexible enough to fit the needs of individual users. One user, Kathleen Criss, director of the Disaster Management Center at the University of Pittsburgh Medical Center, has taken that option and put it to use connecting the 19 hospitals in the University of Pittsburgh structure that she and her team are responsible for. "We are trying to take WebEOC the way it is currently built – for emergency management and emergency services – and allow it to support our healthcare needs and requirements," said Criss.

Because not all 19 of the hospitals use the same operations tool for bed management, Criss developed what are called "Bed Boards." "What we really needed was a dashboard kind of a system that would allow us to tap in and see what our availability was from a system standpoint," she said. "So what we did was take WebEOC and build out a bed board, using the standards that are required through the American Hospital Association of HAvBED [Hospital Available Beds for Emergencies and Disasters] and also the National Disaster Medical System [NDMS] types of beds, [and] created two boards that allow us to pull information from our information systems that carry out the bed-management system." To determine the number of beds needed in an emergency situation, the HAvBED standards are combined with the NDMS standards, and the total number of available beds is calculated.

Criss and her team are now focused on developing a new patient tracking system that communicates with EMS agency software no matter what type of system

the crew uses. "What we are trying to do," Criss said, "is take information from disparate patient tracking systems ... so that if one EMS agency is using one system and another one is using something else, and it's a mutual-aid [situation], or a mass-casualty that requires mutual aid, we still have the ability to capture that data in one dashboard so that ... [the user] doesn't have to go back and forth and back and forth between systems." The ability of the different software systems to interface permits the different agencies involved to communicate with one another without doubling the overall workload.

To determine the number of beds needed in an emergency situation, the HAvBED standards are combined with the NDMS standards, and the total number of available beds is calculated

Speed, Compatibility, And Specialty Care

One company committed to opening those lines of communication is EWA Phoenix, an emergency management software company headquartered in Herndon, Virginia. The company's Patient Tracking module, released in March of this year, is designed to send the patient's collected medical information directly to the hospital, and can be used daily as well as in emergencies. The Phoenix, a hand-held wireless device, is compatible with many crisis-management systems, including WebEOC. EWA Phoenix Product Manager Thomas Bock estimates that there are at least 50 different systems being used in the 143 hospitals the company works with in Indiana, so the company works not only with the hospital but also with the other software vendors to create compatible programs.

The Patient Tracking module has been designed for EMT use, with the federal- and state-required medical forms sent to a Windows Mobile device that possesses a barcode and magnetic-stripe reading capability. The pages are pulled up on the screen as the EMT needs them, "If an EMT doesn't need to know your contamination level, then that page is never launched, saving time and scrolling and all that other stuff that putting an old form on a hand-held might do," Bock said. He estimated that on a typical call the EMT would have the patient's medical and biographical information in less than two minutes.

After treatment of the patient (which also is logged into the hand-held), the EMT can check hospital status on the module because the system incorporates not only the HAvBED counts for the hospitals in the area but also the specialty care available at each hospital, "so the EMTs know before they have even transported a victim where to take that victim," Bock said. The information travels from the hand-held to a network established at the hospital, or at a triage center, so that, when the ambulance pulls into the hospital bay, the patient's medical information is already in the system. "The Phoenix server is constantly in contact with either the hospital system or the system in use at the triage area," Bock commented.

Collaboration between and among the agencies and organizations involved in an emergency situation is key to the successful management of a disaster and is rapidly becoming just as important for mass-casualty and crisis-management software. Officials at the Maryland Institute for Emergency Medical Service Systems (MIEMSS) in Baltimore are merging their Facility Resource Emergency Database (FRED) with the state's County and Hospital Alert Tracking System (CHATS) into one application. "We'll be using software to bring both of them together, and having them in one place [will allow] whoever is managing an incident to view it all together," said Director of Emergency Operations and Regional Programs John Donahue.

The bottom line is that officials such as Donahue and Criss use emergency-management software not necessarily as is, but as needed. In short, the future of mass-casualty and crisis software may not be the one and only perfect program but, rather, a series of adaptable ones.

Kate Rosenblatt is a writer based in the Washington, D.C., metropolitan area. She has a background in education reform, communications, and business development, and has written for a number of publications on a broad range of subjects ranging from finance to fashion to public safety and related topics.

Higher Fuel Costs, Less Public Safety

By Gary Simpson, Law Enforcement

The rising cost of fuel is having a significant, and adverse, impact on not only individual consumers but also the operations of all levels of government – and private-sector organizations and agencies as well. Businesses are forced to limit face-to-face visits with clients, and more of them are allowing employees to telecommute; many small businesses, moreover, are totally unable to keep up with the rising cost of fuel and face the possibility of closing or at least reducing their scale of operations. Meanwhile, state and local governments are talking about increasing taxes, putting an additional burden on their already overburdened constituents, just to meet normal operating costs.

The question that arises is a fairly straightforward one: Is the nation's struggling economy having an impact on the ability of public-safety agencies to deliver their customary services? Considering the major increases over the last year in the cost of fuel – which, today more than ever before, is a primary cost consideration in public-safety operations – that question can no longer be ignored.

It is no secret that police departments burn a lot of fuel in carrying out their everyday patrol duties. Most police cars in this country are on the road on an almost 24/7 basis (but some officers are fortunate enough to be assigned "take-home" cars, which therefore have more limited running times). The use of take-home cars provides an important additional benefit – namely, that it keeps the car in better operating condition for a longer period of time, and a car in good running order uses even less fuel. The downside to the take-home car policy is that it puts more cars on the road, so the real trade-off ratio is difficult to calculate.

An Historical First – At a Lower Price

In 1909, Detroit's police commissioner had the bright idea of using cars to transport police officers from call to call and around their beats. That is believed to be the first recorded use of police cars for everyday duties. Since then, of course, there have been many other ways developed to get police officers to and from their posts. But the fact that most of those posts continued to grow in size largely offset the benefits derived from the expanded use of police cars for routine patrols and other duties. It was recognized early, however, that the automobile allows an individual officer to cover more distance in a shorter period of time than would be possible by using a bicycle or by patrolling on foot. Another relevant point to factor into the equation is that fuel costs in the early years of the 20th century – only about 20 cents per gallon – were much lower than they are today (even when allowing for inflation).

> ***One conspicuous type of crime on the increase is the actual theft of fuel. In Anne Arundel County, Maryland, a fuel truck was stolen earlier this year – not because of the value of the truck itself, but because of its valuable contents***

Earlier this year fuel costs were $4.00 per gallon or more for consumers and – because they do not pay taxes, and usually buy in bulk – a few cents less for government agencies. But, when the cost of fuel rises for the general public, it also rises for government agencies. However, the real issue here is that rapid and frequent increases in fuel costs leave all levels of government unable to accurately predict future costs and, therefore, to budget for such costs on a long-term basis. This lack of predictability is particularly difficult for public-safety agencies because the key to quick and effective responses to emergency situations usually involves the availability and use of cars, motorcycles, ambulances, and/or fire engines or other wheeled vehicles.

What Are the Chiefs Saying?

Public-safety chiefs and directors around the nation are faced with the same difficult situation. Three months ago, Lawrence, Kansas, Police Chief Ron Olin was quoted (in a 2 June 2008 article by Mike Belt in the *Lawrence Journal and World News*) as telling the city commission that, if prices continue to increase, the city's patrol officers "might have to park more often" – i.e., patrol their beats on foot. "More foot and bike patrols might be necessary," Olin confirmed. (Among a number of other measures to reduce fuel consumption that are being discussed in various jurisdictions around the country is a reduction in the size of the engines in

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patrol vehicles; it obviously would be very difficult to predict the ROI (return on investment) from implementation of that idea.)

Although the cost-reduction measures discussed by Chief Olin and his counterparts in other jurisdictions might on the surface seem to be at least partial solutions to the funding problem, they all have significant drawbacks as well. Taking officers out of their cars for foot patrols, for example, reduces the effective patrol area those officers can cover, so additional police might have to be hired, or other patrol areas might have to be increased in size to compensate – increasing fuel consumption as well. The same drawback applies to bicycle patrols. (On the other hand, though, it apparently does boost citizen confidence in neighborhoods and other areas being covered by policemen on foot or bike patrol.)

James McLoughlin, executive director of the Texas Police Chiefs Association, was quoted in another article as saying that cost-saving ideas such as doubling officers up, limiting the miles driven per shift, carrying out more stationary surveillance, and buying the cheapest local gas are among the other economizing measures being taken by some of the Lone Star State's police departments.

Other public-safety officials – Beaver Dam Facilities Director David Stoiser, for example – are taking the offensive and telling their communities directly that service cuts may be inevitable if fuel costs continue to rise. This is an honest position, but it does not comfort most communities, particularly those that are seeing an escalation in crime statistics caused, at least in part, by the same economic difficulties. One conspicuous type of crime on the increase is the actual theft of fuel. In Anne Arundel County, Maryland, for example, a fuel truck was stolen earlier this year – not because of the value of the truck itself, but because of its valuable contents. The truck later was recovered by local police, but that brazen theft seemed to be a typical example of what is happening elsewhere throughout the nation.

Widespread and Continuing Shortages are Predicted

Although the public-safety agencies are in most if not all American communities the most visibly affected by funding shortages, it should be remembered that the same jurisdictions that are having trouble paying for the fuel needed by emergency responders also have to buy fuel – usually in lesser amounts, though – for their public works, transportation, maritime, and other agencies.

In some jurisdictions, finance directors have had to shift funds from other programs to offset the rising cost of fuel – or, in some instances, cancel some programs. According to a recent article by Liam Farrell in *The Capital* newspaper (Annapolis, Md.), Maryland is "the wealthiest state in the nation." But the principal focus of Farrell's article was the cancellation of the 42nd Annual Maryland Seafood Festival, discontinued because the organizers anticipated an approximately 20 percent loss of patronage.

Public-safety departments around the nation are working hard to find innovative ways to maintain their ability to provide an appropriate level of service to their constituents. Police chiefs, fire chiefs, public-safety directors, and other officials in communities throughout the country all face the same situation – and all are asking more or less the same question: "Where do we go from here?" Not a single public-safety leader in this country is comfortable curtailing services to his or her respective community – and rightly so. But how to avoid cutbacks while constrained by a pre-set budget – or a budget that does not project increases in fuel costs – is an almost impossible task.

It would seem that government officials will have to benchmark the services that they *must* provide to separate them from those services that they can terminate (almost always with considerable reluctance). There is no universal answer to this dilemma, short of a much improved economy. As these officials decide which programs are curtailed or reduced in scope, the argument will surely become more visible, particularly in the communities most severely affected by the cuts mandated for any particular program. Governors, mayors, county executives, and other officials throughout the nation will undoubtedly be struggling to find a viable solution to "the funding problem" for many years to come. Unless and until that solution is found, public-safety agencies, and programs, will continue to be under-funded, and the principal loser will be the American people.

Gary Simpson is a 32-year veteran of the Annapolis Police Department who, after he retired (in the rank of captain), was hired back to serve as the emergency management director for the City of Annapolis. Two years later, he shifted back to the police department as director of domestic preparedness and in that post was responsible for the department's anti-terrorism planning, technology management, and intelligence operations. He also has served in CID, the Arson & Explosives Unit, Public Affairs, Patrol Operations, Special Operations, SWAT, the White Collar/Fraud Crimes Unit, and Communications. He left the department earlier this year to start Simpson Security Strategies LLC, a security consulting company.

A Follow-Up Report

Breakthrough in Towson – AHC's GIS Workshop

By Diana Hopkins, Viewpoint

The All Hazards Consortium (AHC) hosted its first regional GIS (geographic information systems) workshop just two months ago (29-30 July) at Towson University in Towson, Maryland, and all indications are that it was a major success. GIS is an exciting and still relatively new breakthrough technology that has been embraced internationally by individuals, businesses, and at all levels of government. GIS technology – which consists primarily of data systems focused on the precise geographic locations of buildings, people, and various "things" of all types – is used daily by those who, for example, follow and plan their schedules around weather information, by those who use GPS (geographic positioning systems) devices in their vehicles, and by convention planners, subway administrators, city administrators, military planners, and many others who track the flow of people, traffic, and consumer goods as part of their daily workload.

In the field of emergency management, the information received via GIS – related to, for example, weather, population density, traffic flow, and/or the location of emergency resources – is critical to the emergency-management community's success in tracking, analyzing, and predicting threat events and their resolution. Among many other GIS-related capabilities important to the community are the modeling of human behavior in different threat situations; overall crisis modeling; automation (particularly as related to the sharing of intelligence and data); the delivery of information in a form that is internationally understood; and the rapid forwarding of information to decision makers and others through reliable communication systems.

The first day of the Towson GIS Workshop focused on descriptive reports regarding different types of GIS technology, with special presentations by: (a) the Environmental Systems Research Institute (ESRI, a GIS industry giant whose software and hardware systems are used in most of the AHC presenters' businesses and/or political jurisdictions); and (b) Avalias, an Australian-based company with a particular focus on people-management software.

Several presenters described successful partnerships as those characterized by: a feeling of ownership by all participants; open communications; shared intelligence and information; and – most important of all, perhaps – an expanded "vision of the possible."

Day Two of the Workshop was devoted to a discussion of reports and updates from emergency-management jurisdictional representatives from the U.S. Mid-Atlantic States, and to breakout sessions focused on the principal GIS challenges facing the emergency-management community. This is the general format followed at almost all AHC regional meetings, which focus on a primary area of interest to AHC members – e.g., border and transportation security, the protection of critical infrastructure, emergency management, grants and procurement, health and medical readiness, information sharing and intelligence, law-enforcement, and public-safety communications and interoperability.

After such workshops, consensus white papers are developed summarizing the results of each regional meeting's presentations and breakout sessions. The white papers are then edited and collated for distribution to other decision makers, operational specialists, and budget directors throughout the Mid-Atlantic States. The goal is, of course, to spread the flow of helpful information and, at the same time, attract additional funding and other support from corporate constituents. Four AHC-developed white papers developed from the Towson workshop presentations have been released to date. More detailed information on AHC's efforts in this area is available on the consortium's website (www.ahcusa.org).

Guidelines and Goals, Programs and Presentations

All presenters at the AHC's GIS Workshop meeting were provided a common set of questions and issues to address in their presentations, which focused on such topics as GIS

policy, technology, partnerships, past and present successes, and future challenges. The workshop guidelines – another AHC organizational device intended to keep the broad spectrum of presentations focused on specific informational targets – allowed both the attendees and the volunteer white-paper authors to follow a common format in assembling and presenting information relevant to their selected topics. Following are some but by no means all of the more notable points made by the presenters – all of whom were jurisdictional emergency-management/GIS representatives from the Mid-Atlantic States:

(1) The most important factor in using shared GIS data is the *quality* of the data received, but that quality varies in accordance with: (a) how the data is collected; (b) the type of data (imagery preferred) provided; (c) how the data is maintained and verified; and (d) how current the data is.

(2) For better communication and sharing, emergency-management personnel need and should be provided GIS training – on a continuing basis, preferably, if only to stay abreast of new developments. On the other hand, GIS experts should learn more about what emergency-management entails.

(3) Additional resources, and greater emphasis, should be placed on GIS data analyses and modeling so that partners can schedule and carry out exercises modeled on simulated catastrophic events of all types.

(4) An inventory of the location of GIS databases should be conducted and distributed as soon as possible, with information included on how that data can be accessed.

(5) Improved working relationships must be established and nurtured between GIS entities at all levels of government – and between government and the private sector – if the organization's primary goal, the sharing of information, is going to be achieved. Several of the Towson presenters described successful partnerships as those characterized by: a feeling of ownership by all participants; open communications; shared intelligence and information; clearly defined goals and objectives as well as roles and responsibilities; the leveraging of unique individual strengths for the common good; building a higher level of expertise throughout the emergency-management community; the incorporation of partnership duties into the job descriptions of the staff involved; shared funding and resources; and – most important of all, perhaps – an expanded "vision of the possible."

The presenters provided information on an impressive number of collaborative programs and activities that also can be leveraged to help improve GIS capabilities among emergency managers in the Mid-Atlantic States. Among the specific programs/activities/websites mentioned were the NJGin Metadata Training Program (http://njgin.nj.gov), the NJ Geospatial Forum (https://njgin.state.nj.us/OIT_NJGF/index.jsp), the New Jersey Emergency Preparedness Association (http://www.njepa.org), the VEMA Conference (http://www.vema.gen.va.us/annualconf.html), the Virginia Metadata Portal (http://www.isp.virginia.gov/metadata.shtml), the GIS Geospatial Enterprise Platform at VGIN (http://www.interoperability.publicsafety.virginia.gov/CommunicationSystems/VGIN-VR3.cfm), the National Map (USGS) (http://nationalmap.gov), and the NSGIC and the Spatial Data Framework (http://www.nsgic.org).

Initially funded (in 2006) by an Urban Area Security Initiative (UASI) grant from the U.S. Department of Homeland Security (DHS) National Capital Region, and by in-kind donations from public and private-sector partners, university partners, and volunteers, the AHC is a 501c3 non-profit, incorporated in 2005 by the states of Virginia and Maryland and the District of Columbia. It currently includes and is guided by representatives from the eight regional states (Delaware, Maryland, New Jersey, New York, North Carolina, Pennsylvania, Virginia, and West Virginia) and the District of Columbia. The AHC's principal mission is to form a cooperative network of Mid-Atlantic area businesses and individuals from government, the private sector, academia, and other volunteer non-profits that share a common interest in preventing, preparing for, responding to, and recovering from crises.

Another important AHC mission is to provide funding opportunities through which network members can improve their homeland-security and emergency-management capabilities, and in this endeavor they have been fairly successful. The successes achieved to date are attributed in part to AHC's well organized approach to funding discovery, and in part to the synergistic force created when a large number of jurisdictional and private-sector stakeholders speak with one voice about the resources they need to maintain and improve the emergency-management capabilities of the Mid-Atlantic States they represent.

"Zero Hour": A Serious Game for Emergency Responders

By James D. Hessman, Editor in Chief

The Washington, D.C.-based George Washington University has announced plans to convene two EMS (emergency medical services) "policy summits" geared to meet the needs of the EMS "operational chiefs, directors, and administrators" of the nation's largest cities. The principal focus of the summits will be to develop recommendations for the U.S. Department of Homeland Security on how best to cope with large-scale incidents and events, both natural and manmade.

As a prelude to the summit meetings, the university also has developed an imaginative and versatile video game – Zero Hour: America's Medic – which, although not yet available for purchase, is already being integrated into an e-commerce and learning-management system also developed by the university.

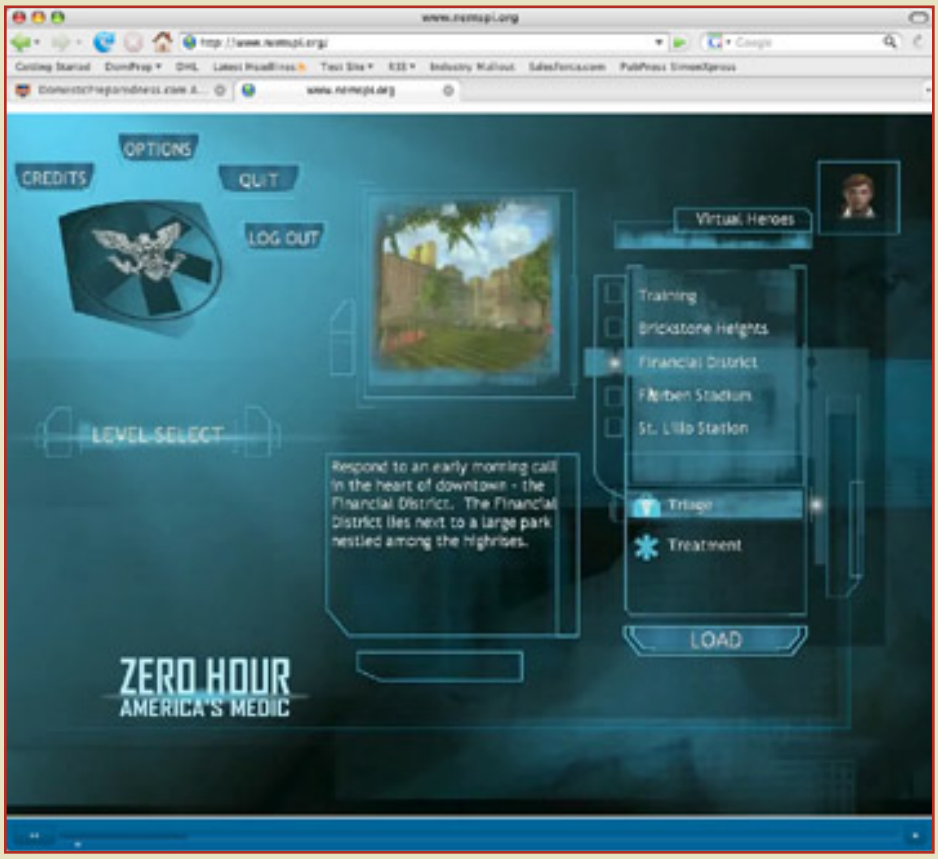
Zero Hour – which has received favorable pre-release publicity from numerous EMTs, paramedics, and emergency-management officials who have seen an early "demonstration copy" of the game – provides a realistic view of the chaos, confusion, and literally bloody turmoil resulting from an earthquake, terrorist bombing, or other mass-casualty incident in several "downtown areas" (the financial district, the train station, or the local stadium) of a major U.S. city. The vivid and most important result, in each scenario, is a large number of victims – dead, dying, or in immediate need of medical care.

The purpose of the game is to help emergency responders "turn victims into patients" – but they will not be able to unless they are wearing the PPE (personal protective equipment) they need, and: (a) know how to diagnose victims quickly and accurately; (b) are able, emotionally as well as physically, to triage the victims – and to provide immediate medical care, as and when needed, at the scene of the incident; and (c) also know how to provide transportation to the nearest healthcare facility capable of providing the specific care needed by each victim.

Zero Hour uses pop-up screens to cover each of these step-by-step phases of the incident, listing the numerous questions (the victim's pulse rate, respiration difficulties, medical history, allergies, etc.) that should be asked relevant to the specific diagnosis, and including suggestions on "what to do next." The end result of this well-crafted and important "game" might not be entertainment, therefore, but in many situations might well be the saving of lives that otherwise would be lost.

For additional information about the GWU preparedness summits, click on http://www.nemspi.org/ - then, to see the "Demo" copy of the video game, click on the "Zero Hour" box on the lower left-hand side of the page.

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



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On the Anniversary of 9/11, Where Is Homeland Security as an Election Issue?

By Jena Baker McNeill, Viewpoint

This November's presidential election has already turned into a heated confrontation involving issues that are important to the American public. Yet one critical concern – homeland security – continues to receive scant attention from either major party candidate. The anniversary of the 9/11 attacks should remind both campaigns that the issue of homeland security cannot be ignored.

A Missing Piece of the Puzzle

Both Senators John McCain (R–Ariz.) and Barack Obama (D–Ill.) have largely ignored the domestic aspect of homeland security. To be certain, each candidate has presented counterterrorism speeches detailing a laundry list of initiatives designed to combat the roots of terrorism worldwide. These speeches, however, were largely focused on U.S. international posture, military maneuvering, and the battlefields of Afghanistan and Iraq. While Obama's plan focuses on improving America's image abroad, McCain seeks to harness human intelligence to counter global terrorism.

While the counterterrorism challenges addressed thus far by McCain and Obama are certainly an integral part of our national security, they constitute but a single piece of the much larger homeland security puzzle. The United States continues to fight the war on terrorism at home, countering both homegrown threats and those who have infiltrated our country seeking to do us harm. Additionally, America is also contending with natural disasters, infrastructure adequacy problems, and immigration and border security problems, among a long list of domestic security challenges. Neither candidate's forte is the domestic side of homeland security – which means both candidates will have to do their homework and ensure that the advisors they listen to are well-versed in this arena.

Politics Is Not Homeland Security Strategy

Securing the homeland is not a partisan issue. Good policies often rest on common sense and the desire to achieve America's security while protecting our freedom, prosperity, and constitutional tenets. And often the best solution is not more policy but allowing instead for state and local governments, as well as the private sector, to fulfill vital tasks in an efficient manner. Both campaigns should focus on developing a homeland security platform that calls for the following:

Resiliency. Resiliency is the capacity to maintain continuity of activities even in the face of threats. This approach recognizes that we cannot prevent all threats. It is a dual approach of protecting against attack while ensuring that, even if we are attacked, society will continue on. Policy mandates based on politics or fears instead of risk have no place in a resilient society. Though tempting, both campaigns must eschew these types of mandates for those that will ensure real security. Resiliency must be an integral component of the next Administration's policies.

Decreased Over-Federalization. As a result of the flawed notion that the federal government must be the entity tasked with protecting the homeland, homeland security continues to be plagued by over-federalization. For example, federal disaster declarations are at an all-time high. Besides the inefficiencies of federal government intervention, over-federalization eliminates the ability of the states to choose the right course of action for its citizens. This degradation of state power exceeds the enumerated powers of Congress, trashing the concept of limited government.

Congressional Oversight Reform. The President can and should put pressure on Congress to reform its current oversight of homeland security. Currently, too many committees have jurisdiction over the Department of Homeland Security (DHS), and oversight is mired in politics. Consolidating jurisdiction over DHS will allow the homeland committees to develop vital relationships between Congress and DHS, lessening the current inefficiencies, bureaucratic in-fighting, and political protectionism.

A Professional Development Program. We should institute national programs aimed at developing a cadre of leaders who understand the security and public safety needs of the 21st century. In addition to producing able leadership for the post-9/11 era, such a program would also be more efficient than reorganizing the government department by department. Such reorganization could be achieved without throwing more regulations on the private sector, continuing the path toward over-federalization or throwing more money at the states.

Meeting the Challenge

Both presidential campaigns must aggressively examine this issue and begin to communicate administration priorities to the public, regardless of whether the issue is politically profitable. Homeland security is more than a campaign stop, a photo-op, or a press release. As both candidates prepare to remember 9/11, this anniversary will hopefully serve as a challenge to examine this issue closely. The victims of 9/11 deserve as much.

Jena Baker McNeill is Policy Analyst for Homeland Security in the Douglas and Sarah Allison Center for Foreign Policy Studies, a division of the Kathryn and Shelby Cullom Davis Institute for International Studies, at The Heritage Foundation. (Article reprinted courtesy of the Heritage Foundation.)

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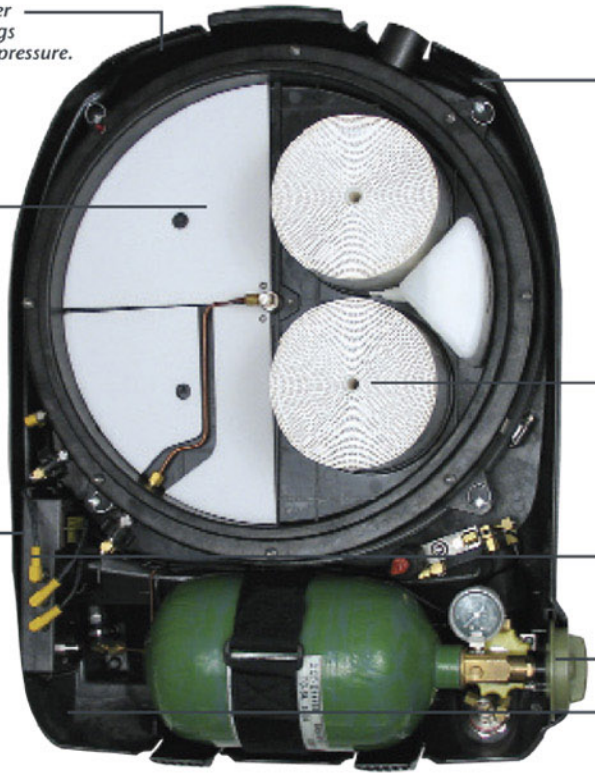

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China Today: Spectacular, Mesmerizing, Prosperous … But

By James D. Hessman, Editor in Chief

China's performance in this year's Summer Olympics was outstanding, spectacular, mesmerizing. The individual performances of the Chinese athletes, both male and female, the pageantry and costumes that enthralled television audiences throughout the world, the numerous state-of-the-art (and beyond it) arenas, playing fields, and stadiums built specifically to accommodate the games – all were colossal achievements, and both individually and collectively represented a great leap forward for the "New China" of the 21st century.

But there is another New China simmering, and sometimes bubbling, under that glossy surface. A China that still represses its own people (but not as much or as vindictively as under Mao Tse Tung and his immediate successors), a China that still regards the United States as a political and military enemy (but at the same time a cherished customer of Chinese goods), a China that, according to the U.S. Department of Homeland Security, is and has been for some time "the greatest source of both cyber attacks and espionage on U.S. military and government targets."

The many faces of the New China are discussed, objectively and dispassionately, in a well-researched report (Engaging the New China) released earlier this month by the Association of the U.S. Army's Institute of Land Warfare. That report, by David H. Kay, begins with the unequivocal assertion that "Communist China is dead." The former PRC (People's Republic of China) dictatorship has been replaced, though, by a more economically assertive and politically astute group of leaders who, although still xenophobic in many respects, have been eminently successful in promoting massive economic prosperity (an average GDP growth rate of 9.3 percent since 1998) while still maintaining tight political control of China's 1.3 billion people – 345,000 of whom are now millionaires, Kay reports.

There is much to admire about the New China, the AUSA author suggests. But also much to deplore – and, despite a very slight softening of the PRC's previous political animosity toward the United States, still quite a bit to fear as well.

View full report served from the DomesticPreparedness.com website at: http://www.DomesticPreparedness.com/reports/NSW_China08.pdf

Washington, D.C., California, Illinois, and New York

By Adam McLaughlin, State Homeland News

Washington, D.C. Tests Public-Safety Communications System

In late August, D.C. public-safety officials tested a communications system that allows firefighters, police, and medical personnel to seamlessly link their radio communications with the Internet. Government and industry officials say the technology - called Radio Over Wireless Broadband, or ROW-B – is designed to save time for first responders in an emergency.

By allowing a single user to view the current locations of other users within a given area, the system enables firefighters and others to create an ad-hoc group of users that can communicate with one another immediately and simultaneously, either over wireless broadband or through traditional wireless radios. The system's Web interface shows a map of not only the individual user's current location but also the location of other members of the ad hoc group in the area. It also displays the locations of buildings, fire hydrants, and other infrastructure components in the same area.

The interoperability of communications is a challenge facing jurisdictions across the country; most emergency officials rely on their own land mobile radio (LMR) systems, but state and federal responders are increasingly using mobile Internet devices. After 2001, the federal government ordered the creation of a nationwide interoperable communications network that could be used by first responders; its future became uncertain, however, after a DHS (Department of Homeland Security) plan to auction off airwaves for the network to private bidders – who would build the network and give public safety top priority – failed to attract a minimum bid.

Absent the private-sector funding needed (and expected) for a nationwide network, "You have to start with what you have available," said David Boyd, director of DHS's Command, Control, and Interoperability Division within the agency's Science and Technology Directorate.

First responders in the nation's capital have had the benefit of interoperable communications since before the 11 September 2001 terrorist attacks, putting the D.C. region ahead of the curve, but officials decided to test ROW-B in D.C. because the city still operates its own wireless broadband network devoted to public safety.

U.S. industry is now developing so-called "multimode" radios capable of operating on all known first-responder networks, but those radios will be relatively costly and their purchase and distribution could be well in the future. In the meantime, Boyd emphasized the need for jurisdictions to make use of the equipment they already have.

Another option for first responders would be to rely on a commercial cellular broadband network, but officials emphasized that those networks have a tendency to quickly become clogged in the aftermath of a disaster. "The commercial providers are not there within a few seconds after the event," Boyd said.

California
Orange County OCTA Plans to Install Cameras on Buses

By next year, the Orange Country Transportation Authority (OCTA) hopes to have cameras installed in about 40 percent of its bus fleet to monitor passengers and record onboard incidents.

The cameras, purchased with grant money provided two years ago by the U.S. Department of Homeland Security (DHS), are intended to serve both as digital watchdogs against crime and as a deterrent to potential threats. The money comes from $11.3 million in homeland security funds allotted to Orange County and Los Angeles County for increased bus and rail security, officials said.

A pilot program to allow transit police to monitor the cameras in real time from patrol vehicles is now being developed and should be in place sometime later this year, said OCTA spokesman Joel Zlotnik. Some of the cameras already have been used occasionally, Zlotnik said, to provide an internal view of incidents – e.g., when a passenger falls while the bus is in motion. A more important use of the cameras, though, he said, will be that they will "help strengthen the nation's transportation network against the risks associated with potential terrorist attacks."

"We hope to never encounter an emergency situation, but in the event we do, it is critical to have the strategies in place [beforehand] to respond as quickly as possible," County Supervisor Christopher Norby, OCTA chairman, said in a statement on the grant.

OCTA used about $2 million in homeland-security funds over the last two years to buy the cameras. In late August of this year, the Authority accepted another grant of about $1.5 million, most of which will be used to install cameras on 126 more buses; about $100,000 of the grant funds will be used to support an emergency-preparedness exercise and training program.

The new visual-security systems – six cameras inside a bus and one outside – will be installed on new vehicles as they join OCTA's fleet. Video footage is kept indefinitely, and the system is computerized, so drivers can simply push a button to "tag" an incident if and when necessary, Zlotnik said.

Illinois
Disaster Training Center To Open in Lake County

A disaster training center in the far northern area of Lake County that is believed to be the first of its kind in the Midwest will open early next year, project planners say. A permit for the facility – which occupies 80 acres near the Wisconsin state line – won unanimous approval on 9 September from the Lake County Board.

When complete, the center will train firefighters, police officers, and other first responders on underwater rescues, trench rescues, collapsed building operations, fire rescues, hostage situations, sniper incidents, and other emergencies, officials said. "This facility will place Lake County in the forefront of training for first responders," said Howard Simpson, president of the Great Lakes Disaster Training Foundation.

The foundation, which was established in 2004 to develop the training site just east of the Tri-State Tollway, will lease 70 acres of the property from the county for $1 a year for 60 years, with an option to extend the lease. About 10 acres at the site already are being used as a Lake County sheriff's firing range and will continue to be used for that purpose, said Jennifer Khoen, a county spokeswoman.

Some limited disaster training should start early next year, Simpson said. Construction of the training center will cost $30 million to $40 million, he said. The foundation already has raised about $1 million, but much of that sum already has been spent on planning and the approval process, Simpson said. The foundation will seek grants and private as well as corporate donations to cover the cost of construction, he said.

New York
NYC's 9-11 Lines Now Receive Video & Cell-Phone Pictures

A new era for tipsters started on Tuesday, 9 September, the day that New York City officials announced that the city's hot lines are now able to receive photos and video from computers and cell phones.

> ***More than 12,000 new computers have been installed in precincts around the city, the communications technology has been improved, and the department is better able to share information***

Callers to the city's 911 and non-emergency 311 lines will now be able to send in photos and video to report crimes, complain about quality-of-life problems such as uncollected garbage, and discuss other matters. Hundreds of other cities also accept text messages sent to their emergency hot lines, but New York City is believed to be the first with the capability to accept images, NYC officials said.

By next year, photos forwarded by bystanders will be made available to patrol cars, and may even be used as evidence in prosecutions, the officials said. "This technology should put a scare into every would-be criminal, because the chances of getting caught in the act are now better than ever," Mayor Michael Bloomberg said. He stressed, however, that the most important thing to do first in an emergency situation is still to call 911.

Police Commissioner Raymond Kelly said that major improvements in technology within the department that have taken place over the past six years have helped reduce crime, which so far this year is down more than 3 percent from last year. More than 12,000 new computers have been installed in precincts around the city, the communications technology in radio cars has been improved, and the department is better able to share information.

"When I returned to the department in 2002," Kelly said, "I saw that very little had changed" to improve the city's communications technology. "We were still one of the world's leading users of carbon paper and Wite-Out. But that has changed significantly." It took about 18 months to develop the new image software, which cost about $250,000, city officials said.

The city's 911 operators will still function as emergency dispatchers, officials said. If a caller says that photos and/or video are available, a detective from the New York Police Department's Real Time Crime Center will call back to receive the images. The caller can ask, though, to submit such materials anonymously.

Adam McLaughlin is with the Port Authority of NY & NJ, and is the Preparedness Manager of Training and Exercises, Operations & Emergency Management, where he develops and implements agency-wide emergency response and recovery plans, business continuity plans, and training and exercise programs.

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