

NATIONAL HOMELAND SECURITY CONSORTIUM SUMMARY

December 13-14, 2011 ♦ Miami, Florida

December 13, 2010

Welcome by Sally Heyman, Commissioner, Miami-Dade County and Carlos, Gimenez, Mayor of Miami-Dade County, FL

Comments by Tim Manning: *PPD-8 and the National Preparedness System; Why Should it Matter to State and Local Governments and the Private Sector?*

Manning was appointed by the President and confirmed by the U.S. Senate as Deputy Administrator for Protection and National Preparedness at FEMA in 2009. He is responsible for preparing the nation to protect against, prevent, respond to, and recover from acts of terrorism and natural disasters. Manning oversees the Agency's preparedness initiatives including national training, education, exercises, assessments, and community preparedness programs. Prior to joining FEMA, he served as Secretary of the New Mexico Department of Homeland Security and Emergency Management and Homeland Security Advisor.

Manning provided a brief overview of the origins of PPD-8 and discussed the evolution of homeland security through HSPDs 5 and 8. The PPD-8 implementation process is the first time DHS has actually tried to develop the national preparedness goal outlined in HSPD-8 and PKEMRA. Since the signing of PPD-8, the goal has been completed and outlines the five mission areas. The next major project is the National Preparedness Report currently being developed. Once the report is complete, the five frameworks are due and are proving to be daunting.

The frameworks are intended to be more efficient than the much larger National Response Framework. Having mitigation and disaster response included has led to big discussions in the Department due to differences between the counter-terrorism and traditional emergency management roles. Officials are trying to view PPD-8 implementation as an evolutionary development in the life of the Department making both emergency management and homeland security officials realize they are intertwined with one another and neither a subset of the other. The primary challenges have included coordinating different state and federal laws, complex organizational differences, and varying priorities across the country. The new system is meant not to make everyone conform to one system, but rather provide a system that can be tailored to meet specific needs.

One of the most important qualities of the new system is how requirements are determined and capabilities built. In the past, the federal government defined capabilities, but the idea with the new system is to reverse engineer capabilities and have state and local governments drive what is needed. Moving forward, as the frameworks and system evolve, consistency and providing clear guidance will be most important. The ultimate goal is not all state and locals being the same, but rather have the tools to know how best to revise current systems and organizations to manage disasters in the most cost effective manner. A goal of the Department is to have widespread stakeholder involvement in the overall process

and avoid traditional federal roadblocks to collaboration. Once complete, the hope is to have a collaborative and comprehensive preparedness system (training, exercises, planning, etc). The grants complicate the issue, however, due to how much the program is engrained in legislation. The intent is that the grant programs will evolve into a system whereby there may be baseline funding for basic requirements plus a competitive aspect

Facilitated Discussion by Glen Woodbury: *Exploring Immigration as a Homeland Security Issue*

Woodbury is the Director of the Center for Homeland Defense and Security at the Naval Postgraduate School in Monterey, California. His responsibilities include the development of executive education workshops, seminars, and training for senior state and local officials. He served as the directors of the Emergency Management Division for the State of Washington from 1998 to 2004 and is a past president of NEMA.

Woodbury provided an overview of some of the challenges in discussing a complex issue (or “Wicked Problems”) such as immigration. There remains a broad range of opinions even among the NHSC as to how to manage the issue of immigration. Some said their members feel immigration is predominantly a federal issue, whereas others say it’s inherently local.

One of the biggest challenges is that it has been nearly two decades since the last major piece of immigration legislation was passed in this country. Thoughts of the NHSC members ranged from the need for labor, illegal immigrants taking jobs from Americans, the need to recruit technical people to the U.S. to perform specific jobs, and the security issues of securing the border. Each region of the country is faced with a different set of immigration challenges. After much discussion, the difference between “immigration” and “illegal immigration” was noted where one poses security risks and the other most likely not, even though many going through the legal processes overstay their visas.

Matt Chandler serves the DHS Press Secretary. He is the department’s senior spokesman on counter-terrorism, border security, immigration, and federal law enforcement-related issues in addition to emergency management and response, and grant programs. He came to the department in 2009 with an extensive background in media relations and communications. He previously worked in the U.S. Senate and for RBI Strategies and Research, full-service political consulting firm in Denver, Colorado.

Chandler discussed the current DHS position on immigration. Immigration touches on a broad range of hot-button issues; race, security, jobs, and others, but the issues of immigration have been challenging the country for centuries. The Administration recognizes we are a nation of immigrants, but also a nation of laws and the system is currently failing. The department regularly communicates with state and local law enforcement to ensure progress is being made in enforcement, but remains concerned about the trafficking of drugs and weapons which is currently on the rise. The challenge remains of securing the border, ensuring public safety, while also maintaining the integrity of the overall immigration system. The department estimates 11 million immigrants currently in the country illegally. Arrests for border violations as well as crimes committed by illegal immigrants are up significantly in recent years. The Department definitely views immigration as a homeland security issue due to the inherent law enforcement functions, so steps have been taken to try and improve the reliability of identification documents, immigration fraud, and background investigations. The administration continues to push Congress to make necessary changes in both legal and illegal immigration issues.

NHSC-member organizations also presented their current positions. Details are available from the slide decks.

- ICMA commissioned a white paper in 2008 to look at immigration issues that set forth four principles for immigration reform.
- Major Cities Chiefs has had an immigration statement in the past, and it was completely revamped last year to include specific statements to the President and Congress to urge federal legislative changes. They recognize immigration as a federal responsibility and an inherent need to secure the border first.
- The U.S. Chamber of Commerce remains an advocate for immigration reform to secure the border while also ensuring the free flow of trade and travel. The immigrant workforce must be legal and user-friendly for businesses. The Chamber supports many reforms to existing visa and guest-worker programs.
- NACo believes the broken system needs to be fixed through comprehensive immigration reform. Highlights include securing borders, guest worker programs for legal immigrants, and providing uniform enforcement of all existing laws.
- NLC reorganized the immigration issue within the association approximately 8 years ago. A comprehensive immigration reform policy was developed two years ago including an urge for Congress to act quickly on reform. It also encourages enforcement of existing laws in the interim.

One consortium member suggested a better delineation between legal immigration reform and the issue of illegal immigration. Another significant challenge, however, is shady practices some business owners undertake in order to pay reduced wages to employees they know (or find out who) are here illegally. The issue of domestic education and high drop-out rates were also brought-up as presenting difficulties in developing and maintaining a strong workforce without the need for illegal workers.

A Panel Discussion: *Lessons Learned from Hurricane Irene*

Robert Salesses is the Deputy Assistant Secretary of Defense for Homeland Defense Integration and Defense Support of Civil Authorities. He is responsible for the development, coordination, and oversight of the integration and implementation of plans and policies for defense support of civil authorities, programs, and budgets within DoD components and homeland security-related interagency relationships.

Salesses offered a brief overview of the current climate within DoD including budget difficulties (\$500M to be cut over 10 years) as well as the danger of national threats and vulnerabilities. The CBRNE enterprise has recently been realigned to better serve state and local needs. They are also looking at the issue of medical countermeasures and the relationship between the different levels of government and the medical community. In the last year, DoD participated in the NLE 2011, response to the Japanese tsunami, and Hurricane Irene.

Hurricane Irene brought about significant uncertainty specifically in determining landfall and where capabilities would be needed. From a Title 10 perspective, the relationship with FEMA and other departments has improved in recent years through pre-scripted mission assignments. Base evacuations went well. Integrating Naval assets on the coast worked very well as they remained ready to provide assistance if needed. Past investments in the National Guard provided to be one of the biggest positives in the response to Hurricane Irene. Salesses also commented that the Emergency Management Assistance Compact (EMAC) worked well.

As for areas of improvement, the biggest issue was balancing federal capabilities and how (or whether) they were needed at the state and local level. The process by which the transition is made from a state response to requiring federal assets can sometimes be cumbersome. DoD did learn that delivering forces

to large-scale events remains difficult especially when overall availability is considered. One remedy which DoD officials are working on is utilizing assets closest to an event. They want to empower larger DoD facilities to offer assets when an event occurs and ensure the defense support to civil authorities is not overwhelmed by requests. In recent years, DoD has invested significant resources in joint planning efforts and are confident the integration of capabilities continues to grow.

Tim Manning's Biographical Information can be found above.

Manning said one of the biggest concerns was the uncertainty in terms of the storm track, timing, needed assets, modeling, and communication mainly with the public. Irene is considered the largest disaster since the implementation of PKEMRA and at one point; there were 60 million people in the watch and warning zones. Pre-landfall declarations were completed in ten states, and assets were deployed, but admittedly FEMA did not always know where all those assets were going. Staging bases for equipment were utilized across the eastern seaboard, but given the size of the impact zone, FEMA did not have enough community relations personnel to reach all the affected areas. Manning also mentioned the benefit of pre-scripted mission assignments agreed to with DoD.

A huge success was seen through the "Whole Community" approach by truly integrating the public and private sectors as well as all levels of government. Recently a private sector representative was brought into FEMA to help with the actual operations of the response which worked very well. Social messaging efforts were successful with more than 52,000 followers on Twitter and a new application for smartphones which provided people with the nearest shelter.

There are some areas for improvement. The NRCC did need was some more insight into the EMAC deployments to determine where assets are going. If the storm had been much worse, more temporary housing would have been need which would have exceeded the agency's capability. Some improvements have been made to the recovery organizations in the Agency focusing on moving FEMA toward NIMS compliance but using different terminology to avoid conflict with actual operations.

Manning was asked about challenges with ICS implementation. He acknowledged it was difficult primarily because of the differences between supporting the responders versus being the responder. Over time, ICS has been modified to fit specific needs, so now there is not necessarily conformity across the board. Moving forward, NIMS may need to evolve and be modified to fit all purposes if it's truly going to be used nationally.

Kris Eide is the Director of the Minnesota Homeland Security and Emergency Management Agency and has responsibility to ensure coordination of state agency preparedness and emergency response to all disasters. She serves as the State Emergency Response Commission and represents Homeland Security and Emergency Management on several statewide committees and councils. Eide has been involved in emergency preparedness and response for 30 years and has been the Governor's Authorized Representative and State Coordinating Officer for 12 Presidential Declarations.

Eide provided an overview of efforts by the Emergency Management Assistance Compact (EMAC) and noted the full after-action report will occur in January. Twenty-five assisting states sent 1,123 personnel to 9 impacted states as well as the NRCC. During Irene, there were several rumors or hypothetical requests which were unusual in EMAC operations. EMAC was also not part of the discussion regarding the pre-positioning of National Guard equipment which made it difficult to accurately determine available assets. In the future, an EMAC representative will be housed at NORTHCOM to help prevent such issues. Also, some confusion was present between requests for Incident Management Teams versus EOC

Support Teams, so some clarification will be determined in future incidents as well as better understanding the individual EOC organizations of various states.

EMAC will continue to do personnel accountability reporting in order to identify issues and find resolutions throughout the response. In some states, once the A-Team members arrived, there were no supplies for them to operate. Fortunately, most of the A-Team members brought their own equipment, but state emergency management directors will continue to be reminded to provide adequate resources. Like FEMA, the ability to gain full situational awareness was difficult, so in the future, a better analysis of critical infrastructure, road structure, and the state's history of events will be made available to A-Team members. Overall, improvements will need to be made in ensuring supplies are available to A-Teams as well as comprehensive Req-A's completed entirely which can be facilitated by mission-ready packages developed in advance of disasters.

Leslie Stein-Spencer is a Registered nurse and currently works for the Chicago Fire Department as Manager of the Division of Medical Administration and Regulatory Compliance as well as serves as Program Advisor to the National Association of State EMS Officials. She previously worked as a consultant and provided subject matter expertise on hospitals, public health, and emergency medical services system preparedness activities. Prior to consulting, Spencer was the Chief of the Division of Emergency Medical Services and Highway Safety at the Illinois Department of Public Health for 18 years.

Spencer walked through the available assets of ambulatory staffs which usually include patient care, general transport, evacuation assistance, and sometimes first aid. Prior to landfall, an identification and notification of EMS resources were deployed in consultation with FEMA. Irene worked well primarily due to a large communication drill conducted in July. Early-on in the Irene response, EMS groups were included in FEMA conference calls to help coordinate the response and informed the group that 175 ambulances had been requested by New York alone. An important note was that no ambulances would be relocated from affected states. FEMA provided regular updates and communication was strong between state organizations. Some issues that arose were as simple as having correct phone numbers for contacts. Also, ambulances were sometimes deployed from states without notification to state EMS officials. Moving forward, contiguous states/jurisdictions may look at MOUs between each other on how to get EMS resources quickly and notification to state EMS officials regarding deployments will be improved

NHSC Group Discussion on Current Issues & Business Session

- John Madden provided an overview of NEMA's Comprehensive Preparedness Grants Structure proposal which will be transmitted to all stakeholders in the near future. Questions were raised about which grants are included. Consideration will be given to whether the issue of grants reform should be included in any update to the NHSC paper.
- Medical countermeasures and the 48 hours after an event will become a more prevalent issue within the administration in the coming year especially for the remaining seven test UASI jurisdictions. The distribution system is the true problem facing the law enforcement community and would like more of a voice in the federal process. The NGA Center for Best Practices is bringing together some stakeholders to work through the issue.
- Yucel Ors from APCO gave an update of the legislative situation with D-Block

◇◇◇◇◇

December 14, 2010

Presentation by Wayne Robbins: *The Growing problem of Prison Radicalization*

Robbins is a Principal Investigator with the New Jersey Department of Corrections where he has served since 1988. In 1997, he was accepted into the Special Investigations Divisions where he conducted administrative and criminal investigations for the New Jersey Department of Corrections. He currently serves on the joint Terrorism Task Force and has developed and taught the training curriculum of "radicalizations" to the Corrections Staff Training Academy and nationally with concern to terrorism and its influence on homegrown radicalization.

Robbins gave an overview of some of the current challenges regarding radicalization. Prison radicalization continues to be a growing issue across the US. Getting radical imams into U.S. prisons is becoming easier and easier. Recent worldwide events since September 11 have spurred the need for broader recruitment by radical Islamists. The definitions for domestic terrorism, terrorism, and street gangs are all very similar. The religious conviction behind the Islamists complicates the ability for corrections officials to appropriately interview to determine source development and whether they pose a risk. The community is extremely close-knit and information moves quickly and efficiently. The challenge for corrections officials is working into the communications network to gather intelligence.

Initial indicators of potential radicalization include identifying tattoos, general demeanor/behaviors, and change in routine or appearance (ie, abnormal facial hair). Reading material can also be a key indicator with multiple versions of the Quran being distributed regularly. Furthermore, individuals that challenge, threaten, or intimidate authorized legitimate imams, Chaplains, or moderate Muslims within the community can identify potential problems. Many prisoners will become radicalized just before entering prison as a way to seek protection. Robbins provided information on many traditions practiced by Islamists within the prisons as well as strategies for managing extreme cases and disagreements between gangs. He also provided an overview of some foiled attacks as a result of behind-the-wall radicalization.

As Robbins took questions, a participant questioned the consistency and level of training on radicalization to state departments of corrections. Robbins indicated that unfortunately, the quality and consistency is actually quite low and uncoordinated. In some areas, local law enforcement does a good job of identifying gang members, but there remain issues with communicating those capabilities to other agencies and departments. The other major issue to be addressed is that any time the issue of radicalization comes to be discussed; the fear of political correctness often suppresses honest and open dialogue on how to combat the issue.

Final Business Session

The NHSC voted on two of three Tri-Chair positions for 2012. By unanimous vote the Adjutants General Association of the U.S. and the Governors Homeland Security Advisors Council were elected. The National Emergency Management Association is a permanent Tri-Chair.

The next NHSC meeting is being considered for spring to early summer 2012 in Washington, D.C. The NHSC will invite representatives from the presidential campaigns to address the group on their positions regarding all hazards emergency preparedness/homeland security. In the meantime, the white paper will be looked at for possible updates and a work session scheduled. Clark Kimerer with MCC volunteered to put together a matrix to track issues in the current white paper. Mike Brown with NSA offered to host an online forum for consortium input on white paper updates.

- Some potential issues that may be included in the next version of the white paper: sustainment of capabilities, grants reform, transparency in funding, public-private sector integration, implementation of new broadband network, medical countermeasures, impact of climate change, functional needs sheltering, fusion centers, and the unity of the homeland security enterprise.

The NHSC also agreed that member organizations need to help distribute Tim Manning's message regarding the intent of PPD-8 so that all stakeholders have an accurate understanding of the goal and can support it.

There being no further business, the NHSC meeting was adjourned.