

*Symposium Series Number 4*

A close-up, slightly blurred image of the American flag, showing the stars and stripes in a dynamic, waving motion. The colors are vibrant, with the blue field of stars and the red and white stripes. The flag is the central visual element of the cover.

**The Role of “Home” in  
Homeland Security**

**The Role of First Responders**

*The Challenge for State  
and Local Government*

*Symposium Series Number 4*

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Homeland Security**

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*The Challenge for State  
and Local Government*

*September 11, 2003*



**The  
Rockefeller  
Institute  
of Government**

*Albany, New York*

The Nelson A. Rockefeller Institute of Government  
Albany, New York 12203-1003  
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Printed in the United States of America

The Nelson A. Rockefeller Institute of Government  
411 State Street  
Albany, New York 12203-1003

January 2004

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## Foreword

**T**he events of September 11, 2001, dramatically raised the stakes for American government's ability to address the problems of homeland security. Confronted for the first time with an adversary with the ability to plan and carry out attacks which inflict massive casualties, American governments find themselves required to take large-scale actions on a variety of fronts to identify and apprehend would-be terrorists, protect critical infrastructure, and prepare to respond to future attacks. While much attention has been focused on the national government's efforts to address these problems, there has been less consideration of the role of state and local governments, which play a critical role in preventing and responding to terrorist attacks.

To focus attention on the role of state and local governments in homeland security, the Rockefeller Institute of Government, a nationally recognized center for research on American federalism, hosted a series of symposia collectively entitled "The Role of 'Home' in Homeland Security: The Challenge for State and Local Government." This series featured nationally recognized experts convened to contemplate the most important challenges for state and local governments in homeland security and identify what government must do to keep our nation secure.

These symposia focus on the following four topics:

- Public Health
- The Federalism Challenge
- The Detection and Prevention of Terrorism
- First Responders

Speakers at each symposia are listed after this Foreword. Transcripts of each conference are available on the Rockefeller Institute's website

([www.rockinst.org](http://www.rockinst.org)) or can be obtained in hard copy from the Institute's publication office.<sup>1</sup>

This report contains the discussion at the fourth of these symposia, "The Role of First Responders," held at the Rockefeller Institute of Government on September 11, 2003. John Fenimore, former Adjutant General of the State of New York and Chair of the New York State Disaster Preparedness Commission, presided over a panel that included Thomas Rinaldi, Deputy Director of the State Emergency Management Office of the State of New York; Penelope Turnbull, Director of Business Continuity Planning for the Marriott Corporation; Larry Reader, Assistant to the President at Onondoga Community College; and Andrew White of the Office of Domestic Preparedness of the U. S. Department of Homeland Security. While the discussion covered a wide range of issues related to the organization and operation of the fire departments, emergency medical services, and police departments that are the initial responders to any emergency situation, including a terrorist attack, several points stood out:

- The initial response to terrorist attacks and other emergency situations is unequivocally a local function, and successful response to these situations requires coordinated action at the local level. Federal and state responders frequently take hours or even days to reach the scene of an attack or other disaster, making the quality of the local response critical.
- The events of September 11th and after have significantly expanded the ranks of "first responders" and dramatically lengthened the period of response. Traditionally, fire departments, emergency medical services, and police departments were the agencies that responded to disasters. In the aftermath of September 11 and the Anthrax mailings, public health, mental health, environmental protection, and other agencies were involved in responding, as well as a variety of private companies affected by the disasters. Rather than being over in a few days, the response to these terrorist incidents consumed several months.
- Effective first response in both public and private sectors requires considerable prior planning and communication be-

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<sup>1</sup> The publications office may be reached by phone at (518) 443-5258; by fax at (518) 443-5832; or by mail at 411 State Street, Albany, New York 12203.

tween a wide variety of organizations. Responders need to have established relationships and plans with other agencies before an incident occurs. This is frequently a difficult task — many agencies do not deal with each other in the normal course of business and have markedly different cultures and operating styles. Getting these agencies to “mesh” effectively under high-stress conditions is a complex, demanding management task.

- Training for first responders needs to be upgraded and professionalized. Some states, such as Maryland, have centralized training into one facility under one uniform doctrine, while other states’ training activities are more fragmented and decentralized. While there are a variety of training programs for individual responder communities, there needs to be more focus on improved communication and coordination between different agencies before incidents occur and other larger management questions.
- Federal financial support for first responder training, technical assistance, equipment purchase and other activities is currently fragmented among a large number of programs, each “stove-piped” to a particular responder community such as police, fire, or emergency medical services, with little cross-program coordination. The Federal Department of Homeland Security is attempting to create a “one-stop shop” for federal assistance that requires that local agencies have plans in place to cooperate with each other in order to qualify for assistance.

It is a pleasure to acknowledge the contributions of a number of people to the success of this symposium and the publication of this transcript. Funding was provided by Blue Cross/Blue Shield of New York. Courtney Burke of the Rockefeller Institute staff organized the symposium and, with Michelle Kelafant, managed the meeting’s logistics. Michael Cooper handled the layout and other production chores for this publication. In addition to serving as moderator, Jack Fenimore provided much excellent advice on the selection of topics and speakers. Our thanks to them all.

**James W. Fossett**  
*Senior Fellow*  
*Rockefeller Institute of Government*

# SYMPOSIA TOPICS AND SPEAKERS

## **Public Health — January 31, 2003**

- *Georges C. Benjamin*, MD Executive Director of the American Public Health Association and former Maryland Secretary of Health and Mental Hygiene and president of the National Association of State and Territorial Health Officials.
- *Harvey Fineberg*, MD, Ph.D., President of the Institute of Medicine and former Provost of Harvard University and Dean of the Harvard School of Public Health.
- *Carol Ann Rauch*, MD, Ph.D. Chief of Clinical Pathology at Baystate Medical Center and member of the Massachusetts Governor's Bioterrorism Preparedness Task Force.
- The symposium was moderated by *Dennis P. Whalen*, Executive Deputy Commissioner of the New York State Department of Health.

## **The Federalism Challenge — March 24, 2003**

- *Professor Don Kettl*, who has studied the federalism challenge of homeland security, is the former Director of the University of Wisconsin Robert M. La Follette School of Public Affairs and teaches public administration and public management.
- *Paul Posner*, Ph.D., a recognized national expert on U.S. federalism, is the Managing Director, Federal Budget Issues, Strategic Issues for the General Accounting Office.

- *James Fossett, Ph.D.*, an expert on public management and health policy is a professor at the State University of New York at Albany
- The session was moderated by *Frank Thompson*, Dean of the Rockefeller College of Public Affairs and Policy at the State University of New York at Albany. Thompson recently edited a special section of the *Public Administration Review* on the role of state and localities in homeland security.

#### **The Prevention and Detection of Terrorist Attacks — June 12, 2003**

- *James McMahon* is Superintendent of the New York State Police. He is responsible for overseeing the state's police force and directing law enforcement activities that combat terrorism.\*
- *James Kallstrom* is advisor to Governor George E. Pataki on homeland security and is the former Director of Public Security for New York State. He also served as head of the Federal Bureau of Investigation's New York Division and is Director of Public Security for MBNA America.
- The session was moderated by *Thomas Constantine*, former Superintendent of the New York State Police and Administrator of the Drug Enforcement Agency.

#### **Training First Responders — September 11, 2003**

- *Tom Rinaldi* is Deputy Director of the State Emergency Management Office of the State of New York.
- *Penny Turnbull* is Director of Crisis Management and Business Continuity Planning at Marriott International.
- *Larry Reader* is special assistant to the President of Onondaga Community College, part of the State University of New York. Onondaga Community College has developed an A.A.S. degree in conjunction with the NYS Emergency Management Office. The Emergency Management curriculum is based on the

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\* He takes over as director of the New York State Office of Public Security in August 2003

FEMA Higher Education Project and is designed to be offered statewide by SUNY Community Colleges.

- *Andrew White*, Office of Domestic Preparedness of the U. S. Department of Homeland Security.
- *John V. Fenimore*, former Adjutant General, State of New York and Chairman of the New York State Disaster Preparedness Commission, will be the moderator for this session.





## Welcome — *Richard P. Nathan*



*Richard P. Nathan*

**I**t goes without saying that today is the second anniversary of the tragedy of the terrorist attacks on the Pentagon and World Trade Center towers. When Courtney, Jack, and I originally chose this date, we did so because it was free on our calendars. It was not until later that we realized that this was the anniversary date of the attacks. Although we picked the date because it just worked out, I think it is appropriate and propitious that we are holding this event on the anniversary of the terrorist attacks.

In our last symposium our speakers were people in the interdiction field. They all recalled where they were on September 11, 2001. I remember when September 11 happened. I was working at home and I went to the drugstore and there was a lady telling the cashier that somebody had piled into the World Trade Center. When I got to work I found out that, indeed, what she was saying was true and terrible.

We at the Rockefeller Institute have a particular niche in this subject matter and that is the role of state and local governments in homeland security; it's not just what happens in Washington. We have called our series the "*home*" in homeland security. We have and will publish each of these four meeting transcripts and will complete a book on the role of state and local governments, the federalism in homeland security, which is a great, strong interest area of the Rockefeller Institute. So I want thank Courtney Burke and Jim Fossett on our staff for having set up these meetings. You are welcome to take copies of the transcripts.

My job this morning is just to welcome you and to introduce the person who is the leader for today's meeting and who had the most to do with organizing it — General Jack . Jack is not only our key person on this part of our project, but he is also working with Chancellor King and the Rockefeller Institute on a project focused on homeland security and the role of first responders. We are very pleased that there are ten community colleges in the SUNY system represented here today.

Jack is the former Adjutant General of the State of New York, and served concurrently as chairman of the state disaster preparedness commission where he had overall responsibility for state responses to natural or manmade disasters. At the federal level, he served as chairman of

the National Guard bureaus' weapons of mass destruction advisory board. He was supported by Governor Pataki as Adjutant General and served in that role until recently. He is an expert and consultant in his field and he is the leader of and will direct our Rockefeller Institute project on what we call our center on domestic preparedness, which we're developing with the Chancellor's office. I've learned a lot from the speakers here today and I'm going to learn more and all of us are going to learn a lot. I welcome you and thank you for coming and turn the meeting over to General Fenimore.

### **Moderator's Opening Remarks — *General Jack Fenimore***



*Jack Fenimore*

**T**hank you very much and welcome. My memory of how we picked this date coincides exactly with Dick Nathan's. In retrospect I think it's good we did pick today because all around the country and particularly in New York and Washington and Pennsylvania, they're having memorial services, commemorative events, moments of silence during the day, and church bells ringing. All of this is very necessary and very appropriate. It's a good way to pay tribute to the people who lost their lives two years ago. However, I think the most important tribute we can pay them is to be committed to doing something about making sure the odds of that happening again are diminished and that should it happen, the loss of life and property will be far less. So by being here today to learn what we can from these presenters, and go back and think about it and hopefully put some of their ideas to use in our own lives, we can best honor those people who died by doing something about the situation that caused them to lose their lives in the first place.

This is actually the fourth in a series of symposia on homeland security with the emphasis on the "home". It's not surprising because the Rockefeller Institute is a public policy research institute, focusing on federalism. They have an instinctive understanding, based on all the research they do, of the importance of capability at the local level. What happens here will be transcribed and made available later in book form. The transcripts from the earlier sessions are available on the Rockefeller Institute's website.

The first symposium focused on public health. That was an excellent starting point because the public health system is probably our biggest vulnerability in a number of ways. The health community — with the possible exception of some elements of the private sector — is less effectively linked with the rest of the public response than any other component of the responding community.

Next, we went on to federalism, where the subject was that complex interaction between different layers of government, from Washington all the way to the state and local levels. The last symposium, in June, was Detection and Prevention, which was the law enforcement piece of homeland security. Today we finish up with the first responders, with an emphasis on training first responders. That's probably very appropriate because I can't think of any other aspect of coping with terrorism that brings you a better return for the dollar spent than training first responders. I hadn't always understood that, but I had the good fortune to spend about three years on a project at the Kennedy School at Harvard in a program called "The Executive Session on Domestic Preparedness". A few years ago, as some of you remember, the Department of Justice was given the responsibility for consequence management, something they hadn't dealt with before — they just handled the law enforcement side of it. So they went to the Kennedy School, as many federal agencies do, and requested a long-term study to identify issues and recommend policy.

If you had to sum up the conclusion of this three-year program into one sentence, it would have to be: *"the key to success is capability at the local level."* Not all of the people who participated believed that at first. Many of them came into the process, particularly those who were totally federally focused, thinking that what you do at the federal level is going to make all the difference ultimately. But that was not the conclusion we came up with. The key to success is principally a function of capability at the local level. So for that reason, I'm especially pleased that this last symposium of the series is focusing on local responders.

We have a very good mix of speakers today because they approach this issue, from totally different perspectives. The first will be Tom Rinaldi, Deputy Director of the State Emergency Management Office and I'll say just a little bit more about him in a minute. He will talk to us from an emergency manager's perspective at the state level. Then we have Dr. Penny Turnbull, who represents the private sector; she's from Marriott International. It's really good to have that perspective because we in the public arena don't hear it as often as we should

Next on the agenda is Professor Larry Reader from Onondaga Community College in Syracuse, a college that's putting together some pretty ambitious programs in emergency management, and training of first responders. And finally, we're very fortunate to have Andrew White from the Office of Domestic Preparedness. He comes from the part of that office that focuses totally on training first responders in the state and local communities. He understands our challenges very well, and will give us the Washington perspective.

We purposely did not get the speakers together prior to this to compare notes because we didn't want their first ideas to be modified in any way by talking to the others. So there may be some conflicts and differences of opinion on approaches to certain issues, and that's good.

### **Introduction of First Speaker — *General Jack Fenimore***

**L**et us start with Tom Rinaldi. Tom is the Deputy Director of the State Emergency Management Office (SEMO) and his background in emergency management is principally in the fire arena. He spent about 35 years in the role of fire fighting, some of that as career firefighter in Maryland and more recently in the volunteer community, and I believe he's still serving as a captain in one of the local fire companies in Stillwater. He remains active in the operational side of the business, which is particularly useful in his State role. He's got years of hands-on experience. Some of you who saw the original notice of this symposium may have noted that Jim Natoli was going to be one of the presenters. Jim is the Director of Emergency Management, and because of all the 9/11 commemorative events happening today, he is unable to join us. It would have been good having him here, but in a way, Tom might be more appropriate for this particular discussion. We get a more operational perspective from Tom because he has been the operations chief on a number of emergencies managed from SEMO.

He has served many times as an Incident Commander, and has run the emergency operations center at SEMO for many of the large events, such as the 9/11 response in New York. He has considerable operational experience, does a lot of work in the training arena, and has a pretty

good view of what's going on in emergency management in New York State. And with that, I'll turn it over to Tom.

### **Speaker's Remarks – Tom Rinaldi**



*Tom Rinaldi*

**T**hank you, General. I still have a hard time not calling you General, because I called you General for so long. Good morning, ladies and gentlemen. What I would like to do today is to paint a picture, put some thoughts and some ideas on canvas and show you that there are bright spots out there yet there are still fuzzy areas out there that we need to fill in. Most of what I have put on paper is from experiences that I have walked through in the last 35 years. As the General said, I started out my fire career locally but then moved to Maryland after I graduated from college and found myself spending a lot of time in the firehouse in Maryland because Maryland is a little different from the State of New York.

#### ***The Role of First Responders Prior to 9/11/01***

**B**efore 9/11 many of the first response agencies were dealing with specialized response. Their attention, like in the fire service, was hazardous materials, which we remember long ago was a federal program that brought money to the localities to train people for hazardous materials response and it was the buzz word several years ago. We have this problem out there and we have to fix it. So let's put money into the program; let's train first responders; let's give them the equipment that they need to work with. Does this sound familiar?

That happened several years ago and then that program has slowly diminished and gone away. I see a lot of people shaking their heads out there, agreeing. We were doing high angle rescue; we were doing technical rescue; this especially became the buzz word after Oklahoma City. Now we have to get into technical rescue so we need funds to train people and we need equipment to respond to technical rescue. The earthquakes in California also brought that to bear, brought it to the forefront for first responders.

There is also the issue of firefighter survivability — that was just starting to gel prior to 9/11. After 9/11 it was thrust again to the forefront, to the spotlight. We also have F.A.S.T. teams, people that are just at a fire scene to rescue firefighters in need. We had water and ice rescue; we had all programs. And the fire service stood up there and said, "Whatever you thrust at us, we can do that. We can take that on. In some cases, when there was a program out there or a need, the firefighters kind of looked around and said, "I guess we're it; we're the ones to get called."

Police departments very often find themselves in the same situation. There's nobody else to call so you pick up the phone and you call 911. I had a call the other night. On Saratoga Lake, after dark, a boater ran out of gas. They called the fire department. We helped them. EMS, prior to 911, were worried about response protocols, training. Police organizations were dealing with special operations units. Domestic terrorism issues, especially after Oklahoma City. School violence, thrust to the forefront by CNN and the incidents that occurred. The war on drugs, gang violence. So all of those were very important focuses for first responders.

### *Role of Emergency Responders After 9/11/01*

**A**fter 9/11 that all changed. First responders and their protection was now thrust into the spotlight, where all of a sudden we realized that first responders, police, fire, EMS, the traditional first responders, were thrust into a role that they had never been in before. And we need to do something for them; they're the first wave in America that's going to respond to a terrorism event and we're sending them out there unprepared. All of a sudden there's this realization that this is happening. What are we going to do about it? Well, obviously — no offense to the federal government — first thing we're going to do is throw money at it. Is it the right thing to do? Let's go on, let's see.

Fire departments realize they need protection; they need physical protection; they need training; they need detection equipment. If they're going to be the first ones out there, we need something to deal with it. The police departments respond; the police respond and say, "Well, it's about time they paid attention to this. We've been telling them that all along." And it's true. EMS all of a sudden discovers

they're part of a larger response group and they need protection too; they get drawn into this.

Emergency managers need to convince others that they are first responders. When we saw 9/11 occur, all of a sudden these nontraditional first responders come on the scene, including construction workers, health workers, mental health workers, sanitation workers, utilities, schools, and volunteer groups, all part of the large response — they become first responders all of a sudden into a long-term incident that's going to take weeks and weeks. These responders were not used to that, neither the traditional nor the nontraditional. The fire service — you go out on a call and you always hope that the call is only going to last a few minutes, but even if it doesn't last a few minutes, it may last a few hours. An EMS call might take a couple of hours.

Police response — maybe the longest actual, you know, intense incident might be a standoff or something like that or a blockade incident. But we're not used to, as first responders, going to incidents that are going to last months or weeks. We have an operation mentality — go in, get it done, get back, get in service. We're not used to those things that are going to last weeks or even months. So we don't have that planning component. We do all the planning up here (in our minds) instead of laying it out in an organized manner.

### *The Challenges of Coordinating a Response at the Local Level*

**N**ow we have traditional and nontraditional organizations thrust into the role of the first responder, yet not understanding what their role is or where they fit or how they interact. There has to be some organization that's overlooking the whole thing and understanding that there has to be a coordination hand in all this or else what do we have? We have stovepipes; we have individual response; we have this one operating over here and this one operating over there, and that one operating over there, and guess what? They're all competing for the same pot of resources within the incident. There's only so many resources to be had — they're either local or they're state or they're federal. And how long does it take for the federal resources to get here? It can take 24 to 72 hours, or maybe even longer, depending on what the resource is. So we have to learn to work together right from the beginning, that front end

load, to understand each one of these groups, whether they're traditional or nontraditional first responder, how to work together right from the beginning.

The problem is that in many cases, only after the incident begins do they start to understand what their role is and what their position is. We affectionately in the emergency management office call that "the mating dance." So we have this mating dance going on that could take hours; it could take days; it might even take three or four days and all of a sudden everybody goes, "Ah! That's what I'm supposed to be doing and this is the person I'm supposed to be talking to." Then they realize they're dependent on the same resources. It's like, instead of competing, why don't we work together? Good idea, very good idea.

The other problem that they have is that in every disaster there's a starting point. Every disaster starts locally; it also ends locally. So there's a starting point and a stopping point. But somewhere in between, there's a transition. We have to make that transition between operations and support, in some cases. The fire department has a very hard time making that transition. I had that problem when I was incident commander for the tornado that went through my community. As we did operations, — all of a sudden there comes a point where, okay, there's no more houses to search; there's no more operations for the fire department to do; what do you do?

Now you become support; there's a transition. But you have to understand that at some point there is that transition; you have to know when that point comes. You have to, at some point in time, say to people, "You need to go home. You need to stop responding. You need to bring the adrenaline level down. You need to shift gears." That's hard for operational first responders to do.

### *The Role of the Federal Government in Response*

**A**nd then there is the federal government — where the first reaction is, "We need money to solve the problem." The states and the localities are appealing for funding to protect first responders and there have been millions put out in the field. What has happened? Everybody has started to compete against one another for the same federal dollar. The other problem that we see, again, as a first responder is that I'm looking out for my position, saying, first of all, "What the hell is going on out there?"

Where's it all coming from; where's it all going? What are we supporting and what are we not supporting?"

We also have an economy that can be affected by a terrorist incident. We have budget limitations by state and local governments who would like to get hold of this money and use it for their own purpose. We have loss of business as well as recovery issues that have strained budgets, both in the private sector and the public sector. We know that some kind of federal relief is the only place that we can go to get relief. Now that federal agencies are vying within the federal government, vying as to who is going to get this money out there. "I want to get the money," because we all know that there's a little administrative money with this and it justifies salaries.

Funding is partially based upon which cities have the greatest vulnerabilities and population. So we had 120 cities that all of a sudden received a bunch of federal money; and equipment goes out. We want to do training; we want to do exercises. All the other cities are saying "Well, what about me? Where's mine? I'm Plattsburgh; I don't have a big population but I have a border with a foreign country. Where's mine?" Or "I'm Texas and I have a border with a foreign country and I'm some little town in Texas. Where's mine? I have a vulnerability too but I don't have the population." So it had to go someplace, right? So the original funding was heavily based upon population.

So now we have the floodgates open and we have hundreds of new and existing programs administered by thirty or more federal agencies, hundreds of programs. Early in this process, maybe a year or two ago, we counted and we saw 132 programs administered by 40 different agencies. What do you think the guy at the local level is thinking or sees? Again, we're looking up. It's like oh, my God, here it comes and where do I go? Which agency do I go to? Who do I listen to? Where does it come from? Can't you make this easier? Can't you make it one-stop shopping? Can't you make the grant process all the same? So it's very difficult, very confusing; it's still confusing. It's confusing to the first responders; it's confusing to the states. Who's in charge? Where's it coming from? Where's it going? Who's it going to?

### *Insularity of Emergency Response Programs*

**A** major problem, and one of the things that we've been trying to solve for years, is eliminating the stovepiping of programs. Let's get away from the stovepipes where we have EMS getting their money and their attention over here, health agencies getting their money and their attention over here, police agencies over here, fire agencies over here, somebody else over here, but nobody's coordinating it. They're buying the same thing these people are buying over here; they're competing for the same dollar within the ranks and now they're clawing over the top of one another to get at this federal money.

But one thing we've done that will help to eliminate the stovepipes is the establishment of the Department of Homeland Security. The federal government tried to consolidate all these agencies. They knew the states and local responders wanted one-stop shopping; let's try to do it. It's a beginning, but we need more work.

We actually have people in agencies out there who have said to us, "I don't want the money." Can you believe that in today's age? "I don't want the money; I don't have the staff to handle it; I don't have the time to deal with it and I don't like the strings attached to it. I don't want your money. Thank you very much, close the door, goodbye." They say they can't spend the money because they don't have the staff to be able to pay attention to it. Isn't that amazing? Again, let the competition begin.

One of the negative aspects about this whole thing is now competing agencies within disciplines are competing against one another for the same dollar. Those of you from SUNY can understand this. We have SUNY administration in each and every college competing for the same dollar that comes into SUNY. I was a SUNYite for many years; I understand it.

Another negative effect is there's no coordinating requirement or coordinating agency; programs continue to be stovepiped. Who's buying what? Is it compatible with mine? Are there any standards? Who's coordinating this? Who's going to pay for maintenance? Who's going to fund that maintenance? Okay, we got all this federal money coming down; we're buying all this equipment; we're giving it to the fire departments; we're giving it to the police departments. Who's going to fund it and maintain it three years from now, five years

from now? We get the big shot — boom, here it all is. Now it's going to become the problem of the local and state governments to maintain and fund not only the equipment but the people to take care of it in the years to come.

### *Planning and Funding Issues for First Response*

**A** major question is who will pay for all this? That's the first question that I always ask when somebody's doing something — who's paying for this? Those of us who are smart enough to ask that question are still asking that question. Okay, when the federal money goes away, who's paying for this? Is it going to continue to be a strain on budgets? Where's the plan to coordinate the use of the equipment? We have supplemental grants out there; they have required a comprehensive emergency management plan. We're finally requiring people to do strategic planning and to get everybody in the community involved in it. These are some of the programs that I said people are participating in on a county level, to do a countywide plan. And my question to them is, "Are you coordinating with the next county?" "Well, maybe; I didn't think of that." "Are you coordinating with the next state? If Washington County's getting this money, are they coordinating with the state of Vermont?" "Probably not." "Yet isn't that a possible resource in a large-scale event?"

So we're doing strategic planning. The problem is it's a reimbursement program. So now we have a reimbursement program coming out from the federal government — if you do this, we're going to pay you for it. Well, that's fine but does anybody realize that the federal budget year is different from everybody else's budget year, from the state budget year, from the town's budget year, and from the village's budget year? They're all different. So now we've come out with a reimbursement program that says, "If you spend x amount of dollars, we're going to reimburse you in the middle of my budget year." So now every emergency manager has to go to the legislature in their locality and say, "I need money to do this program." How long do you think that takes when they've already set up the budget six months ago? Well, we're going to have to find the money someplace and finding the money is sometimes a six-month journey.

Some of you are smiling because you've been through this; you're very much painfully aware of this happening. Remember that the village budget year is another different budget cycle. So now you're going back to the legislature, asking them for money to fund the program that you're going to get reimbursed for after you produce a planning product. It's a great concept but it's only a one-year program. People wonder, "How are we going to spend this money in such a short period of time?" There's confusion; there's disillusionment, and there's disparity between those that have and those that have none.

We have funding goals now — law enforcement is aimed at prevention, training, detection, and intelligence-sharing. The fire is focused on protection, detection, and training. Medical response is focused on incident-tracking, information-sharing, response capabilities, and training. Emergency management is focused on planning, training, and response management. Planning and training seem to be the common threads here, the common threads that the state is trying to achieve and the local governments are trying to achieve.

One of the things that I'd just like to relate to you is that I always have this Washington view of the rest of the world. Looking out from the Capitol, from the dome or from the rotunda of the Capitol building, we see the world in a whole different manner. The Washington view of the world is what they see in metropolitan Washington. They see combination fire departments, county government, regionalization. They see a highly trained fire service — it's a combination of volunteer and paid. The one conclusion for the fire service that I want to draw is the fact that the nucleus of that highly evolved fire service and well-trained fire service was the University of Maryland. The Fire and Rescue Institute has been going on for years with outreach training to volunteer and paid firefighters. We have a bunch of firefighters now, career and volunteer level, that are being trained at the same level, at the same time, in the same place. So the fire service of Maryland is highly evolved. The Maryland firefighters don't have to deal with all of the thousands of jurisdictions like we do in the State of New York. There is one county-based government.

I was a volunteer in Prince George's County with two companies and I was a paid firefighter or career firefighter in Montgomery County, Maryland and I was able to do that. So again, highly evolved. What was the nexus, what was the nucleus of that? Simply the University of Maryland, because they brought people together on common ground and trained them with one standard. That's where we need to continue

to put the money for first responders. They need to have awareness training; they need to learn how to plan; and they need to learn how to work together.

Tom Rinaldi's vision for the State of New York, which will probably never be realized, is to have one common training center within the State of New York, where we train all disciplines. I even have a location for you, which I won't give out. It's centrally located in the State of New York; it's easy for everybody to get to.

The other issue that I want to touch upon is that we have a lot of shining examples. Take that canvas again — we have some bright spots on that canvas. One of the bright spots is Onondaga Community College, which has a tremendous program for the training of first responders. The second one is Monroe County Community College. We have training centers in Rockland County and Erie County that are bright spots. We just now have to work to fill in the rest of that canvas to make New York State a cohesive group of first responders who understand how to plan, who understand how to respond and who understand how to work together, both in the traditional sense of first responders and the nontraditional, and draw everybody together.

That's a dream of mine — to have a curriculum that's accredited in one place where everybody works together. The police can go about and learn to think, learn how to write traffic tickets; the fire service can learn how to pump hose lines. At some point in time, we come together and learn how to do incident command and how to exercise and work together at a large-scale incident. That's my dream; I don't know if it will ever be realized.

I also want to ask Penny Turnbull, can we get Marriott points for attending today's session? When Jack told me that Penny was on the panel, I said, "Well, I used to be at fire station number 26 right across from Marriott headquarters in Bethesda many years ago. I used to protect Marriott headquarters, so I hope that counts for something.

Anyway, I've left you with a couple of thoughts. I've explained to you my feelings and my experiences and looking up at all this and how I feel personally. It's coming down — we have a lot of work to do. We have a lot of work to do in many of the individual departments. If anybody asked me today whether my fire department was ready to respond to a terrorist or bioterrorism event, my answer would have to be unequivocally, "Hell, no, absolutely, positively not; don't have a clue."

But that's not from lack of trying. So we have a lot of work to do. Thank you.

### **Introduction of Second Speaker — *General Jack Fenimore***

**T**hanks, Tom. Our next presenter is Dr. Penny Turnbull. Penny comes to us from the U.K. where she grew up; getting her master's at Oxford and her Ph.D. at the University of Birmingham — that's the U.K., not Alabama. Interestingly, her Ph.D. is in political science as opposed to public administration or emergency management. That's a very good tool for her to have, since the most complex problems we deal with, particularly when managing large emergencies, has little to do with equipment. It has more to do with interactions between people in different jurisdictions, different levels of government, and public versus private sector.

I don't have the insight she does on this issue, but my sense would be that we have a lot of planning and coordination to do before we can enjoy the benefits of a response that's well integrated with the private sector. In fact, this is the first meeting in many years I've ever attended where most of your presenters were in the public arena and we also had a private sector viewpoint. This in spite of the fact that most recovery activity after nearly every emergency is done by the private sector. We're lucky to have Penny here today.

She's the director of crisis management and business continuity planning for Marriott International. The corporation, among other things, has hotels in over sixty countries around the world. These hotels represent American, or at least Western, influence in a lot of places where we're not the favorite people. So she really has her work cut out for her and she's been doing this for quite some time. She was the key person for their Y2K preparations and she has served as Vice Chair of the American Association of Industrial Security. She has a very solid background in this arena, and with that, the private sector perspective. We're very fortunate to have her here this morning. Penny, the floor's yours.

## Speaker's Remarks – *Dr. Penelope Turnbull*



*Penelope  
Turnbull*

**T**hank you. Good morning. I appreciate the opportunity to be here and share some perspectives on the role of the private sector in first response. Listening to Tom, I was struck by a number of similarities in our thoughts. I assumed that we were going to be diametrically opposed, but I was jotting down a few comments about different programs' viability and needing essentially to find programs and protocols that can be consistently applied across the organization. The challenges are common to the private sector as much as they are to the public sector.

As we think about the topic at hand, some attention should be given to shifting paradigms. It would appear that we're moving into a world where the private sector is increasingly involved in first response and I'll come to that later in the presentation. We're also thinking in new ways about terrorism and its focus on soft targets.

Terrorism today is strongly focused on the goal of disrupting the economic health of this country. As much of the economic health of this country lies in the hands of the private sector, we have to be very involved in terrorism preparedness and response. My job title is "business continuity planning," not emergency planning or crisis management. The title is important because it emphasizes that the continuity of our economy, the continuity of our business and the jobs it provides, and our economic health are key factors. Crisis management is something that traditionally couldn't get a lot of air time in the private sector until a couple of years ago, so business continuity has always been my focus; it has more resonance for day-to-day business operations and so gets people listening.

### *The Creation of the Disaster Planning and Business Continuity Program at Marriott*

**I**want to talk briefly about Marriott and the program that we've created over the last few years and then move on to the shifting paradigms and some opportunities and challenges that we're facing.

The company is large — we have about 128,000 employees in over 68 countries and territories around the world. Until the terrible events in September of 2001 we always felt that our biggest challenges for business continuity were overseas. Since 9/11 our attention has also had to focus on the US.

It is important to stress that my position at Marriott was created in August of 2000; it was not created in response to the events of September 2001. Moreover, the company had a tradition of crisis planning in many areas long before I was appointed. My job was created in response to the realization that we had a very large company with many different programs addressing elements of business continuity at various stages of development. There was no one centrally defined planning program that provided the parameters for a consistent Marriott approach.

My first objective was to frame a corporate strategy for business continuity that took account of existing programs that were loosely divided into four areas: emergency response, crisis management, disaster recovery of systems and data, and the resumption/continuity of business operations. Very much like in the public sector, the response process happens on a number of different levels, recognizing that a minor incident confined to a hotel doesn't always require a corporate response. A system of escalation ensures that the incident works its way through the response system as appropriate.

So what were the catalysts for change in 2000? There was the problem of uncoordinated planning within the organization — a recognition that the right hand and the left hand really didn't need to know what each other was doing to be able to respond effectively. The program also lacked momentum. Again, Tom touched on this in his presentation.

As a result, we were pretty much still in the same spot in 2000 that we'd been in a number of years before. There was little overall ownership to drive the program, which for many people in the organization was a sidebar of their job, something that they thought about maybe about one time a year when there was actually a simulation or an exercise going on. The rest of the time they were thinking about other "normal" business operations.

So creating a corporate business continuity position to manage the program was very important. There was certainly a need for someone to make decisions and see results — now more so than ever as we're facing challenges that affect the company as a whole.

It has been a very gradual change, but one that's increased in speed since late 2001. My goal has always been that this shouldn't be something "special" that Marriott does, that this is now "normal operations," part of our day-to-day life at Marriott. The proposition is that there should be a component of emergency response, crisis management, and disaster recovery and business resumption in everything you do because it can happen at any time. There can't be a day that you're not thinking about it; because that day could be the day it happens.

### *Why the Private Sector Plans for Disaster Response*

**W**hat motivates the private sector to plan for these events? For Marriott the safety of our guests and employees is paramount. Our reputation as a hotel company is very valuable to us, as are the brands we own. They are some of the most important assets that we have and we want to protect them as much as we can. We plan because we want to protect the stakeholders in our company, whether they're customers or shareholders. We know that if something happens, our share value is probably going to start reacting to it.

Marriott is a global company operating 24/7, with little if any "down time." We don't have the luxury of "quiet" periods to figure out a response to an event.

As many of you will know, after 9/11 the insurance market really did a one-eighty and where it was once easy to get insurance, with insurance companies competing for your business, the situation changed dramatically. Marriott's program has been a positive development for our insurance companies; they see our commitment to mitigating damage, as well as responding to and containing incidents that do occur.

Continuity of care is a very important motivation for the program. Our business, at its most basic level, is about "putting heads in beds." We're not about disasters. However, our guests deserve our continued focus on their needs when an incident interrupts our ability to provide the normal hotel experience.

One of our key business objectives as an organization is the development of our human resources: being a great workplace and having a great workforce. This is continuity of care for our employees and their families.

I was lucky on 9/11 to have been in my position for a year. Even where people hadn't committed themselves fully to the program, I had pushed an ongoing dialogue on the issues, so this wasn't new to anyone in the company. When it mattered, they really knew what they had to do; we had our crisis team operational in the crisis room in less than half an hour.

### *Disaster Response*

**M**arriott has a family assistance hot line provided by a vendor that is a key part of our disaster response process. The hotline provides the loved ones of people potentially involved in an incident with access to trained mental health professionals who can help counsel them through the incident. It was a Godsend on September 11, and we've used it since then. With the hotline we can save our associates from taking calls from distressed family members while channeling them to the help that they need the most. It's so invaluable; I can't stress that enough.

We also use our website for crisis communications, providing details of our response and giving people access to the resources they need. On 9/12 we established an associate crisis center in New York where two of our hotels were affected by the tragedy. The Financial Center Marriott was damaged and closed and the World Trade Center Marriott was destroyed. We had employees from two hotels traumatized by the event and potentially facing the loss of their jobs. The crisis center was an invaluable resource for them.

Business continuity is also about getting back to business as quickly as possible. This is not driven by a selfish profit motivation; it's recognizing that for many people this is what helps them move on and get through, knowing that they've got something to do, knowing they have a job to go to, knowing they have an income.

Very shortly after we dealt with 9/11 we started to see the impact of Anthrax at our corporate headquarters as our mail was processed through the Brentwood Postal Facility. There was significant anxiety among our employee population about the mail. Since that time we've dealt with the impact of SARS, the sniper shootings, tornadoes, snowstorms, the northeast blackout, and more recently the bombing close to the JW Marriott in Jakarta.

A key lesson from these events is that a good plan isn't necessarily 800 pages long. A good plan is also about people and relationships,

communications, knowing how to get hold of the people you need and who they are. Our plans have been flexible and this has helped us.

### *The Importance of Cooperation*

**C**ooperation is a critical component of a crisis response capability; both cooperation within the company and also with agencies outside. At our corporate office we have a good relationship with our local fire department. We've had them come in and look over our emergency plans, our evacuation plans, and our shelter in place plans. We've met with the emergency management offices in D.C. and also in Montgomery County. We feel strongly that these relationships have to be built beforehand.

### *Communication*

**C**ommunication is critical. Again, a very straightforward statement, but one that we need to look at again and again to really see the value in developing multiple ways to communicate with each other. On 9/11 in Washington, the phone lines were saturated. In New York the local central telecommunications office was destroyed. You have to be very creative in the ways that you approach communication; look at the Internet, the intranet, instant messaging, all of the ways that you can possibly imagine you can talk to each other.

### *Self-Care Is Important During a Disaster*

**S**elf-care is very, very important. At Marriott we counsel our employees that if they're involved in a response and feel unable to deal with it, they should step away and offer to do something else. There is no need to be the martyr; the hero. Equally, if you see someone struggling, have the strength of mind to say, "Let's put you somewhere else and do something different." We teach that to all our crisis teams: Don't be embarrassed to say you can't do it anymore.

### *Changing Paradigms for the Private Sector in Homeland Security*

I want to move now to shifting paradigms in thinking about the role of the private sector. There is the potential for such an incredible impact to our well being, that we really have to think in new ways. Moreover, we have recognized that in many large-scale events we are likely to be "on our own." In essence, unless it happens on our doorstep, we know that all the first responders will be focused elsewhere, particularly in DC where there are so many government agencies. As a result we have to be ready; this is why we need to plan for self-reliance in the organization. Self-reliance allows us to relieve pressure on first responders, while keeping our employees safe.

We are also in a position to provide services to the wider community. In many emergency situations people will come to our hotels for shelter. We also have an opportunity to educate and train our associates, who take this information with them back to their families, friends, and neighborhoods. When we train our employees this information inevitably spreads through their communities.

### *Challenges for Disaster Response*

Over the last couple of years I've been invited to participate in a number of public-private initiatives or partnerships, which on face value I think were a wonderful idea. However, the number of competing initiatives takes away from any benefit they offer.

The new threats we don't know about yet are a constant challenge. Who knew about SARS until recently? And who knows what's next? In addition, the media at times can inflame an event simply through speculation. We have to try and manage that information.

Saturation and apathy — it's been two years since 9/11 and it has become more of a challenge to keep people focused. One of the ways this can be done is by reminding people to plan for anything, not just terrorism. After all we still endure tornadoes and hurricanes and floods and fires.

My closing thoughts — and I always finish my presentations with this — even if you're on the right track you'll get run over if you just sit

there. You can never stop; preparedness is never complete. Everything changes; the world is changing; the threats are changing; the response necessary is changing. The opportunities are out there and we need to jump on board and keep making progress. Strengthening public-private partnerships is certainly one of the directions we should move in.

Thank you for your time.

### **Introduction of Third Speaker — *General Jack Fenimore***

**L**arry Reader has been second only to the President at Onondaga Community College in influencing the college's direction for many years. He is a driving force at OCC behind the creation of training programs for first responders, and academic degree programs in emergency management. Larry has worked as assistant to the president, which empowers him to work in an interdisciplinary way. He has been chair of his department, Dean of business school technology, community professions, and director of the business workforce development. If there's anything that's happened at Onondaga Community College that he hasn't influenced, I can't imagine what it would be.

In another life, Colonel Reader retired from the Army Reserves a number of years ago. He has the most aggressive program that I'm aware of in the State of New York for training and educating first responders.

### **Speaker's Remarks — *Larry Reader***



*Larry Reader*

**T**hank you, General. I'm a past college instructor so I hope you won't mind if I pace back and forth rather than use the podium; it's much more comfortable.

You've heard the challenges from the last two speakers. I'd like to address the question, "What we can do to meet those challenges?" I'm an educator; I've worked within the SUNY system for over thirty years. I

believe that in New York State it is SUNY that is best equipped to help New York meet these types of challenges; in the area of first responder training, the community colleges are best equipped. Community colleges are where the rubber meets the road as far as first responder training within the SUNY system. Here are the institutions within SUNY that has the opportunity, the resources, the credibility, and the already developed relationships to be successful in first responder training.

### *Current Aspects of First Responder Training in New York State*

**L**et me first offer comments on three aspects of first responder training. Basic responder training, advanced responder training, and — certainly, and one of the prime reasons why I'm speaking here today — system type training, emergency management training. Basic first responder training, police and fire and EMS, follow state and national standards to a large degree although there is some fragmentation.

Law enforcement police recruit training is conducted in police academies located throughout the state. Many SUNY community colleges sponsor these types of police academies, though not exclusively. There are noncommunity-based basic police academies.

In the near future, and currently on the governor's desk for signature, there will be a change in the way police academies are delivered. It's called precredentialing. Precredentialing is going to revolutionize basic police recruit training in the State of New York. Police academies are going to be transformed into credit-bearing college programs. Police training is finally going to be valued within an academic setting for SUNY academic credit. This seminal change will allow community colleges to take an even larger role within the police recruit-training arena. It's a natural integration with criminal justice programs and, quite frankly, with emergency management programs.

As far as the fire service — I spoke with Tom. I listened to Tom speak about his experiences in Maryland. We don't have that in New York State. Basic firefighter training is fragmented. And it has to do, I believe, with the way the field has evolved, into a professional component and a volunteer component, union, nonunion.

There is no requirement for volunteer firefighter training. There are courses, but there's no specific training requirement to be a volunteer firefighter and the requirement for professional, paid firefighters is only about two hundred and some odd hours.

Community colleges have an opportunity to step into whatever gap exists for basic fire training opportunities. One of the things we at Onondaga Community College have wondered about for years is why OCC has the only internationally certified firefighter basic course program in the state. We certify our fire program graduates; it's something that we think should be much more widespread. We see lack of certification programs as symptomatic of larger training issues. We believe there are opportunities here for additional integration for community college training programs into the fire service.

EMS — EMS courses, EMT courses, your EMT basic course, intermediate, paramedic courses. In the State of New York, those courses are offered by many organizations including county health departments and community colleges. We believe EMS courses offerings should find their home within SUNY community colleges. Community colleges offer a statewide network to deliver EMS training. The courses themselves are standardized courses; they have standardized curriculum and evaluation. All instructors are certified by the state so the quality of instruction is uniform. These courses should reside in community colleges for credit. The opportunity that SUNY offers, the uniqueness that SUNY can give to these courses, is on the credit side. These courses should be valued for academic credit.

There's been some controversy within SUNY as to whether or not public safety, fire, and EMS courses are "worthy," in quotes, of college credit. Of course they are. One of my frustrations over the years has been observing how associate degrees in nursing, respiratory care, auto mechanics, auto technology, hospitality management, professional cooking, etc., are accepted as credit worthy and part of community college's vocational training mission. Meanwhile, at the same time, faculty or other individuals within SUNY question whether training a police officer or a firefighter or an EMT, who make life and death decisions, meet a similar standard. I would argue these types of programs are very worthy of college credit and SUNY community colleges should be the venue of these programs. I'd like to thank the individuals who are here today who are helping us with some of the problems when those objections are being made.

So basic training — SUNY and SUNY community colleges are very active in this area and need to become the primary providers for these types of training within the State of New York. I have a slightly different view when we talk about advance training topics.

### *The Potential for Partnering With Other First Response Efforts*

**T**here currently exists a very well-established network of institutions, organizations, local, state, and federal, that offer advanced training opportunities for first responders. The Center for Domestic Preparedness offers biological and chemical advanced response training. The National Fire Academy, the Department of Criminal Justice Services here in New York State, SEMO, the New York State Health Department, the State Police training division, etc., all offer first responder training. This is an established training infrastructure that serves NYS first responders. To the extent that SUNY can partner with these types of organizations, it makes an awful lot of sense for us to do so.

I question, however, whether we have the facilities to, or would have any desire to, offset or displace these types of training programs. SUNY should work with all these training entities; SUNY should certainly participate in joint training opportunities. I would argue that what we really want to do is partner with these institutions rather than try to displace or try to use SUNY resources in a duplicate manner; that's my opinion.

If there's anything I've learned in working with first responder populations — it's that you need to have credibility on the ground. If you are going to claim training expertise you need to have developed long-term relationships with first responders and you need to draw your instructors from the highly experienced individuals who are doing this work. If you are going to present yourself as a fire officer educator, you better be a fire officer. You better be someone who they've seen.

To come and present ourselves without that type of credibility and that type of relationship is going to be very difficult and, quite frankly, I think, wastes resources that are really very much needed elsewhere.

*The Role of SUNY in Providing an  
Emergency Management Degree Program*

**S**o my view, basic training, system type training — SUNY has a tremendous role to play. We have to pick our spots and we have to offer that in which we have expertise, opportunity, and credibility. I would argue that the single area where SUNY can be most effective, the single new area available to us, is to offer systems type, emergency management, and training as a credit associate degree. We've heard both of our previous presenters speak to an overriding need for organizational control during emergencies; of understanding, among all of the folks who are at the scene, just what needs to happen, how we need to be organized, who's in charge, what the standard is, what the organizational structure is, who's talking to whom, who should be talking to whom, and who needs to be doing what. In other words, we need management; we need control; we need command and control of the many disparate groups that are involved in any emergency.

General Fenimore and I, as retired military officers, have both had the need for efficient and effective command and control constantly reinforced during our careers. The U.S. military has known this since the Revolutionary War. Everyone needs to be organized in such a way that everyone knows what their job is and everyone knows what the chain of command is, and everyone is trained together and operates under the same set of standards and has a specific knowledge of the operations plan. Tom spoke about everyone just showing up. When everyone just shows up, you get chaos and confusion. Everyone needs to be organized. The only way to effect organization is to have everyone trained in the system. You can't train during the emergency. It has to be done before.

Emergency management is the key to increasing the effectiveness of our first responder populations. They have gone through their basic training; they know how to respond to a call for a police officer, or firefighter, or EMT. Basic training is well in hand. And the "follow on" training needs are something that we can partner with, but an awful of folks are already doing that too. What all these first responder populations need more than anything else is to understand what their specific role within the larger incident command picture is and how they are expected to interact with the other first responder and community organi-

zations that respond to any emergency situation. That's emergency management.

### *Onondaga's Emergency Management Degree Program*

**M**y purpose here today is not really to announce the establishment of an emergency management degree program based at Onondaga Community College. It's to invite SUNY and all community colleges within the SUNY system to participate in a statewide rollout of the degree. Those of us already involved are focused on a goal — our objective, our goal, is to make available to NYS first responder populations emergency management credit courses. We want to see everyone trained to the same standard, within the same system, using the same curriculum, with standardized testing and assessment so that everybody knows that when the bad thing happens, when we all arrive on the scene, that we all know what our role is, what the chain of command is, what the resources are, who's doing what, who has to do what, etc.

The motivation to develop a statewide program came from the experience of college faculty who spent time in New York City after 9/11. Professor Richard Flanagan, Chairperson of the OCC Public Safety academic department, a man with over 30 years experience in fire and police operations and training, was requested to go down and help out. While on duty he had an opportunity to have a conversation with the gentleman in charge — I forget his name — down at the pier where the EOC, the Emergency Operation Center for the city, was located. That gentleman said, "If there's anything that we need, we need everyone trained in emergency management. Not just the emergency managers, all the first responders too, so that everybody knows and everyone's on the same page. It's not just the generals who need to know the organization and what the objective is, *everybody needs to know.*"

And so that's what we're going to do.

With help from Representative James Walsh, OCC obtained a grant to allow us to develop an associate's degree curriculum, based on the FEMA Higher Education Projects suggested A.A.S. degree. The FEMA Higher Education project goal is for there to be emergency management associate degree programs in every state.

So we're going to not implement one program; we're going to implement a dozen and we're going to do it over the next two years. The curriculum is developed; it has been approved by SUNY and it is just awaiting registration by the State Ed Department. (*Editor's note: Registration has since occurred.*) We hope to begin the first classes at OCC in January. We know from the attendance lists that there are ten community colleges represented in the audience. My plan today is to distribute copies, both written and on CD, of the entire SUNY curriculum, the entire program proposal, all you need to begin the process.

The curriculum being distributed represents the FEMA recommended curriculum modified for New York State. Our friends at SEMO have been invaluable partners in that effort. Bill Campbell is the SEMO director of training. He and Rich Flanagan took the FEMA curriculum and adapted it to New York State. Bill, thank you. Bill and Rich have done unbelievable amounts of work to get this curriculum ready to go.

As part of the statewide roll-out effort the college is going to be hiring full-time support staff dedicated to the effort. We will be hiring one professional based in Syracuse whose job is going to be to work directly with every one of the community colleges that decide to participate. If you need help with your curriculum committee or want to have someone talk to your President, or you need help preparing needed SUNY documentation, we will help. We expect this person to be on the road; we expect that person to be right beside you as you work to implement this program.

We'll be hiring another full-time individual whose only job is going to be to make sure you have all the right instructors. That individual will be based in SEMO. His job is to work with SEMO to identify instructors for programs statewide. SEMO's been developing and delivering training for decades. SUNY and SEMO form a powerful combination. Within the program proposal you'll see a listing, line by line, of what adjuncts and what faculty are necessary, what expertise is required.

One more thing. We expect to implement standardized testing and assessment instruments statewide. We will be hiring another individual whose job is going to be to work with faculty at individual community colleges to standardize the testing instruments so that we can be assured that we're meeting our statewide objectives. We expect to work with SUNY on standardized assessment of this program. Our goal is to make sure that everyone gets trained to the same standards, that they all learn the same material so that they all react in the same, appropriate, way.

The grant supporting the program is in place for 2 years so we have a time window to get all this done. At this juncture perhaps I'll just wait for questions in the question and answer period.

Thank you.

### **Introduction of Fourth Speaker — *General Jack Fenimore***

**W**e're really fortunate to have our next guest. I don't know of any small organization in Washington that's stretched so many ways and pounded upon by so many constituents than the organization Andrew White comes from today. He represents the Office for Domestic Preparedness (ODP), which was formerly part of the Department of Justice. But as all of you probably know, it was moved last year into the Department of Homeland Security. Their budget has increased unbelievably in a very short amount of time, and managing that rate of growth concurrently with a radical reorganization is no easy task. We have seen the largest single reorganization in our government's history, at least since the Civil War, where so many agencies were combined into one. It's a far more daunting task to combine those cultures than to combine the cultures of two private sector corporations. If they can pull it off in a decade, they've done a good job. And if they can do it in five years, they're geniuses. So that's what these folks are up against and that's why sometimes you don't always get a really quick answer or the guidance you were looking for. It's going to be awhile before all this can work as we all hope it will. They've got their work cut out for them.

We're extremely fortunate that Andrew was able to take a little time to travel here today and give us the federal perspective. He comes from the State and Local Program Management Division within ODP. He's very much in tune with what's happening out in the field, at least in terms of the programs they support. So he's able to give us a federal perspective on the issue we're focusing on today. Andrew has been in the terrorism and disaster preparedness arena for at least eight years. I know he worked with the chief of the Arlington County Fire Department, a man of national stature, who has served with the Defense Science Board and a number of oversight committees. He's been immersed in this for a very long time. Andrew is a native New Yorker, so welcome home.

## Speaker's Remarks – *Andrew White*



*Andrew White*

**T**hank you, General Fenimore. I appreciate that warm introduction. It's good to be here. I guess I'm going to start with as quick an overview of the full Department of Homeland Security as I can do. And then I'm going to talk about the Office for Domestic Preparedness, where we came from, what we do, and some issues moving forward. And I'm very interested in hearing from you all what your situations are and what kind of feedback you can offer me to bring home.

### *Background on the Department of Homeland Security*

**T**he purpose of the Homeland Security Department, of course, was to try to centralize and streamline all of these various federal agencies and programs that Tom talked about earlier. It's something that had been talked about for a long time in Washington. I think the events of two years ago today obviously were the wake-up call that really made it happen. The mission of the department is first and foremost to prevent terrorist attacks within the United States. We're involved in trying to reduce our vulnerability to terrorism and ultimately to minimize the damage from attacks and from natural disasters as well. We brought together 22 federal agencies into four separate directorates, the Border and Transportation Security Directorate, Emergency Preparedness and Response, Information Analysis and Infrastructure Protection, and the Science and Technology Directorate, each with its own distinct function. The Office for Domestic Preparedness is inside Border and Transportation Security. How it got there, I don't know, but that's where we are.

Dr. Turnbull talked about some of the challenges facing the private sector. Those are issues that we hear a lot about throughout the country. In response to that, an Office of Private Sector Liaison was created within the department to work with the private sector, to create and foster communications, to advise the Secretary, to interface with other federal agencies, and to create and manage private sector advisory councils so that we had some organized mechanism to get feedback from the pri-

vate sector. The office works throughout the government on R&D issues, promotes public and private partnerships that we ultimately hope will contribute toward our ability to prevent, prepare, and defend.

An Office of State and Local Government Coordination was also created as a reaction to some of the things that Tom talked about as well this morning. That office is within the Secretary's office. The people that run it report to Secretary Ridge in an attempt to cut back on red tape to the greatest degree possible. It serves as a single point of integration for the oversight and coordination of all the programs within the Department of Homeland Security that affect state and local government. They're involved in utilizing state and local knowledge about their communities to help us in our efforts. They share relevant information; they work to attempt to build resilient communities and support local economic recovery in the event of any incidents. They're involved in identifying Homeland Security-related activities that are most efficient and effective to accomplish our mission.

The International Affairs Office, was created to try and work with other countries that are engaged in this issue. There are other countries, allies of the United States, that have been involved and faced terrorism for a very long time and we're very interested in their input and their lessons learned.

The budget request for fiscal 2004 is about \$36 billion so the numbers are here; I'm not going to read them all for you. It's a lot of money and we think it's worthwhile. We think it's well spent and we're going to do everything we can to see that it's spent in a manner that helps us get where we need to be.

The goals of the department are to integrate the different functions that will be brought together to develop new service capabilities where necessary, to provide access to the information, to support state and local activities, private sector activities and, importantly, to preserve individual freedom — we've heard a lot about that recently. And, finally, to ensure economic security.

I'm from the Office for Domestic Preparedness and as General Fenimore pointed out, my background is really from a local perspective in terms of terrorism preparedness. I came from the Arlington, VA, county fire department. I'd like to just briefly talk about where we came from. The slide says that we were established in April of 1998 — that's the official birthday, I guess. It really was in 1997 that the office's predecessor was given what was then a very small task. It was a \$5 million

appropriation to help begin to address the preparedness of firefighters and police officers. And what the office did with that \$5 million was develop, in concert with the National Fire Academy and academia, a train the trainer weapons of mass destruction awareness level course that could be sent out to fifty states, to units of local government. It would help bring, at least on a very most basic level, an awareness of what an extraordinary incident looks like and what responders need to do to protect themselves from becoming victims and aggravating the circumstances. So that's where we got our start.

Currently, we provide equipment grants, training programs, exercise support, and technical assistance. In March of this year, we were moved into the Department of Homeland Security. The Homeland Security Act that the President signed earlier charged us as a primary agency within the executive branch of government to build and sustain the preparedness of the United States to reduce vulnerabilities and prevent, respond to, and recover from acts of terrorism. That expanded our responsibilities obviously. We've been charged with attempting to incorporate the President's national strategy on homeland security into planning guidance. We're supporting risk analysis and risk management. We're working and moving toward centralizing a lot of the federal terrorism preparedness grant programs that are out there, coordinating efforts to provide training again, and do what we can to coordinate and develop communications relating to homeland security as it pertains to state and local governments.

Our program approach is to work with each of the 50 states through a governor-designated state administrative agency. In New York State, that would be the Office for Public Security. Governor Pataki delegated authority for our programs to that office. In New York State, the weapons of mass destruction task force is also very active in managing our programs on a day-to-day basis throughout the state.

When we got started several years ago, we asked each of the states to develop a strategy, a plan on how each state was going to move to prepare itself for incidents. We agreed that we would fund the states as best we could for a period of three years to try and address the strategies that were developed. We did that by first building an assessment of capabilities and threats. We developed state assistance plans, which essentially are documents that outline for the states what kind of resources we have and what we can bring to the states in order to advance the plan.

### *Programs Provided by the Office*

**T**raining programs — now as I said, our first act in this world was training. We only later got involved in equipment and exercises. This fiscal year we provided every state, including New York State, with funding to try and institutionalize awareness-level training throughout the state. And what that means is that every responder — law enforcement, fire service, public health, you name it — is provided with a basic level of awareness training as part of basic training, as part of refresher training. We also asked that the states use existing networks to deliver that training, whether it be community colleges, or police or fire training academies that exist at the state level or the local level. We asked the states not to create new academies or new networks to deliver the training. We worked this year to complete a postgraduate program on homeland security at the Naval Post-graduate School as well.

We provide technical assistance to the states and to local governments. As I said, three years ago we had undertaken the very basic assessments and developed some plans for preparedness and that was in the pre-September 11 world with relatively limited funding. We are in the process of updating those strategies right now. The State of New York and other states are involved with mining the kinds of information that we think is necessary. That involves what the current response capabilities are throughout the state, what the assessment of risk is. We hope that in collecting that information, what we come up with is an equation that allows us to measure current capabilities against what the threat and risk is, what the vulnerabilities are, so that we can then determine what the needs are to deal with an incident. That's the approach we're taking and we're involved in supporting those efforts all over the country.

We maintain a centralized scheduling and information desk; it's a 1-800 number help line that can get you answers to the questions that you may have in terms of any of our programs. So we're involved in supporting public sector associations. Again, technical assistance is designed to support these specific requests that come to us outside of some of the standard forms of assistance that we provide.

Next year, we've asked for another \$3.5 billion to continue the program. That's about what our budget is this year. The President and Secretary and Congress are working on that as we speak. We'll see what

comes out of it. Again, the 2003 statewide needs and risks assessments will, by the end of this calendar year, provide the State of New York and other states with what we hope will be a comprehensive road map, a preparedness road map. And we're going to ask that those strategies that the states develop drive spending in the future, that we identify the needs in some sort of rational, measurable way, and then provide funding to meet the needs that have been identified.

The states involved in coordinating efforts with local jurisdictions — gathering feedback and information — that'll be the future for our standard program. There are a couple of other things that are coming down the pike that I'd like to speak to. One of them addresses some of the things that Tom talked about earlier this morning. And that's the stovepiping of grant programs and all these disparate federal agencies. The Secretary has proposed and is negotiating with Congress right now to try and centralize as many of the assistance programs as possible in one place. And he's selected the Office for Domestic Preparedness as that one place.

I think the department wants to try and combine the Office for State and Local Government Coordination that I talked about earlier and the Office for Domestic Preparedness and to bring as many of the grant-making operations throughout the department as possible into ODP so that ODP would serve as the one place where folks could go to get the kinds of help that they need. That doesn't mean eliminating programs or anything else. It just means bringing them all into one place, trying to eliminate some of that confusion. It's a concern that we picked up all over the country for quite some time. I think the good news is that when there's consistency of concern, when you hear the same kinds of things wherever you go, there's a much greater chance that they'll be addressed. We are addressing that issue as best we can and hope that it comes together over the next couple of months.

### *The Interface Between the Federal Department and States*

**W**e've already talked about the state domestic preparedness strategy updates that will take place over the coming months. For those of you who are involved in local government, involved in emergency preparedness, I suggest that you make it a point to involve yourselves in that process. As I said, what comes out of the other end of it in terms of

an updated strategy will drive spending for years to come. Cooperation and coordination are things you've heard about from everybody. And, again, we're doing the best we can to consolidate and communicate what's available, what's been done.

There's a bullet point up there on the national incident management system and that is something that's coming down the pike. The management of public emergency systems, of mitigating a terrorist incident or a hurricane or anything else, has always been in this country a challenge. I'm sure you could stand up there and tell stories about that. We are in the process of developing a national incident management system that will largely be based on the incident management system that existed at FEMA for years that was born out of the incident command system that the fire service developed years ago, decades ago.

We are going to begin, probably next year or the year after, requiring agencies that accept federal grant funds from us to do certain things. We're going to use the purse strings to ensure that this system is adopted and used by the public safety communities in this country. It's going to be a challenge, but we're fully prepared and committed to see it through. We'll help; we'll provide some financial assistance to train agencies that have never had any exposure to the system. It's really a very simple modular system that identifies some of the activities that need to take place in mitigating an incident. It doesn't designate who's in charge; it merely provides a framework for the functions that are necessary in an emergency, the public safety functions that are necessary.

So that's an issue everyone will be made aware of, probably in a more formal sense as time goes on. We have required adoption of that system as part of our urban area security initiative, which is a new initiative this year. About thirty urban areas around the country were identified, based upon the population density, the presence of critical infrastructure, and threat history. That assistance moves through the state, through state capitols, into identified urban areas. As part of that process, we did a couple of things.

We're going to require the incident management system be adopted by all of the recipient agencies in those urban areas. We're also requiring urban area working groups. We've identified core cities and core counties that will be financial recipients. We're requiring them to identify their contiguous jurisdictions and their mutual aid partners and to create working groups, multidisciplinary working groups that cut across all the public safety disciplines and all of those jurisdictions, so

that they can communicate and develop the relationships that we've heard about today and to be a part of developing the strategies that I've talked about that will drive funding. We've done that to try and eliminate some of the stovepiping that Tom talked about. So that, for example, in Buffalo, New York, we're involved right now in assisting Buffalo and Erie County and some of the contiguous jurisdictions in western New York State in conducting a threat analysis capability assessment. We hope, and I think, it will result in a plan and a strategy for that part of the country, that part of New York State that drives funding in a way that best utilizes whatever federal money is available over the next several years. So that if we have four police departments and eleven fire departments, that they come together and up-front contribute what it is that they have and what they can do so that when we have an incident in western New York State, we have an idea of what current capabilities are.

I don't want to oversimplify this; we don't want to have fifteen agencies show up with pitchforks and only then do we learn that nobody's got a shovel and that's what we needed. Again, I'm oversimplifying it, but that's the kind of thing we're trying to avoid here by identifying what folks already have, what they need, and what funding is needed to provide what's missing. Who actually gets the new shovel? It's going to be a local decision and I realize that that's going to be tough sometimes, but as long as there's a shovel in the community that folks have access to, that's what matters to us.

The final bullet point there is defining and institutionalizing adequate preparedness. That's part of the President's national strategy, to develop and adopt measurable benchmarks that provide us with preparedness guidance. How do you know where you're going if you don't have a defined end point? You know, we think that we need some sort of guidance that allows us to get to a state that we're comfortable with in terms of preparedness.

## Questions and Answers

### Remarks – *General Jack Fenimore*

**W**e will take questions, but I'd first like to make a few remarks. When we started, I mentioned that very often it's the health community that gets left out of this whole process. It's unfortunate, because that sometimes that's our biggest vulnerability. As luck would have it, Dr. Bob Westphal from the SUNY School of Public Health has joined us today. He asked for two minutes to briefly mention a program recently created at the college. So with the permission of our host, I will yield two minutes of the balance of my time to Dr. Westphal, but only two minutes.

### Comments – *Dr. Bob Westphal*

**A**s was alluded to earlier, recently public health people found themselves involved in new adventures, frequently with new and somewhat exotic partners. So we've been on a fast learning curve but we also think we have a fair amount of things to offer the rest of the community that we're working with. Towards that end, over a year ago the CDC funded the center for public health preparedness at the School of Public Health here at the University of Albany. We were one of fifteen, and now nineteen, academic centers so we've been involved in a variety of things. And I just want to tell you what they are and then I'll have a website for you to look at if you'd like to see me later. We developed a variety of formats for reaching out, first of all, to public health people, who have been our primary target audience but also to a lot of our colleagues that we've come to know, the police, the FBI, and others.

We have some traditional and some web-based programs that we've been working on and we've put on intensive one-week courses, for credit in this case, for communicable disease and bioterrorism training. And we've got about a hundred people going through that course now. We've had numerous seminars and workshops, including a three-day workshop on preparing drills and those sorts of things with the help of

people at SEMO. It was quite an excellent course and very well received. We've got a series of public health webcasts, which you can find identified on our website.

This year we're talking about agricultural terrorism, water, miscommunication, developing a community response. So we have a variety of these which you might be interested in looking at. And then finally, we have a six-module online course which will roll out in November that covers sort of what's terrorism and why are we involved, issues with epidemiology, chemical agents, biological agents, radiological agents, and community response. So if anybody wants a little more information, I'll give you the website. Thanks.

### **Comments – General Jack Fenimore**

**W**e're very fortunate we have the 25 to 30 minutes we had hoped for, for a Q and A session. We are going to have to cut it off at noon because a couple of our guests have, in one case, a plane and, in another case, a train they're going to have to catch and they leave pretty much on time. So with that, I'll open it up for questions. Again, we have Dr. Turnbull from Marriott, Andrew White from ODP, Larry Reader from Onondaga Community College, Tom Rinaldi from the Department of SEMO here in Albany. Questions for our panelists.

#### **Question 1:**

*Larry, is any of this FEMA money available to the community colleges?*

#### **Response from Larry Reader:**

The grant that we received was not from FEMA. We expect to assist you in identifying the folks that you need to teach this and help you get this program set up within your community college. Emergency management is planning, exercise, basic, intermediate and advanced, incident command system are all courses within our curriculum. Exercises, operations, all those types of programs are included.

**Question 2:**

*I too have a question for you. I was reading through the program and you have set it up as an AAS and I was wondering if there was a reason why it is an AAS.*

**Response from Larry Reader:**

It has to do with the regulation about the amount of technical things required within an AS versus an AAS. If you take a look at the technical requirements, you need to maximize the space within a degree with more of those technical pockets. But I'm aware of at least two baccalaureate programs currently being developed for the baccalaureate. If you go up to the FEMA website, you'll see all the different national schools that have not only have associate degrees but also baccalaureate degrees and even master's degrees and I believe Georgetown has a Ph.D. program. So that's the reason why we chose the AAS.

**Question 3:**

*This is an excellent panel and I'd like to ask the question to Andrew White and then Jack, and encourage you to say a little bit about things that we could do to help before we finish up. But Mr. White, when you talk about this strategy that is going to be common to the states and the way you're going to work with the states, I'd like you to tell us a little bit about how your office is so central to this whole challenge and subject. How your office works with the states and local governments or organizations or experts. How you — it's a big, complicated country — get to have that kind of understanding.*

**Response from Andrew White:**

Well, that's a good question and the program is designed, because it's such a big, complicated country, to the greatest extent possible to allow as much leeway to states and to local communities as is possible. And we engage the states and local communities on a daily basis in explaining program guidelines and helping them really help themselves. You know, these are the kinds of resources that are available to you. And if, for example, I don't have something that New York State needs at my fingertips, I will go out throughout the department or go to other federal agencies that may have the kind of help that the state needs or the local community needs. And I really characterize it as a partnership, you know, locals and the states articulate to us what they need and we engage them and try to provide what they ask for. And if we can't, we

try to help them figure out where they might get it. That's really the best answer that I can give you. We do have a lot of technical assistance at our disposal. When specific issues come up, you know, for example, there's a community in New York State that thinks it may need an evacuation plan because it's near some critical infrastructure site. You know, it would create a hazard if it was attacked. We will send folks in to help develop an evacuation plan that suits the community that needs it rather than handing them an off-the-shelf plan. Those are the kinds of things that we deal with to support state and local governments.

**Question 4:**

*There was a recent GAO report, or maybe it was Rand Corporation, and then a prior report that's been pretty critical of the rate at which material and money have flowed downstream. But do you see that getting better as your office gets more experience? It's still a problem.*

**Response from Andrew White:**

Yes. When the first fiscal year 2003 funding bill passed and we put the program together, the Secretary mandated that — now remember we're giving grant money to state government. The Secretary mandated that the states would have 45 days to obligate their funding to the local government. It's also been mandated for several years that 80 percent of the available grant funding be sent to the local government and I think we've making progress in a lot of ways. And one of the things we've heard about today is communication and explaining where things are. I haven't seen the GAO report that you're referring to; I've seen some of Dr. Amy Smithson's reports. I've seen some of her work and she's very thoughtful, but one of the things that I've encountered personally, going out to the various communities, is a perception that we're not getting help, that we're not getting anything. And I've been confronted by folks who are part of agencies and systems that have indeed received significant financial assistance from ODP in the past that are slated to receive more in the very near future. And there seems to be a lack of understanding that's taken place. And I think it's very often a communications issue. You know, if I'm talking to a battalion chief or a shift commander from a fire or police department that just simply wasn't aware that his boss signed for a grant four months ago. You can see him standing outside his day-to-day activities — sometimes that happens. But I think you're right. There's always room for improvement and we can improve by, I think, working with the states and communities to

make sure that their plans are in place so that when money becomes available, it can be released immediately and spent as wisely and as effectively as possible.

***Response from General Jack Fenimore:***

Let me make just a followup on that and it really touches on Dr. Nathan's point. You mentioned communication as being a critical problem and it is. Dr. Nathan mentioned this is really a big, complicated country. So sometimes we in the states don't make it as easy as we could for offices like ODP to get the money flowing to where it needs to go. And one of the initiatives the Rockefeller Institute is working on now is getting the 64 campuses of the SUNY system together and some of the state operating agencies in a way that collectively in this cooperative group, they can provide to agencies like ODP what in essence would be one-stop shopping. If the ODP needs training or research done, rather than saying, "Which one of these 64 colleges do we call?" they can call one entity that will have representatives from the different programs that are going on in New York. At least we'll be working to make their job of communicating with New York a little bit easier. And I guess that if all the other states did that too, they'd have a little bit easier time in communicating ways that make that money flow work and where it should go.

***Question 5:***

*For Andrew, a question for you. When you said that each state has a designation through the Office for Domestic Preparedness and that is our Office of Public Safety. Do things need to go through a central location to you? Is that sort of the coordination?*

***Response from Andrew White:***

Yes, Public Security. That is the goal, ultimately, for New York State OPS to coordinate the program and serve as a point of contact throughout New York State.

***Question 6:***

*At some point did they think that's going to be the direction that it needs to go, through that one-point contact?*

***Response from Andrew White:***

Oh yes, absolutely. We'll be moving that way for several years. That doesn't mean that ODP is not going to be available to a local jurisdic-

tion to answer questions and point them in the right direction. We do that sort of thing all the time, but the goal really right now is to strengthen each state's ability to manage its own programs.

**Question 7:**

*There was a single reference about federal funding through the Department of Homeland Security that was all going through our Office of Public Security?*

**Response from Andrew White:**

That would be our funding.

**Question 8:**

*So that was kind of the new twist on something. I don't know if it was well articulated, or filtered down to me, you know, individuals.*

**Response from Andrew White:**

Right, right. Well, that's a communication issue. We've got probably about a quarter of a billion dollars in New York State this year, all flowing through OPS. Probably about half of it is designated for the urban areas that were identified as being at high risk in southern and western New York State. But it still leaves a lot left over for other purposes in New York State.

**Question 9:**

*Does it carry more weight coming from them on a credibility level rather than going directly to the department?*

**Response from Andrew White;**

Well, they have — the governor has formal control over how the money is spent. In this case it is OPS. And as long as that spending is within the framework of our program, and a consistent strategy for the state is developed, it's up to them.

**Question 10:**

*I have a question for Mr. Rinaldi. I've actually been on the campus in Maryland and have seen that fine place where they train fire workers. But the question is this. You talked in a very interesting fashion about*

*communication among frontline responders, first responders, and a wide range of agencies. But one of the things that came up after 9/11 is the degree which fire departments and police departments did not communicate with one another. And having worked in city government once, I know the sort of cultures, you know. I have some sense of it and there are a fair number of barriers to communication. Do you sense there's been, at least within that public safety community — police, fire — that there's been a significant improvement in the kind of interfacing, getting integrated, coordinated mechanisms?*

***Response from Tom Rinaldi:***

I think there's been improvement in the fact that there has been more discussion, certainly. I think we always have a problem with technology trying to meet our expectations. And I think that's some of the difficulties that we're all having right now. And the word that's being bandied about is interoperability between all the agencies. My view of interoperability — it's not a technology, but it's how you plan for your communications in a large-scale event. And I've often said that — I don't know if you're aware — but in the State of New York we're trying to institute the statewide wireless network where all the state agencies would be on one band of frequency to communicate with one another. That will not operate just on technology alone. It'll take a plan to be able to do that. So that again, we're not all standing there with the same radio on the same frequency all trying to talk at the same time. It takes a plan. And that's the one conclusion that everybody seems to come to — it's not just a radio; it's a plan; it's needed. So I think there are advances being made. The problem is that technology seems to be keeping one step ahead of what we're trying to do all the time. So hopefully we'll meet up eventually. But there have been advances and, again, there are technologies on the market today — we have integrated one just recently where we'll be able to take disjointed frequencies and be able to talk together. Again, that takes a plan and people working together to do that.

***Question 11:***

*I have a two-part question for Dr. Turnbull. Coming from a public safety background, we're able to communicate our offerings and we know who our target audience is in the public safety arena, not so in the business. One of the current, ongoing frustrations that I have is how do we get the word out to various businesses? I believe I heard you say you*

*had a background in education. And we need to communicate more with business folks so we can understand how your training needs might be somewhat different than our traditional teaching of law enforcement and fire fighting. Any thoughts on that?*

***Response from Dr. Turnbull:***

It's a good question. I think it's when the public-private initiatives come into play. I think there's a real value in providing a forum for that kind of discussion. I know the challenge I have in the private sector is finding individuals that have jobs like I have because it's still more the exception than the rule. It's changing. So I think that kind of private partners specifically are looking to get more involved in evacuation planning, emergency planning for businesses. One thing that we've done recently with Montgomery County fire departments is train employees in community emergency response training. We have over a hundred people now at corporate headquarters trained to do that and it's a win-win. I mean, employees love it, the company loves it, the fire department loves it. Is there a role for the education? Absolutely. The focus of my presentation to them was let's think about getting emergency people who were taking training in emergency response, particularly those at the undergraduate level and at the community colleges. We need to get them more aware of the business. You really need to know how the private sector works, what motivates them, and how they do business. So it works both ways. I think at that very basic level, we need to be thinking about degree programs for emergency response and how they need a business focus.

***Question 12:***

*I also have a question for Dr. Turnbull and a follow-up for the panel. Do you do risk assessments for individual hotels with all the things that can happen? And who's responsible in case of an emergency?*

***Response from Dr. Turnbull:***

The program that I'm responsible for goes right down to that unit level. We have to recognize that every hotel is different in terms of its structural design and also the local codes. But we have a template plan that they use that has the basic requirements. Individual hotels are responsible for doing their own risk assessments on a regular basis, absolutely. We know that we have some hotels that are at a much higher risk because of their location. In fact, the World Trade Center Marriott was

one of the best planned for hotels because of what had happened in 1992. It wasn't a Marriott at that time; we took it over afterwards. But from that point on, the hotel security and engineering and general management groups have been involved in working with the Port Authority and the local emergency response, meeting every week. So they were more prepared than anyone. We're very proud of our hotels and what they've done. We have business and they deal with this every day. They deal with bomb threats and floods and tornadoes. Pretty much every day there's a Marriott that's dealing with something and they're very good at doing it on a weekly basis. What we're trying to do is get them to focus on it.

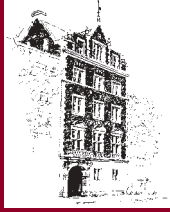
### **Closing Remarks — *General Jack Fenimore***

**T**hank you so much all for coming today. We didn't promise a lot of answers to all your questions, but at least I hope we stimulated some thinking. And I would like to end by thanking Dr. Nathan and the staff and turn it over to our host, Dr. Nathan, Director of the Rockefeller Institute.

### **Closing Remarks — *Richard P. Nathan***

**T**hank you, Jack. I got a lot out of this. I want to thank Jim Fossett and Courtney Burke as well as Jack Fenimore for doing this program as part of this federalism series. We at the Institute have a very strong interest, not just for New York, but nationally and how state and local governments fit into this picture in this area of challenge. And a lot is going on that we all want to learn about and today Jack has helped us a lot. I want to thank General Jack Fenimore and all the speakers. Again, thank you all.





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