AMERICAN BASED TERRORISM:
WHAT A LOCAL COMMUNITY CAN DO TO PREPARE?

EXECUTIVE ANALYSIS OF FIRE SERVICE OPERATIONS IN
EMERGENCY MANAGEMENT

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ABSTRACT

Through the recorded history of time, man has always possessed a perplexity to inflict harm upon others. He strives to create his presence of dominance over his world and all of those individuals who may, in his mind, stand in his way. Terrorism, the buzzword of the 90s, is just another way that man continues to attempt to rule his environments through death, destruction and, most importantly, fear. Terrorism continues to be at center stage for all to see as we enter upon this new millennium with emphasis on mans insatiable appetite for power and control.

Here in the United States, terrorism was something that one saw on the evening news and viewed in numerous depictions of the act via Hollywood's sense of fiction or reality. It was not until the bombing of the Alfred T. Murrah Federal Building in Oklahoma City and The World Trade Center in New York City, that Americans finally realized that they to were at risk of this occurring in their home land. Now it is not unusual to see references to terrorist activities in every news medium that we are exposed to and part of every decision we have to make. Our life has been dominated through the fear of its potential and the thought that this could happen to anyone, at anytime and anywhere in the world. A thought that can be quite chilling when seriously understood.

The purpose of this research project was to develop an evaluative tool that could be used by a local community to determine their state of readiness for handling an emergency incident that resulted from a destructive terrorist activity. In addition, this research was designed to assist that community in putting together specialized components of its Emergency Operations Plan to address the many facets of response associated with providing lifesaving services on the emergency scene. The paper will go on to assess the amount of resources that will be available

should such an incident occur and, most importantly, evaluate the level of readiness public safety agencies have achieved, especially the fire service in dealing with this domestic problem.

This paper will attempt to answer the following research questions in a fashion that will provide guidance and forethought to all that may be attempting to deal with this significant social drama.

1.   What steps can a community as a whole take to evaluate its potential exposure and risk to an act of terrorism?

2.   Who can a community expect to assist with mitigation activities should an act of terrorism occur within in its jurisdictional confines?

3..   What resources are available to assist a community to prepare for an act of terrorism?

4.   How can a community develop a methodology for utilization and deployment of outside resources?

5.   What is the relative importance of information flow to terrorism response and its effect on the disruption of essential government services?

The research methodology used for this project was evaluative in nature and includes a literature review and a survey that was administered to 200 fire, rescue and Emergency Medical Service professionals from community based fire departments throughout the United States. The survey was designed to evaluate and sample communities and fire departments readiness to deal with potential terrorist acts. The survey included a series of questions developed to inquire about basic emergency management issues and more in-depth anti-terrorist activities and the organizations charged with supporting these endeavors. The main emphasis of the survey was to determine the respondent's general knowledge about their community and agencies general state

of preparedness in relation to these destructive occurrences. All of these assessments were conducted within a six-month time period, necessary to complete this research project.

The results of this project revealed that the majority of the survey respondents reported that in their opinion, their organization and their community was not adequately prepared to handle this type of emergency response. The single major factor listed as lacking at the community level for dealing with terrorist preparedness was adequate funding from outside sources. The second most significant factor recognized as being needed to enhance our nations ability to respond to terrorist acts, was a need for more extensive training in handling and responding to these incidents. The final aspect listed in the surveys, as necessary to improve our anti-terrorist capabilities, was better planning aspects of the emergency management elements of our governmental and public safety services at the community level. One of the most interesting findings of the survey process was the number of fire service professionals who had no knowledge at all about some of the more critical aspects of the anti-terrorist activities being put forth in this country today.

As a result of this research project, several recommendations are listed as important steps to be taken to better prepare our nation in its efforts to prevent and respond to home-based terrorist acts. These recommendations facilitate the necessary guidelines that are needed for a community to evoke the proper steps to prepare itself for such an occurrence. The following recommendations were developed out of these results.

1. Communities need to conduct specific anti-terrorist planning initiatives so as to be able to adequately respond should such an act of violence occur.

2. Communities need to assess their own preparatory state using several established National Fire Academy (NFA) and Emergency Management Institute (EMI) Models.

3. Communities must ensure that multi-tiered anti-terrorist training programs be provided to individuals based upon their expected level of performance.

4. Communities need to prepare a response plan that capitalizes on maximum utilization of available services and a methodology for deploying outside resources.

5. Communities need to develop action plans that identify outside sources that can assist when these incidents occur and develop acquisition strategies long before they are needed.

6. Communities must assess the potential for creation of regional anti-terrorist response teams by unification of local community based resources, including trained personnel.

7. Communities and especially public safety agencies must build working relationships with the many federal response agencies that can assist in terrorist mitigation.

8. Communities must capitalize upon the available federal funding sources for anti-terrorist activities and push for more monetary support from both federal and state governments.

9. Communities must develop a system for accurate dissemination of information related to emergency management to assist in the mitigation, response, and recovery processes.

10. Communities must make the commitment to practice the steps they developed to prepare for an anticipated terrorist act and not allow for complacency to stymie the process.

TABLE OF CONTENTS

INTRODUCTION

Terrorism, as defined in the American Heritage Dictionary (1982), is "The systematic use of terror, violence, and intimidation to achieve an end." When used in the context of law enforcement activities, it is further defined as "any unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives" (Scotti, 1986).

It is obvious that the potential threat of terrorist activity here in the United States has finally caught the attention of our entire nation. With the bombings of the Alfred T. Murrah Federal Building in Oklahoma City and The World Trade Center in New York City, the presence of terrorist activities, both domestic and internationally orchestrated have finally reached American shores (FBI, 1997). Over the past several years, a great movement has been underway to assist local providers with the resources they would need to handle a situation involving these very destructive activities. Federal legislation has been introduced to bring much needed funding streams to local response agencies for the purchase of tools and equipment. This brings with it, the ability to provide basic and advanced training initiatives to help public safety agencies prepare on a national level as our country's first line of defense.

In addition, a significant endeavor is underway with both the Federal Law Enforcement community and the Military, through the Department of Defense (DOD), to bring into reality a level of support and secondary preparedness that has not been in existence in this country before. These two agencies have been actively preparing themselves to step into any given area of the country and bring immediate relief and support to local service providers. Both of these agencies have been pushing the bar to take the lead in preparing our country against terrorist-based acts of violence (Graham, 1999). A mounting internal conflict, though, is present, as to who will

ultimately be in control of these initiatives on a federal level. A conflict that will have to be resolved long before we as a nation can declare ourselves ready and prepared for a potential home-based terrorist attack.

More importantly, on the local level, several initiatives are well underway, that will support the nation's first responders to terrorist acts: local fire, police, and EMS response personnel. As reported in the Office of Justice Programs Newsletter, "The Beacon" federal funding through the Nunn-Luger-Domenici Domestic Preparedness Program Act of 1998, and the Office of Justice Program's First Responders Acquisition Program, are making available millions of dollars to first responders (1999). This money is being distributed to 157 of the larger communities throughout the country to initiative anti-terrorist policies and programs. True, this is a good start, but in the real scope of things it is not enough to address all of the potential concerns and issues that are currently on the radar screen as the threat for a home-based terrorist attack grows (Bramblette, 1998).

Also, it is understood that even though the DOD and the FBI are well underway in establishing their own initiatives for dealing with domestic terrorism issues, America's public safety personnel will be the first persons on the scene of any terrorist act. This arrival will occur long before these federal agencies can be in a position to rally themselves or even respond. Therefore, it is an obvious conclusion that these groups, such as the DOD and FBI, must understand that by the time they arrive on the scene of the incident, it will be six to eight hours into the event (FBI, 1997). Long after the arrival of fire, police, and EMS personnel.

Communities must take steps to prepare themselves to remain viable even if a terrorist act should occur in their neighborhoods. They must initiate the necessary programs to assess their risk potential and response capabilities before they are faced with this mounting problem. They

must also develop an action plan, which includes both ways and means to acquire vital resources to maintain life and property throughout the entire ordeal (Gigliotti & Jason, 1991). This is a most critical function for sustaining the life of their community. All of these steps must be accomplished in preparing for the actual terrorist occurrence and need to be completed in a methodical step-by-step process that considers all of the critical elements needed for success.

These steps must include specific guidelines for interactions by all of the agencies and the support organizations that will assist a community that is in trouble. Pre-established guidelines that address the interface among federal, state, and local entities, which have to be committed to mitigating the problem and restoring the community, must also be developed. These guidelines must address the elements involved with federal agency interface by law enforcement agencies and military organizations. Along with state interface with agencies like the National Guard and emergency management functions along with the numerous resources provided by the varied branches of state government. And finally, establishing resource interfaces at the local level involving the fire service, emergency medical service, law enforcement agencies, public works and utilities, along with the entire local government structure (FBI, 1998).

The most critical factor that needs to be addressed when looking to coordinate the interface of all these agencies, is the actual flow of accurate information among all of them. Information provides the most significant tool that can be used to prepare, respond, and ultimately mitigate such an occurrence. Great care must be given to ensure an adequate flow of information occurs both up and down the hierarchy of response personnel and agencies involved in dealing with the potential terrorist act. This is the single most significant issue that needs to be addressed, long before the emergency occurs (Onder, 1998).

The purpose of this research project was to develop an evaluative tool that could be used by a local community to determine their state of readiness for handling an emergency incident that results from a destructive terrorist activity. In addition, this research was designed to assist that community in putting together specialized components of its Emergency Operations Plan (EOP) to address the many facets of response associated with providing lifesaving services on the emergency scene. The research questions answered by this project are:

1.   What steps can a community, as a whole, take to evaluate its potential exposure and risk to an act of terrorism?

2.   Who can a community expect to assist with mitigation activities should an act of terrorism occur within in its jurisdictional confines?

3.   What resources are available to assist a community to prepare for an act of terrorism?

4.   How can a community develop a methodology for utilization and deployment of outside resources?

5.   What is the relative importance of information flow to terrorism response and its effect on the disruption of essential government services?

BACKGROUND AND SIGNIFICANCE

On May 22, 1998, President Clinton took one of the most decisive steps ever taken by a President, toward preparing our country to deal with unconventional threats to the United States. Threats from within that are in the form of terrorist acts that include weapons of mass destruction, assaults on critical infrastructures, and cyber attacks. Presidential Decision Directives 62 and 63 significantly strengthened our nation's defense by addressing a new and more systematic approach to U.S. counter-terrorism efforts. Thus, supporting the President's

position that the fight against terrorism must be at the top of our national security objectives by reinforcing the mission of many U.S. agencies charged with this responsibility (Press Office, 1998).

Terrorism, in any form, creates a complex emergency situation that challenges the response capabilities of local emergency service providers. Studies of trends associated with terrorism have shown that groups and individuals who use terror to meet their objectives are willing and capable of inflicting injury and death on much larger numbers of people than in the past (Bolz, Dudonis, and Schulz, 1996). These trends have shown that terrorists have in the past, and will in the future, select and use weapons that, due to their toxicity or ability to cause disease, can inflict injury or death on large numbers of individuals. Weapons that are well outside their traditional weapons of choice and tactics that idealize inflicting this terror on massive groups of people. These materials are classified as nuclear, biological, or chemical (NBC) in nature. Many of these materials have been developed by military forces for use during acts of war to render large amounts of humans incapacitated or moreover dead (Scotti, 1986).

It is very clear today, that all communities throughout the United States are quite vulnerable to terrorist acts. Any community can be ground zero in a matter of seconds. Besides the devastating effects this activity will have on life and property, the ability of a community to respond to these occurrences is troubling, as well. No community today can be in a position to handle this type of devastation by itself (White House, 1998). A unified effort involving local, state, and federal officials and agencies will have to be mounted to restore some semblance of order. However, one of the biggest problems with this joint response, is in the amount of lag time that will occur between the incident occurring, outside resources being requested, and their actual arrival on the scene. True, local officials will respond immediately upon notification that

the incident has occurred, but because of these outside delays they will be alone as first responders for up to ten hours based upon where the external resources are coming from and what it takes to get them deployed (FBI, 1997).

The successful management of these potential threats can only be accomplished through a comprehensive and systematic approach that involves both planning and training. When these two elements are combined with all encompassing standard operating procedures, emergency personnel can then be successfully guided through mitigation activities that are necessary for dealing with terrorist related events. In addition, this process can help identify the pre-determined steps that must be taken in order to get needed outside resources deployed and allow for, as smooth as possible, transition of the incident when these other agencies get involved. This combination, of planning and training, not only ensures the operational readiness of public safety personnel, but also increases the likelihood of preventing these events through proactive preparedness measures and activities (Bolz, Dudonis, and Schulz, 1996). This is the type of approach that must be taken to increase the potential outcomes of protecting life, property, and the environment.

This research project is directly relevant and related to the National Fire Academy (NFA) Course "Executive Analysis of Fire Service Operations in Emergency Management" because of the definitive nature it provides for the evaluation of a community based fire service organization in an emergency management scenario. This is directly supported by the fact that should a terrorist act be committed on United States soil, a series of inter-connected events will occur that utilize the Emergency Management Principles taught by the Federal Emergency Management Agency (FEMA), to organize and manage the event (EMI, 1997). A terrorist act is no different from any other type of disaster, in that the mitigation process used to address its aftermath

follows the same steps used for most other large-scale emergencies. The difference of course being the specific methodology used to evoke the destructive incident.

LITERATURE REVIEW

The literature review conducted to support this research project included numerous texts and written materials that have been published to discuss the very nature of terrorist activities both abroad and here in the United States. The majority of the materials found, provided more references toward acts of terrorism that have occurred on foreign soils than here in the United States. However, it is noted that the basic principles utilized in anti-terrorist activities are the same no matter what country the incident occurs in (Bolz, Dudonis, and Schulz, 1996). The only difference in comparing foreign countries to the United States is in the level of security present here and the amount of governmental involvement that is occurring on a national level.

In reviewing some of the materials, many references were made to the need for fire, rescue, and EMS services to be prepared for potential acts of terrorism here in the United States. It has been referenced by Congressman Curt Weldon, that most jurisdictions across the country will not have the total amount of resources necessary to act independently on the many different and difficult issues that will arise during a response to a terrorist act (1998). Ultimately, overwhelming the capabilities of the local and state government structures. A methodology for utilization of existing resources must be established and a process for requesting the deployment of outside agency resources has to be created well in advance.

During emergency situations, the general public will demand information about emergency situations and instructions on survival and response actions. Any lack of information, or improper flow of that information, will lead to confusion and mayhem. The

general public has a right to be informed of the activities of its government during an emergency situation, and it should be the policy of that agency to develop and maintain a maximum flow of information with a minimal disruption of essential government activity (Onder, 1999).

Besides ensuring that information, which is needed to mitigate the situation, is properly handled, each community is also responsible for managing and maintaining the critical infrastructure aspects of their neighborhoods. Infrastructures that include physical structures and facilities, public agencies, governmental functions, and life supporting utilities, such as water, gas, sewer, and power must be planned for. These physical infrastructures are the essential elements of a community's economic and social development and must be protected, serviced, and recovered during these incidents. This can be accomplished by mapping out a strategy to deal with these elements long before the incident occurs (Laford, 1999).

Surveying a community's risk is critical to being totally prepared to address issues relevant to destructive terrorist acts. Risk is the predicated impact that a hazard would have on a specific facility, structure, or aspect of the community (NFA, 1999). Risk can be associated with vulnerability of the target area and the impact its loss would have on the community. Dealing with that risk and laying out a course of action to take should that vulnerability be exposed, involves the actual steps that compose the mitigation process.

Mitigation occurs during an indeterminate period of time that is used for planning, training, coordinating, testing, and perfecting the means by which a community can cope with an emergency. This planning, training, coordinating, testing, and perfecting the response to a terrorist event can be divided into two major areas of concern, Crisis Management and Consequence Management (FEMA, 1999).

Crisis Management addresses the measures taken to resolve or prevent the hostile situation from occurring. This includes all measures taken to identify potential terrorists, anticipate their actions, and prevent the performance of these acts if possible. Crisis management also includes the law enforcement efforts toward interdiction, threat management, and investigation to support the prosecution of individuals involved if a terrorist act cannot be prevented. Consequence management addresses the consequences of a terrorist event should it occur. This includes all measures taken to protect lives, property, and the environment and lessen the impact of a terrorist incident on the community. The ultimate goal of Consequence Management is to return the community to normal conditions following a terrorist incident. Crisis Management and Consequence Management can be concurrent activities and agencies can be expected to provide support to both, as needed, to prevent or manage a terrorist event.

In April 1999, the federal government released its Revised Federal Response Plan (FRP), which implements the Robert T. Stafford Disaster Relief and Emergency Assistance Act for state and local governments. Included in this document is an Incident Annex that covers terrorism specifically. Information about this Annex was put together by the DOD, Department of Energy (DOE), Department of Health and Human Services (DHHS), Department of Justice (DOJ), Federal Bureau of Investigation (FBI), Environmental Protection Agency (EPA), and FEMA. This was enacted into law via Presidential Decision Directive 39, which made the FBI the lead agency in relation to terrorist activities in the United States. In response to this directive, The FBI has created the National Domestic Preparedness Office (NDPO) to handle this charge. The NDPO is utilizing its regional FBI Offices to act as liaisons with state and local governmental agencies in preparing their communities against terrorist acts (Hildebrand, 1998).

PROCEDURES

Research

The desired outcome of this applied research project was to develop a process for determining if a community can assess their readiness to handle the mitigation process should an act of intentional terrorism occur, and to assess the local fire departments ability to respond to such incidents. It is also the desired outcome of this project to determine that the national fire service, as a whole, has a great deal of work to do in preparing itself against domestic based terrorist acts but as compared to other first responders, it is way ahead of the pact.

The research methodology used for this project was evaluative in nature and includes a literature review and a survey that was administered to 200 fire, rescue, and EMS professionals from community based fire departments throughout the United States. Of the 200 surveys administered, 159 of them were completed and returned. The survey was designed to evaluate and sample communities and fire departments readiness to deal with potential terrorist acts. The survey included a series of questions developed to inquire about basic emergency management issues and more in-depth anti-terrorist activities and those organizations charged with supporting these endeavors. The main emphasis of the survey was to determine the respondent's general knowledge about their community and agencies general state of preparedness in relation to these destructive occurrences.

The survey was administered to eight different student bodies of the NFA over the course of a two-week period. This group of individuals was chosen specifically because the student population of the academy often represents the more progressive members of our nation's fire and rescue service. The reason that this group was selected for the survey sample was because it is suspected that our national fire service is not really ready to deal with home based terrorist

activities. It is suspected that the survey results will show that if this group of individuals, representatives of progressive service organizations, could not demonstrate a high benchmark for preparedness, then no one else in the fire community could.

It is felt that this is not a negative view of the fire service because, it is this author's opinion, that no one in this country is really ready to deal with a home based terrorist incident. However, due to the responsive nature of this country's fire and EMS service and its willingness to improve upon itself, those individuals that make up these departments are, undoubtedly, the best prepared to respond out of any one else in the United States. But, it has to be noted that we as a nation, especially the fire and rescue service, need to do more to prepare ourselves and our community's, to deal with these emergencies.   Plus, we as a people must do more in the way of support and funding to ensure that our homeland is a safe place to live, work, and play.

Located on the following page, for review, is a copy of the survey that was administered to the eight fire academy classes. As stated above, 200 surveys were administered and 159 surveys were returned. The survey results were representative of one military fire department, 12 volunteer fire departments, 45 combination fire departments (38 of which had a membership below 150), 56 career fire departments with less than 250 members, 31 career fire departments with members between 250 and 1,000, and 14 career fire departments with membership over 1,000. The one survey that contained responses from a military based fire service organization was eliminated because it did not represent enough of a sampling to provide any justifiable data. One fire department reporting survey results is not enough of a random sampling to withstand any type of applied research scrutiny, nor is it enough information to depict any type of accurate portrayal of the military's state of readiness through its federal fire service programs.

Fire Service Self-Assessment: Terrorism Preparedness

Deliberate acts of terrorism have now become a real threat to the entire world. No country or community is safe from these types of destructive acts of violence. This questionnaire is designed to evaluate your community's readiness to respond to and mitigate a terrorist act.

What type of fire department does your community have?
Paid ____   **Volunteer** ____   **Combination** _____   **On-Call** ____   **Military** _____

Size of Department:
Under 150 ___Under 250 ___Under 500 ___Under 1,000 ___Over 1,000 ___

Population Served:
Under 50,000 ___   Under 100,000 ___   Under 150,000 ___   Under 250,000 ___
Under 500,000 ___   Under 750,000 ___   Under 1,000,000 ___   Over 1 million ___

Types of services provided:
Fire__ EMS__ Arson Investigation__ Code Enforcement__ Emergency Management__
Explain_____

In your community, who is responsible for hazardous materials response capabilities?

_____

At what level are your fire department personnel trained?_____

In your community, who is responsible for providing explosive mitigation capabilities?

_____

In your community, who has overall responsibility of preparing against a terrorist attack?

_____

Are the providers you identified in the previous questions working together to formulate a community based action plan?
Yes_____No_____Explain_____
_____

Is your department ready to adequately handle a terrorist act in your community today?

Small event involving up to 25 casualties.
Yes_____No_____Explain_____

Medium event involving up to 100 casualties.
Yes_____No_____Explain_____

Large event involving over 100 casualties.
Yes_____No_____Explain_____

What action is your fire department taking to prepare itself for such an occurrence?

_____

_____

_____

Does your community have an Integrated Emergency Management Plan?
Yes _____No_____Explain_____

What assistance does your community need to prepare itself against terrorist acts?

_____

_____

_____

Do you know if any of the following support agencies have been in contact with your department or other community organizations about anti-terrorism preparedness?

National Domestic Preparedness Office (NDPO)
Yes_____No_____Explain_____
FBI Regional Field Office
Yes_____No_____Explain_____
Department of Defense (DOD)
Yes_____No_____Explain_____
National Guard
Yes_____No_____Explain_____
Federal Emergency Management Agency (FEMA)
Yes_____No_____Explain_____

Is there a Metropolitan Medical Strike Team (MMST) available to your community?
Yes_____No_____Explain_____

Do you think regional response teams are the correct approach to address terrorism?
Yes_____No_____Explain_____
_____

What suggestions would you provide to a department and its community as it prepares itself to deal with terrorist acts of violence?

_____

_____

_____

Do you know of any communities in the United States that you feel are adequately prepared to deal with a terrorist incident?

_____

_____

RESULTS

As suspected, and as can be seen from the data below, the smaller department members

reported that their organizations and their communities were not adequately prepared to handle a

reported terrorist incident and that the larger departments represented, expressed more of a

comfort zone in their readiness state. Overall though, the majority of the respondents reported

that, in their opinion, their organization and their community was not adequately prepared to

handle this type of emergency response.

12 Volunteer Fire Departments represented.	Fire Based	Police Based	Military Based	Regional Response	Emergency Management	Unknown
EMS	6			6		
Haz-Mat	8			4		
Explosive Mitigation	2	7	1	2		
Anti-Terrorist Responsibility	1	6		1	2	2

	Yes	No	Unknown
Are you working on a community based anti-terrorist plan?	8	4	
Can your community handle a terrorist act involving 25 casualties?	7	5	
Can your community handle a terrorist act involving 100 casualties?	5	7	
Can your community handle a terrorist act with more than 100 casualties?	5	7	
Does your community have an Emergency Management Plan?	8	2	1
Has the NDPO been in contact with your department?		11	1
Has the FBI Regional Office been in contact with your department?		12	
Has the Department of Defense been in contact with your department?		12	
Has the National Guard been in contact with your department?	1	11	
Has FEMA been in contact with your department?	2	10	
Does a Metropolitan Medical Strike Team serve your community?		12	
Do you think that regional response teams are the right approach?	9	2	1

45 Combination Fire Departments represented.	Fire Based	Police Based	Military Based	Regional Response	Emergency Management	Unknown
EMS	36					
Haz-Mat	33	1	1	9	1	
Explosive Mitigation	9	28	6	2		
Anti-Terrorist Responsibility	4	11	1		17	12

	Yes	No	Unknown
Are you working on a community based anti-terrorist plan?	25	17	3
Can your community handle a terrorist act involving 25 casualties?	25	20	
Can your community handle a terrorist act involving 100 casualties?	12	33	
Can your community handle a terrorist act with more than 100 casualties?	4	41	
Does your community have an Emergency Management Plan?	11	10	4
Has the NDPO been in contact with your department?	8	27	10
Has the FBI Regional Office been in contact with your department?	10	36	9
Has the Department of Defense been in contact with your department?	10	36	9
Has the National Guard been in contact with your department?	10	35	10
Has FEMA been in contact with your department?	13	22	10
Does a Metropolitan Medical Strike Team serve your community?	10	38	7
Do you think that regional response teams are the right approach?	35	3	7

56 Career Fire Departments with under 250 members, represented.	Fire Based	Police Based	Military Based	Regional Response	Emergency Management	Unknown
EMS	51					
Haz-Mat	38	2		16		
Explosive Mitigation	4	40	6		2	3
Anti-Terrorist Responsibility	7	16	2		29	2

	Yes	No	Unknown
Are you working on a community based anti-terrorist plan?	29	15	12
Can your community handle a terrorist act involving 25 casualties?	36	17	3
Can your community handle a terrorist act involving 100 casualties?	11	41	4
Can your community handle a terrorist act with more than 100 casualties?	8	44	4
Does your community have an Emergency Management Plan?	40	7	9
Has the NDPO been in contact with your department?	4	33	19
Has the FBI Regional Office been in contact with your department?	9	32	15
Has the Department of Defense been in contact with your department?	8	32	16
Has the National Guard been in contact with your department?	10	33	13
Has FEMA been in contact with your department?	24	19	13
Does a Metropolitan Medical Strike Team serve your community?	12	31	13
Do you think that regional response teams are the right approach?	33	8	15

31 Career Fire Departments with 250 to 1,000 members, represented.	Fire Based	Police Based	Military Based	Regional Response	Emergency Management	Unknown
EMS	29					
Haz-Mat	26			5		
Explosive Mitigation	5	20	3	3		
Anti-Terrorist Responsibility	6	4	1	7	13	

	Yes	No	Unknown
Are you working on a community based anti-terrorist plan?	28	2	1
Can your community handle a terrorist act involving 25 casualties?	28	2	
Can your community handle a terrorist act involving 100 casualties?	22	9	
Can your community handle a terrorist act with more than 100 casualties?	19	12	
Does your community have an Emergency Management Plan?	29	1	2
Has the NDPO been in contact with your department?	12	14	5
Has the FBI Regional Office been in contact with your department?	21	5	5
Has the Department of Defense been in contact with your department?	16	10	5
Has the National Guard been in contact with your department?	17	11	3
Has FEMA been in contact with your department?	22	4	5
Does a Metropolitan Medical Strike Team serve your community?	13	14	4
Do you think that regional response teams are the right approach?	25	2	4

14 Career Fire Departments with over 1,000 members, represented.	Fire Based	Police Based	Military Based	Regional Response	Emergency Management	Unknown
EMS	11					
Haz-Mat	14					
Explosive Mitigation	2	12				
Anti-Terrorist Responsibility	1	4		2	7	

	Yes	No	Unknown
Are you working on a community based anti-terrorist plan?	13	1	
Can your community handle a terrorist act involving 25 casualties?	13		1
Can your community handle a terrorist act involving 100 casualties?	10	3	1
Can your community handle a terrorist act with more than 100 casualties?	6	7	1
Does your community have an Emergency Management Plan?	14		
Has the NDPO been in contact with your department?	9	5	
Has the FBI Regional Office been in contact with your department?	13	1	
Has the Department of Defense been in contact with your department?	11	3	
Has the National Guard been in contact with your department?	11	3	
Has FEMA been in contact with your department?	11	3	
Does a Metropolitan Medical Strike Team serve your community?	10	4	
Do you think that regional response teams are the right approach?	12	2	

In addition to the information above, each respondent was asked a series of narrative questions related to the subject matter. These questions were designed to evaluate the respondent's opinions as to the state of affairs within their organization and the community. The five questions are listed below and the subsequent responses were used to develop many of the opinions and results of this research project.

1.   In relation to hazardous material response, at what level are your fire department personnel trained?

2.   What actions is your fire department taking to prepare itself for a terrorist act of violence?

3.   What assistance does your community need to prepare itself against terrorist acts?

4.   What suggestions would you provide to a department and its community as it prepares itself to deal with terrorist acts of violence?

5.   Do you know of any communities in the United States that you feel are adequately prepared to deal with terrorist incidents?

The single major factor listed as lacking at the community level for dealing with terrorist preparedness was adequate funding from some outside source. Most individuals surveyed felt that the federal government was not doing enough to support these local initiatives and especially with the infighting at the federal level over anti-terrorism controls. These respondents reported that local entities were being lost in the federal bureaucratic shuffle. The second most significant factor recognized as being needed to enhance our nations ability to respond to terrorist acts, was a need for more extensive training in handling and responding to these incidents. The final aspect listed in the surveys as necessary to improve our anti-terrorist capabilities, was better

planning aspects of the emergency management elements of our governmental and public safety services at the community level.

One of the most interesting findings of the survey process was the number of fire service professionals who had no knowledge at all about some of the more critical aspects of the anti-terrorist activities being put forth in this country today. Considering that these individuals are considered some of the best and brightest rising stars in our national fire service, leaves some significant room for them to develop the skills necessary to handle such terrorist acts. For example, out of the 157 people who responded to the survey, 39 did not know if the NDPO had even been in contact with their agency. Even more significant, is the fact that 76 of the respondents indicated that no such contact had been made to date from this office. The office created by presidential order and charged with the main responsibility of dealing with our national anti-terrorist programs.

Of all the surveys completed, only 13 communities were identified as being perceived as adequately prepared to deal with a terrorist incident. The 13 identified are big cities and include Atlanta, Las Vegas, New York, Chicago, Philadelphia, Minneapolis, Seattle, Houston, Dallas, San Antonio, Miami, Washington, D.C., and Los Angeles. In preparing this survey, it was anticipated that several large cities would be identified for their anti-terrorist activities because most of the relevant materials on these subjects are being disseminated from these communities. More importantly, over 91% of the responders did not list any community, especially their own as being adequately prepared to deal with this eminent danger. This alone makes it very clear that we as a nation, and as a fire service, have a lot of work to perform within this area of response.

DISCUSSION

This research project has been written in a fashion that will assist a community in assessing their readiness level for handling a potential terrorist threat or action. The paper has been divided into three specific areas of concern for discussing these methodologies for success. The first area to be addressed by a community is the planning phase of the process. Its current state of preparedness is second and lastly, developing a response plan that ensures its ability to react to a reported emergency incident. This discussion contains information that was gathered through actual research conducted through both a literature review and a sampling survey that was distributed to 200 NFA students.

To begin the planning process, the first area of concern, a community will need to conduct a complete Risk Assessment of its neighborhoods in order to prepare against a potential terrorist attack. This action step, as outlined by the United States Fire Administration (USFA), in its course "Executive Analysis of Fire Service Operations in Emergency Management," (NFA, 1999) contains three specific components:

1. Assessment of the risks that tax the public safety agencies of the community beyond normal capabilities, commonly referred to as the critical risks the community would have to face,

2. Assessment of the risks' effects on the community, and

3. Development of strategies that involve the groups and agencies that will respond to the risks.

A Community Risk Assessment is a methodical process that will provide a listing of the needed materials and supportive information that can be successfully used to address the concerns and ultimate response required should an incident occur. Part of the risk assessment

criteria is to look at the process in three specific phases of time: pre-event, event, and post-event. Providing a time-based assessment of potential outcomes and occurrences is intrinsic upon the developmental stages of the incident. Allowing communities to evolve appropriate intervention techniques that would be most effective toward resolving the situation, based upon where it currently is in the incident timeline and not just where officials may speculate it to be. This would enable the community to handle the situation through its examination of the three stages of Emergency Incident Management: Mobilization of Available Resources, Production of Results, and Demobilization of Resources (NFA, 1999).

Every community here in the United States is a potential target of a terrorist attack. However, terrorists are more likely to choose a target that would result in a significant and devastating effect upon the residents or occupants should they be struck by an act of intentional violence. Usually, these are sites where one would find municipal facilities, including federal, state and local structures: including schools, churches, public assemblies, economic institutions and infrastructure components. With this large of a target list, it is easy to see why any community in this country could be a potential target hazard. Planning allows for the given community to do its specific risk assessments of each of its facilities that have been identified and then rate each site using a scale based upon Very Low Risk, Medium Risk, and High Risk (NFA, 1999). Allowing for a much easier methodology of categorizing the risk threat and ultimately the response plans that would be needed to address the situation at hand.

As part of this risk assessment process, the exposure hazards and the potential effects of losing the listed target must be considered and included in the evaluation process using the scale listed above. Just identifying the hazards is not enough because the cascading effect caused by disrupting the community would have devastating effects on surrounding environments, as well.

Therefore, the process of identifying the hazards would also involve evaluating the probability that the hazard site would be targeted and, more importantly, the ultimate population that would be affected should the incident occur. The vulnerability of these potential sites would have to be assessed, recorded, and plotted against the known specific impact factors that may occur. The NFA suggests that these factors be: Danger/Destruction, Economic, Environmental Impacts, Social Aspects, and Political Considerations. This process of laying out the potential threats, the anticipated emergency conditions with which the plan will prepare the community to deal with, and suggested courses of action is the best approach to undertake (Gigliotti & Jason, 1991).

Even though the planning process is never finished, once the planning process is substantially working, the community can move forward with its preparedness activities. The second area of major concern, which includes conducting a Capability Assessment of the organizations and agencies that would be utilized should they be called into action. Before any agency could be expected to respond in an effective manner, a thorough training program would have to be provided to ensure that these responders could be prepared to initiate corrective actions. This training would involve studies in the identification of potential terrorist threats and the mitigation of them. Several programs are already available through the NFA and the Bureau of Justice Assistance. One such course, a basic self-study program, "Emergency Response to Terrorism" (1997), provides introductory information at no cost to anyone who may wish to take it. This is a great baseline-training program that should be administered to every community responder and employee. Specialized training should be provided for those individuals who would be required to do more advanced mitigation techniques, and would include members of a Hazardous Materials Team, Bomb Squad, and Health Department staff.

The following shall be used as a guideline for providing training for first responders of terrorist's events. Training should include assessing potential targets for terrorist's acts and the types of threats the terrorist could likely utilize to accomplish their mission, such as biological agents, nuclear agents, or explosive devices. Instruction should also be provided in the area of available outside resources that could be utilized should such an incident occur. A host of local, state and federal agencies are available to assist in mitigating the incident. Agencies available include the FBI, Alcohol, Tobacco and Firearms (ATF), DOJ, NDPO, State and Federal Emergency Management Agencies, DOD, Military Installations, United States Public Health Service (USPHS), CHEMTREC, EPA, Federal Aviation Administration (FAA), United States Department of Transportation (DOT), and a cadre of other local and state organizations.

Training is a key component of this plan; however, each community must also assess if it possesses enough response personnel to handle an incident of this magnitude before training can even take place. The community planners must be able to take into consideration the fact that call back is not a foolproof methodology to ensure enough personnel will be available to respond to this type of incident. On average, only 40% to 50% of any given workforce can be expected to actually return to work should a catastrophic incident occur. Therefore, it is imperative that a Capability Shortfall Analysis of available staffing be conducted so contingency plans can be created. It is true, that outside resources could be utilized to provide support to response teams, but in reality some of these resources would not be on-scene and available until six or more hours into an incident (FBI, 1997).

It is acknowledged that many different facets of a governmental structure will be involved and even play critical roles in managing an emergency incident resulting from a terrorist attack. Primarily, the initial response will come from the Police Department, the local

Bomb Squad, the Fire Department, the local Hazardous Materials Response Team, and EMS. In most jurisdictions, the operations of these areas all function as separate identities and, if allowed, can have different goals and objectives. The most successful outcomes will result from a coalition of these forces, on a community-wide basis, and even on a regional basis, in order to form an "Anti-Terrorism Unit" that could respond within a geographical area within a matter of minutes. Regional response teams could be comprised of local responders who plan together, train together and, most important, practice together these mitigation techniques. This would provide an intermediate response unit that could deploy locally, faster than the federal agencies could, thereby providing must needed assistance and relief to first responders.

After the training needs and human resource assessment is completed, it is now necessary to establish the equipment needs of the community for response to terrorist attacks. Both available resources and specialty items will have to be accounted for and, more importantly, identified for use during the incident. The DOJ has recently formulated the NDPO, at the direction of Attorney General Janet Reno, to take over the national role of ensuring our country's readiness to deal with these types of issues (Hildebrand, 1998). On February 23, 1999, that office released a Standardized Equipment List for Response Operations in Combating Weapons of Mass Destruction and Terrorism. This list should serve as the benchmark of every community defense plan by determining what equipment is already available for use and what would need to be acquired. (FBI, 1999)

A terrorist event will most likely require equipment beyond a local community's capability and outside support will be necessary. A Governor declaring a State of Emergency may obtain this equipment for a community through the FRP by providing supplemental assistance when the consequences of a disaster exceed local and State capabilities (MEMA,

1999). As mentioned before, the federal government can mobilize an array of resources to support state and local efforts. Various emergency teams, support personnel, specialized equipment, operating facilities, assistance programs, and access to private-sector resources constitute the overall federal disaster operations system. The FRP describes the major components of the system, as well as the structure for coordinating federal response and recovery actions necessary to address state-identified requirements and priorities.

The FRP has adequately addressed the aspect of deploying outside resources and assistance into a community in need. However, the survey conducted for this research project listed as the number one need at the local responder level, to be funding at the local level to support and strengthen our first line of defense. In the past two years, the federal government has started a flow of funding streams to the local level, through the Omnibus Appropriations Act of 1999 and other pieces of legislation (Bramblette, 1998). This has been a great asset to local responders, but it is just not enough. Local law enforcement endeavors are receiving billions of dollars in support of the fight against crimes while the fire service is only receiving millions to battle terrorism and not much else. The leaders of this country, the greatest nation in the world, have to realize that our national fire service is starving to death for lack of resources. If this business of fire protection and emergency medical service is going to survive, an infusion of federal dollars is going to have to occur.

In addition to money, the federal level of responders are going to have to start paying attention to the local level providers as to what is needed and necessary to maintain their home based communities. For too long now, federal agencies have not been paying much attention to the wishes of its citizenry, and continue to force unfunded mandates and intervention on local services. One such example is the NDPO formed by the FBI. This agency is charged by the

President to ensure our preparedness against terrorist threats is in place. Yet, this research project reveals that over 50% of the departments surveyed had never been contacted by the NDPO or even the FBI Regional Field Office to determine their terrorist readiness, and another 20% were not even aware if the NDPO had made an attempt to contact their agency. Granted, this deficit does not fall entirely on the FBI or the NDPO, for, it surely must be shared by the National Fire Service in our complacency toward terrorist preparedness. We have been splintered for too long and have our own repair work to complete before anyone can expect a unified stance from our members and organizational structures. This is a significant problem that we, as a service-orientated endeavor, must correct in our own house.

Once these assessments are completed and planning continues, elements of the response process can be initiated within the community. As described in the Emergency Management Institute (EMI) course, "Integrated Emergency Management" (1997), one of the best ways a community can prepare for response is to utilize all of the information that has been gathered from this process and formulate a community based EOP. The EOP would utilize all of the specific recommendations that were identified and developed through the first two areas mentioned above and apply them to the various stages of response and mitigation necessary to control and rectify the emergency incident. If an EOP already exists in the community, then a Terrorist Response Annex should be added to it.

Critical to the response aspects of this preparatory endeavor is the construction of a Damage Assessment System that can address both current event and post event occurrences. Damage Assessment, as defined by the NFA, is the "Gathering of information related to the impact of an event or series of events, on life and property within a defined area" (NFA, 1999).

This is a process that must be ongoing in nature that will start immediately upon the occurrence of such an act and will continue on throughout the recovery process.

Immediately upon the notification that a terrorist style incident has occurred, event related assessment activities would begin. An on-the-scene reporting process utilized to determine the very critical mitigation needs and the emergency services that are to be performed by first responders. It is the intent of this assessment process to document all life safety threats to the community and any emergency personnel hazards that may be present. Also, it is intended to provide for a quick overall assessment of the total extent that property has been damage and the effects that damage had on the community. Especially, with the community's ability to deliver municipal style services. Examples of these services would include road conditions and the obvious obstructions that may hinder emergency services from entering any target hazard area. Loss of power and utilities or life support functions. This process is designed to identify all unsafe conditions, note such occurrences and, more importantly, report their existence to the appropriate authorities. This function would be best facilitated through the use of the emergency first responders because of their ability to assess a situation, relate it to the overall occurrence of the disaster, and then determine the resources that will be needed to handle the situation at hand. This will continue throughout the entire emergency event (NFA, 1999).

A terrorist event shall utilize a nationally recognized standard for the management of such incidents. The Incident Command System (ICS) is the standard for all types of natural and manmade disasters. One component of the system is the Unified Command Structure. Many terrorist events involve multi-agencies and can become multi-jurisdictional incidents depending on the location. A Unified Command Structure allows that all agencies with a functional responsibility at a multi-agency or multi-jurisdictional incident can contribute to the process of

identifying overall incident objectives, selecting appropriate strategies, jointly planning for

tactical activities and, thereby, achieving maximum use of all resources at hand. The FRP

employs a multi-agency operational structure that uses the principles of the ICS based on a

model adopted by the fire and rescue community. ICS can be used in any size or type of disaster

to control response personnel, facilities, and equipment. ICS principles include use of common

terminology, modular organization, integrated communications, unified command structure,

action planning, manageable span of control, pre-designated facilities, and comprehensive

resource management. The basic functional modules of ICS (e.g. operations, logistics) can be

expanded or contracted to meet requirements as an event progresses (EMI, 1997).

Consistent with ICS principles, the FRP can be partially or fully implemented, in

anticipation of a significant event or in response to an actual event. Selective implementation

through the activation of one or more of the system's components allows maximum flexibility in

meeting the unique operational requirements of the situation, and interacting with differing state

systems and capabilities. Critical to the activation of this plan or components of it is the

collection and dissemination of accurate and reliable information. Probably the single most

critical success factor for handling such an occurrence is proper information flow and

documentation (Onder, 1998). There will be a need for a single source of reliable information

during an emergency for government, the public, and the media.   Information including

appropriate instructions to the public and others while working to disseminate facts, thereby,

providing elements for rumor control.

In conclusion of this activity, a complete and accurate event-wide documentation process

will have to be developed in order to ensure the total capture of all the vital facts and data,

relevant to the incident. This documentation process will actually provide both the historical

record aspects of the event and the data that will be needed as justification for any outside financial assistance that may be used to restore the community to normal. As part of the documentation process, a unified flow of information must be established very early on in the emergency incident (USAC,1999). As mentioned before, the accurate flow of this information between all of the agencies and organizations involved with the mitigation process is critical to a successful outcome. As a matter of fact, without a proper flow of this information the mitigation process will surely suffer and potentially fail out right. A great deal of time, energy, and resources could very well be wasted due to inaccurate information dissemination. Managing this incident really means managing the relevant information about the incident (EMI, 1997).

Upon bringing resolution to the emergency circumstances of the incident and the restoring of a calm to the scene, the process of recovery for the community must next be addressed. At this point, it will be necessary to conduct a post-incident assessment of the affected areas paying special attention to the conditions needing to be addressed that would have to be taken to return the community back to normal. This will involve a process of determining much more detailed information concerning three specific areas of concern: total amount of damage, type of damage that occurred, and the area of damage (FEMA, 1997). Thereby, providing the community with a final overall cost factor that will be attached to this violent act of destruction.

One of the best ways to accomplish this post-event assessment would be to use existing community employees who are very familiar with the neighborhoods and areas affected. Members of the municipal structures of government would be the best resources to pull because they would have a great deal of institutional knowledge about the community itself (NFA,1999). Assessment teams should be comprised of personnel from the Fire Department, Building

Department, Tax Assessment Office, Public Works Department, Highway Department, the

Police Department and any others who may possess the skills necessary to conduct these tasks.

This would include representatives from available governmental support agencies on the local,

state, and federal levels, as well.

In conclusion, a community is best prepared for such acts of violence by taking a

systematic approach to mitigation through the decisive planning, preparedness, and response

component of its overall EOP. These steps will allow for the community in question to address

all of the potential concerns and issues that may arise should such a heinous incident occur. The

only real way a community can prepare itself for these matters is to just go ahead and commit the

time, money, resources, and fortitude to deal with it. There are no shortcuts to Emergency

Management Planning and the necessary responses needed to restore a community to normalcy

after the devastation has been inflected upon it. Either, a community and its public safety

services are ready or not. Only the community itself can answer that question.

RECOMMENDATIONS

As a result of this research project, several recommendations are put forth as important

steps needing to be taken to better prepare our nation in its efforts to prevent and respond to

home-based terrorist acts. These recommendations facilitate the necessary guidelines that are

needed for a community to evoke the proper steps of preparing itself for such an occurrence. In

the context of these recommendations, when it has been identified that a community must

perform a certain function, it is intended to include the specific responsible agency to administer

to that function. The use of community refers directly to the responsibilities that the public

safety agencies of that area have to perform. The two are interchangeable. The following recommendations were found to be of critical importance to these initiatives.

1. Communities need to conduct specific anti-terrorist planning initiatives so as to be able to adequately respond should such an act of violence occur.

2. Communities need to assess their own preparatory state using several established National Fire Academy and Emergency Management Institute Models.

3. Communities must ensure that multi-tiered anti-terrorist training programs be provided to individuals based upon their expected level of performance.

4. Communities need to prepare a response plan that capitalizes on maximum utilization of available services and a methodology for deploying outside resources.

5. Communities need to develop action plans that identify outside sources that can assist when these incidents occur and develop acquisition strategies long before they are needed.

6. Communities must assess the potential for creation of regional anti-terrorist response teams by unification of local community based resources, including trained personnel.

7. Communities, and especially public safety agencies, must build working relationships with the many federal response agencies that can assist in terrorist mitigation.

8. Communities must capitalize upon the available federal funding sources for anti-terrorist activities and push for more monetary support from both federal and state governments.

9. Communities must develop a system for accurate dissemination of information related to emergency management to assist in the mitigation, response, and recovery processes.

10. Communities must make the commitment to practice the steps they developed to prepare for an anticipated terrorist act and not allow for complacency to stymie the process.

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