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# BOSTON MARATHON BOMBINGS, ONE YEAR ON: A LOOK BACK TO LOOK FORWARD

U.S. HOUSE OF REPRESENTATIVES, COMMITTEE ON HOMELAND SECURITY

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Committee on  
**HOMELAND SECURITY**  
Chairman Michael McCaul

*Opening Statement*

April 9, 2014

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**Statement of Chairman Michael McCaul (R-Texas)  
Committee on Homeland Security**

**“The Boston Marathon Bombings, One Year On: A Look Back to Look Forward”**

This is a powerful and emotional day for the witnesses, for me, and this Committee. It’s a time to remember the Anniversary of the Boston Marathon Bombings, and it’s a time to remember the victims. I, personally, remember walking down Boylston Street with Boston Police Commissioner Ed Davis, who is with us here today. I remember him pointing out to me the trash cans where the bombs went off, injuring 260 innocent people and killing three including a little 8 year old boy, in cold blood.

In the middle of chaos, we also witness exceptional bravery. If not for the heroic acts of the first responders and Boston citizens who ran towards danger instead of away, many more could have died.

I remember after the attack, the marathoners tying their shoes together in the hundreds in a memorial out of respect and dedication. I remember the Watertown Police Chief, who is before us today. I remember him taking Congressman Keating and me on a tour of their once-quiet neighborhood and seeing the aftermath of the gunfight to take down two of the biggest terrorists since 9/11.

What happened after that is what heroes are made of. Tamerlan threw everything he had at these officers including pipe bombs, rounds of ammunition and a pressure cooker IED. The Boston Bomber was finally subdued after the heroic acts and efforts of our local law enforcement, some of who are with us today.

What is not so well known is that had it not been for the efforts of Commissioner Ed Davis and his efforts, and those of the Watertown police force, our Nation could have been further terrorized. These terrorists had six more bombs in their car and were on their way to Times Square. If it wasn't for these heroic acts of bravery New York City could have been hit again.

We will hear from these brave individuals today for the first time before Congress. This committee, through its oversight responsibilities, conducted a thorough investigation into what happened and what went wrong.

We found that several red flags and warnings were missed. We found that Tamerlan was on the radar of the FBI and somehow dropped off. We found that Tamerlan travelled to Dagestan, known for its Chechen terrorists. This is precisely what the Russian letter warned our Intelligence Community and FBI about. He came back even more radicalized. We also found that unfortunately Customs, FBI, and the IC somehow missed it. Arrogantly, some US officials said "It would not have made a difference" if they had known about his overseas travel. We now know that a check of his public social media would have shown indicators such as Jihadists video postings. His Mosque had seen escalating behavior as well. It likely would have been clear that he was becoming more and more of a threat to the community.

Which takes me to me to my last point: State and Local police have a strong role in Counter Terrorism. They know the streets better than anybody and they know the local threats. The Boston Police Department should have been given more information throughout the entire process. They must know the terror threats in their own backyards. This process in my judgment has to change.

In an effort to do this, two weeks ago our Committee issued our report about the Boston Marathon Bombings. Over the course of the year, we held two hearings; had numerous briefings and engagements; traveled to Boston multiple times, and had a bipartisan staff delegation travel to Moscow. I personally went to Boston and Moscow with Mr. Keating and spoke with officials on the ground. I want to thank the Democrats for their participation in the investigation and the Report, and I'm pleased that their input was reflected in the final Report. Based on lessons learned, we issued our findings and recommendations to fix some of the systemic problems that led to Tamerlan Tsarnaev falling off of our radar.

I hope to think in a small way the Recommendations we made in this report can make a difference in preventing the tragedy we saw in Boston from occurring again in the homeland. I am pleased to know, to hear, and to report that both the FBI and DHS are already constructively implementing the recommendations of this Committee's report. Let us hope that such a tragic event like this never happens again.

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Testimony of former  
Boston Police Commissioner Edward F. Davis, III  
Before the House Committee on Homeland Security  
April 9, 2014

Chairman McCaul, Ranking Member Thompson, distinguished members of the Committee, thank you for inviting me back before you today to once again discuss the events of April 15, 2013, when the Boston Marathon and our nation came under attack by a pair of extremist brothers bent on challenging our freedom.

I came before you last May as Commissioner of the Boston Police Department to offer my insights into the information-sharing that occurred before and during the events of last April. I also came to you on behalf of the Boston community, and specifically, four people whose voices could no longer be heard because of the attacks of these cowards.

Once again, before I begin my remarks, I ask that you remember the lives of Martin Richard, Krystle Campbell, Lu Lingzi, and MIT Police Officer Sean Collier. Let my comments today reflect that none of us should ever forget four lives that were senselessly cut too short by the events of that week.

Next Tuesday afternoon at 2:50 p.m. we will mark the one-year anniversary since two pressure-cooker bombs were detonated on Boylston Street, on a historic stretch of a Boston Street that leads to one of the most inspirational sights an athlete can view – the finish line of the Boston Marathon.

A lot has changed in that one year. For the hundreds of victims wounded in the attacks, life has been altered. Yet on a daily basis, we continue to see and hear the inspirational stories of those victims – stories like that of Adrienne Haslet-Davis of Boston, a professional dancer who returned to the stage last month despite losing part of her left leg in one of the explosions. Or Jeff Bauman of Chelmsford - the iconic image of him being wheeled away from the devastation by a Good Samaritan is emblazoned in our minds. He just announced he's engaged and is going to be a new father soon. Or Martin Richard's sister Jane, whose recovery has inspired a team of

runners to run on her behalf in this year's marathon. Or the dozens of nurses and first responders who will be undertaking their first marathon ever next week, in honor of the victims whose lives they helped save. There are literally hundreds more stories that I could share with you. I just want to make sure none of them are lost to time, as we continue to examine the events that led up to the attacks and the actions that unfolded in the days and weeks afterwards.

I also want to speak on behalf of a community. Not just a Boston community, or even simply Metropolitan Boston, but the greater community at large. In the year since, as I have travelled across this country talking about the lessons learned from this tragedy, I have come to realize the community that rallied behind the Boston Strong mantra numbers in the millions, because that is how aggrieved our nation felt after these attacks on our freedoms and the innocents caught in the path of those explosions.

In the weeks after last April's attack, many questions were raised about who knew what when, and what kind of information was being shared between law enforcement agencies.

I am here to tell you that throughout this past year, the level of inter-agency cooperation and information-sharing that has occurred between local, state, and federal law enforcement agencies has been critical to ensuring that we have found answers to as many questions as we could pose.

Within the first few minutes of hearing about the explosions on Boylston Street, my first phone call was to my friend and colleague Rick Deslauriers at the FBI. He and I worked side-by-side throughout the ensuing week, and I consider him a staunch friend and ally. He offered all of the services of the FBI and other agencies to make sure that we not only apprehended the terrorists responsible for this crime, but also to ensure that our inter-agency collaboration affords all of our agencies the critical amount of information-sharing needed for our organizations to operate at peak efficiency.

What all of us learned that week and in the ensuing 12 months, though, is just how big our community is beyond the partnerships within the levels of government. Our law enforcement community is obvious. With me today are some of my colleagues from the neighboring Watertown Police Department, the community where the manhunt came to an end and a community that found its neighborhoods under siege like never before in our country's history.

Make no mistake about this – Boston Police, Watertown police - none of our agencies could have enjoyed the successes we achieved without the involvement of a much larger community, one that felt personally victimized by the attacks. That is the community which has come to be known as Boston Strong.

In the past 12 months, Boston Strong has been used a rallying cry for an indomitable spirit, a sign of resilience and perseverance. Our hometown baseball team, the Red Sox, showed its tenacity and found inspiration from its message to win a World Series. It came to personify our indefatigable patriotism and commitment to neighbor helping neighbor. In New England, we don't just see Boston Strong as a clichéd hashtag on twitter, as see it as a proclamation that we stand together, united in the face of previously-unimaginable atrocity, and determined to hold fast to our ideals and basic tenets of freedom. Boston Strong became an exclamation by a community that wants the world to know that it can rally in the face of adversity and, armed with the necessary information, can work with its governmental partners to achieve a safe and desired outcome to a horrible and senseless act of violence.

Anyone who has ever visited Boston in the spring, or spent any time there, you know that the Boston Marathon is the People's Race. This is a 26.2 mile line that starts in Hopkinton, winds through Ashland, Framingham, Natick, Wellesley, Newton, and Brookline before ending in the heart of downtown Boston. And it occurs, appropriately enough, on Patriots' Day, a state holiday in Massachusetts that helps recognize the birth of the American Revolution, but has also come to embody our patriotic love for our community and our country. In New England, you either watch the Marathon, you know somebody who runs it, or you run in it yourself. I had close friends and colleagues running in last year's race, many of whom were pressed into immediate service by the explosions. The Marathon is part of our fiber, and an attack on the institution is an attack on our community as a whole.

This is the same community who waited anxiously as the largest manhunt in New England history played out over four days. When law enforcement decided to release the photos of the two suspects, we knew the dissemination of information into the hands of the public would be one of the most effective ways we could apprehend the individuals we wanted.

As we saw it play out on Thursday and Friday of that week, when the suspects took to the run, and began endangering innocents in other communities, we had to take the unprecedented action of asking more than half a million people to shelter in place while we search for these two men, who were throwing bombs at the police officers trying to catch them.

And for that historic Friday after the marathon, when we asked our communities to work with us and remain at home to keep the streets clear so we could do our job, they listened.

They listened because they shared a common goal, of wanting us to catch the men responsible. They listened because they trusted law enforcement, and by extension, their government, to take care of them.

As anyone who has followed my career with the Boston and Lowell Police Departments knows, I believe in community policing, and the critical role that our residents play in helping to keep a

community safe. It was relationships built before the marathon attacks that allowed us to implement such drastic measures, and those relationships only grew stronger when our communities saw the professional responses from their police agencies.

Sir Robert Peel was the Conservative Prime Minister of the United Kingdom in the early 1800s, and helped establish some of the modern concepts of our nation's police forces.

It was Peel who said "The police are the public and the public are the police – the police being only members of the public who are paid to give full-time attention duties which are incumbent on every citizen in the interests of community welfare and existence."

Nearly two centuries later, that basic tenet still holds true today.

Together, we solve problems.

In the case of the multi-agency responses required in the wake of the attacks, yes, we did identify some areas we could improve upon, especially in terms of information sharing. But I remain supremely proud of the work done not just by the first officers, firefighters, or EMS workers who responded to the attacks, but also by the sea of yellow-jacketed Boston Marathon volunteers, and the runners who stopped short of their 26.2 mile goal to help innocent people suffering on the sidewalks along Boylston Street.

Beyond the successes we have achieved with the cooperation of the media agencies that cover our agencies, we also learned quickly what a valuable information tool our social media networks could be to us as that week unfolded last April. Systems that remain in place a year later, and allow our agencies to more effectively and more rapidly communicate directly with the men and women we are sworn to serve and protect

Next Monday, an historic number of runners will take to the pavement again to run in the fabled Boston Marathon, and next Monday, they will be protected by an historic amount of law enforcement personnel from among a wide swath of agencies, all of whom have been meeting on a regular basis for months to ensure the safety of everyone who will be running and watching the event. We are all working together.

When he came to our city a few days after the attacks, President Obama told the world that Boston will run again, and he was right.

We run to support the dreams and personal aspirations of every man and woman who will be lacing up their sneakers to complete the grueling course.

We run for the ideals that this kind of event brings our community together to celebrate everything that is great about our city, our state, and our nation.

And we run for the men, women and children who can't be there this year – Krystle Campbell, Lu Lingzi, Martin Richard, and Officer Sean Collier.

All of us, - Boston, Massachusetts, New England, the United States - we run together.

**Mr. Edward P. Deveau**  
Chief of Police  
Watertown Police Department

Chairman McCaul it is an honor to come before the US House of Representatives Committee on Homeland Security.

I am extremely proud to be here today representing the men and women of the Watertown, Massachusetts Police Department. Our goal has always been to be the best police department in the State of Massachusetts.

Mr. Chairman, I had the privilege of meeting you and the other members of your distinguished Committee when you traveled to Boston and Watertown. I want to thank you and your members who took the time to learn more about how the Watertown Police Department and the Watertown community responded to the events of last April.

Before I speak about the actions of the Watertown Police Department I would like to give you some background on the events of last year:

Patriot's Day is a special day in Boston and my favorite weekend of the year. Businesses and schools are closed in Massachusetts so most people have the day off. Spectators line the 26 miles of the Boston Marathon from Hopkinton to Boston cheering on elite runners from all around the world, and the regular people, including so many that run for charities.

The Boston Red Sox play at 11:00 AM and after the game all the fans walk down to Kenmore Square to watch the final mile or two of the marathon. You haven't lived in Boston very long if you haven't been a spectator, volunteer, or a runner. This year I will run with twelve of my officers, it will be an emotional moment when we cross the finish line on Boylston Street.

The Boston Marathon will be held in less than two weeks, and more people than ever want to be a part of it. They want to come together to celebrate and remember those who died and those who were injured in last year's explosions. They want to remember Officer Sean Collier of the MIT Police Department who was ambushed and killed before the two brothers headed to Watertown.

We have all seen what occurred at the finish line of the Boston Marathon on April 15<sup>th</sup> and Commissioner Ed Davis will speak about those tragic events and the Boston Police Department's impressive response that day.

I am here today to talk about the events that occurred in Watertown in the early morning hours of April 19<sup>th</sup>. That seemingly quiet overnight shift suddenly turned into a warzone. For the first time in America, police officers were attacked with

guns and bombs and it happened on a quiet backstreet in my community. Those two brothers were trying to kill my police officers and had plans to kill and injure more innocent people.

The handful of Watertown officers on duty that night acted heroically and defended Watertown without regard for their own personal safety. They displayed courage and bravery as they stubbornly defended our community. Just as in Boston, my officers were at their very best when confronted with the biggest challenge of their careers. Their split second decisions and actions went far beyond their police academy training, but I can ensure you it will now be taught in police academies across the country. It has been said before Mr. Chairman, but as their Police Chief I want to state it again, the actions my officers took saved many more people from being killed and injured.

I want to introduce the officers that have accompanied Sgt Pugliese and myself here today. Each of these officers played a key role in that historic gun battle on Laurel Street.

Mr. Chairman, during those trying day's last April two individuals attempted to strike fear and take down a city. They attempted to terrorize us all. In the end they accomplished nothing. What they will never know is that when America gets knocked down we pick ourselves up and become even stronger. We will not be intimidated. Watertown is stronger, Boston is stronger, and in my opinion the entire country is more united and stronger. The strength, resilience and defiance is what made Boston Strong and I know if an attack occurs in any city within our country they will respond in a similar way.

The Watertown police officers on duty that night stopped these terrorists from leaving with their car full of weapons to carry out their next deadly plan. In the following 18 hours our entire department of 65 officers was tested and worked around the clock to keep our community safe. We received unprecedented support from surrounding police departments and federal agencies. As a result the second Boston Marathon bombing suspect was finally captured.

I want to thank the residents of Watertown for their patience and cooperation that day and for their continuing support. It truly took an entire community.

Mr. Chairman, when I began my comments today I mentioned our goal was to be the best police department in our state and I am not sure if we have accomplished that, but what I do know is that for eight and half minutes on a back street in Watertown we were the best police department in the world.

Mr. Chairman, I conclude my remarks and I am happy to try and answer any questions your Committee may have. Thank You

Jeffrey J. Pugliese  
Sergeant  
Watertown Police Department  
552 Main Street  
Watertown, MA 02472

April 9, 2014

"The Boston Marathon Bombings, One Year On: A Look Back to Look Forward"

Good morning, thank you for inviting me to speak here this morning. My name is Jeffrey J. Pugliese, I'm a Police Sergeant with the Watertown Massachusetts Police Department. I'm a 34 year veteran of the Department. In addition to my duties as a Patrol Supervisor, I have been a department firearms instructor for over 29 years. I am also a U.S. Army Veteran (1974-1978), serving in the Berlin, Germany as a Military Police Officer assigned to the Berlin Brigade.

I am here to discuss the events of the early morning hours of April 19th, 2013.

It was just after midnight and I had just finished my work shift when I heard a radio broadcast that officers from my agency were following an alleged carjacked vehicle. I knew the current shift had only four Patrol Officers and a Patrol Sergeant working, I decided to drive in that direction in the event any additional assistance would be needed by the officers.

While en-route to the area, I heard another radio broadcast that officers were now taking gun fire from the occupants of the alleged carjacked vehicle and they were requesting assistance.

On arrival at the scene, I heard gun fire, I exited my vehicle and within moments I heard an explosion.

I advanced to the area where other officers were taking cover and returning gunfire. The suspects were eventually taken into custody.

While I am not at liberty to go into minute details as the incident is still awaiting trial of one of the suspects, I will endeavor to answer any questions you may have.

I think it should be noted that in today's ever changing environment of violence, local municipal governments are not financially equipped to take on the increasing burden of such hostile actions.

In closing, I would like to say that all of the Officers involved in this incident are ordinary men who were put into an extraordinary situation and performed extraordinarily well.

Once again, thank you for inviting me to speak here this morning.

Sincerely,

Jeffrey J. Pugliese  
Sergeant  
Watertown Massachusetts Police Department



Testimony of

Herman B. "Dutch" Leonard

George F. Baker, Jr. Professor of Public Management and  
Faculty Co-Director, Program on Crisis Leadership

John F. Kennedy School of Government

and

Eliot I. Snider and Family Professor of Business Administration and  
Faculty Co-Chair, Social Enterprise Initiative

Harvard Business School

Harvard University

provided to the

House of Representatives Homeland Security Committee

hearing on

The Boston Marathon Bombing, One Year On: A Look Back to Look Forward

April 9, 2014

I would like to thank Chairman McCaul and Ranking Member Thompson for inviting me to testify today, as well as Congressman Keating of Massachusetts for the tireless work he has done to advance understanding of the events surrounding the Boston Marathon bombing that took place during the week of April 15, 2013.

I would also like to say that it is an honor for me to appear on this panel today with three of the genuine heroes of that week -- Commissioner Ed Davis, Chief Ed Deveau, and Sgt. Jeff Pugliesi. One of the privileges of doing the research we have been carrying out is that we have regularly been in the presence of heroes -- as I am again, and indeed as we all are today.

My name is Herman Leonard, known to my friends as "Dutch." I am the Baker Professor of Public Management at the Kennedy School of Government at Harvard University, where I am also Faculty Co-Director of the Program on Crisis Leadership. I am also the Snider Family Professor of Business Administration and Faculty Co-Chair of the Social Enterprise Initiative at Harvard Business School.

Over the course of the last year, since the bombs exploded at the finish line of the Boston Marathon, I have been working together with Arnold Howitt, who is Executive Director of the Ash Center for Democratic Governance and Faculty Co-Director of the Program on Crisis Leadership, and Christine Cole, who is Executive Director of Harvard's Program on Criminal

Justice Policy and Management, both at the Kennedy School, and with Professor Phillip Heymann of Harvard Law School to understand the sources of the strengths and weaknesses of the response to the marathon bombing. Our work was supported in part by the International Centre for Sport Security. In providing this testimony today, I am appearing as a representative of our research team; the views I am presenting here are our own, and not those of Harvard University or any other organization. This was a team effort, and while I'm providing the testimony today this work is the product of many hands. (Any errors made here, however, are mine.)

Our work was presented in honor and memory of those who lost their lives or suffered grievous injuries in the Boston Marathon bombing. It is dedicated to all of those who helped.

Our work focused on the issues of command within and coordination among the agencies and organizations involved in the response. Events like the marathon bombing create a surge of demands and thereby create the need for sudden teams -- groups of individuals and organizations, thrown together by circumstance even though they may not have worked together before, who must, in order to produce the best possible overall response, work effectively in tandem under conditions of uncertainty and stress in a rapidly-evolving situation. Our work concerns the response that began when the bombs exploded. Since we are seeking to understand and explain the quality of that response, we also focus on the extensive efforts made in advance to create the conditions that enabled it. Another part of our research team is examining some of the issues about pre-event intelligence; that work is not yet complete, and lies beyond the scope of the report I'm describing today.

We conducted a series of extended interviews, mainly with senior command officials in the major organizations involved in the response to the bombing. We also drew extensively on public statements and media descriptions of the events. Three weeks ago, we convened an "expert dialogue," gathering about 100 people, including many of the principals we had interviewed and other participants in the events of that terrible week, together with senior emergency management officials and academics from around the US and from abroad. We spent an intensive day discussing the events and our proposed recommendations.

Our report, entitled "**WHY** was Boston Strong?," was released last week. Our title references the local description -- "Boston Strong" -- of the full spectrum phenomenon of response and resistance and resilience shown by first responders and by survivors and by the wider community during that week and since.

I appreciate this opportunity to discuss some of the findings of our research with you.

I have two simple messages for you today.

The first message is about the *first responder* part of Boston Strong that was on display last April.

That message is this: It works! *Incident command* works! When you build it in advance and use it in the moment, incident command is effective. The *National Incident Management System* is starting to work.

It has been a long time in coming and it is long overdue -- but we've made a lot of progress nationally, and the events in Boston last year put that vividly on display.

For something like 50 years, starting in the 1960s and continuing with greater energy after a devastating fire in California in 1970, people of goodwill in emergency management sought to develop and promulgate an effective, unified, coherent doctrine of incident management so that agencies and organizations that find themselves having to work together on terrible and dark days can efficiently and smoothly combine their capabilities and resources. The central purpose of having a single, unified approach is to enable a sudden team to produce the best performance reasonably possible given the nature of the challenge and the capacities that they have available. Too many times we have watched while vitally needed and clearly existing capabilities were not marshaled or effectively deployed -- but instead were idled by a lack of ability to organize, coordinate, and execute across agencies, jurisdictional boundaries, and levels of government.

Finally, Congress – through the House Select Committee on Homeland Security, the original inception of this committee, in Part 5 of Section 502 of Public Law 107-296, the Homeland Security Act of 2002 – mandated that the Secretary of Homeland Security build “a comprehensive national incident management system with Federal, State, and local government personnel, agencies, and authorities, to respond to ... attacks and disasters.” In 2004, the Department of Homeland Security duly issued instructions to those it could command directly (and created incentives for those it could not) to organize themselves for emergency response purposes in compliance with the structures and precepts and procedures of that system. FEMA has since worked to develop the system further and to help federal and other agencies implement the structures, procedures, and training associated with making this doctrine a practical reality.

This mandate did not immediately succeed in enhancing performance in multi-agency response to crisis events. In 2006, I gave testimony before the Senate Homeland Security Committee about Hurricane Katrina; incident management in the crucial early days of that response had been only sporadically applied and while it had proved helpful in the areas where it was used effectively it was clear that we were still a long way from having a fully operational National

Incident Management System that worked smoothly across agencies of all types and all levels of government and all jurisdictions.

My first message to you today is that it is now working far better. Boston Strong is a good illustration of what can be – and, in Boston and in other communities where significant efforts have been made, has been – achieved. There is more to do, as I will suggest -- but the first and most important thing to note is that for those communities that make the effort, creating an integrated incident command process that will work in the moment is a goal that is demonstrably within reach.

There were some quite remarkably effective elements of the response in the aftermath of the bombing in Boston. As an example, the bombs caused literally dozens of fatal injuries, but, mercifully, there were only three fatalities on that terrible day. All of the seriously injured people were removed from the scene within 22 minutes. Every person who left the scene alive is alive today. The scene was rapidly secured and swept for additional explosive devices. It was then secured as a crime scene, collaboratively, using FBI and local and state assets, and the investigation was launched. Video from private and public surveillance cameras was quickly collected, additional photographic evidence (mainly from media and bystanders who volunteered their photographs and videos) was obtained, and an exhausting search through the video and photographic evidence began. Meanwhile, the public was informed by individual agencies and through a series of organized press conferences.

Taken together, that seems like a very good performance. We can all point to elements where it could be further improved. But the standard can't be an unrealistic expectation of perfection. Our question has to be this: did the response accomplish what could reasonably have been expected, given the intrinsic nature of the event itself – the surprise, the physical and emotional shock, and the inevitable chaos of the immediate aftermath. *We believe that the response in Boston was as good as one could reasonably have hoped.* This then begs explanation, and forms the basic question of our research: **Why** were people and organizations able to provide as effective a response as this was? What were the strengths of that response, and what enabled them? And where were the weaknesses – and what can we do to further minimize them? These were the questions at the heart of our research.

I want to emphasize three elements of our research findings about where these features of the response “came from” – that is, what caused or created them:

*First, the core underlying reason for the effectiveness of the response in the moment was the rapid formation of an effective command and coordination structure that oversaw and directed all elements of the response. Senior officials from a wide range of agencies -- federal, state, local, and private -- felt an immediate need to find one another and join*

into a concerted and unified command structure and were then able to do so reasonably quickly.

Second, *none of that was due to chance* -- it resulted from literally tens of thousands of hours of joint work, planning, exercises and operations combining numerous agencies over many years in the planning for and production of fixed events ranging from the Democratic National Convention in 2004 (an event that got particularly attentive focus because it was the first national political convention after 9/11) to the Boston Marathon to the July 4th concert and fireworks on the Esplanade to Patriots and Red Sox and Bruins and Celtics victory parades. Each of those events provided an opportunity -- and opportunity that was *taken* -- to practice the process of planning and doing things together. This built knowledge of one another's assumptions and priorities and procedures, fostering understanding and mutual respect of individual and organizational competence and capabilities across agencies. This was the infrastructure that enabled command and coordination to be established quickly and to function effectively after the bombs exploded.

Third, *others can do this, too*. To be sure, some of the features that contributed to the effectiveness of the response in Boston were unique to Boston. Boston has eight Level I trauma centers, for example, and by happenstance they are arrayed in every direction around the area where the bombs went off, so the injured could be transported in many different directions, reducing congestion among emergency vehicles. Some other elements were unique to the moment -- for example, the fact that the marathon takes place on a state holiday, when hospitals are open and fully staffed, but are not doing elective surgery, meant that dozens of operating rooms were immediately available. A shift change was underway at the time of the bombing, which increased availability of skilled hands when they were needed. So there were elements of good fortune that reduced the terrible consequences on that awful day. *But most of what made the response as effective as it was can be undertaken by other communities as readily and as well as it was by Boston*. Any community can engage in joint planning across its agencies for any major fixed event -- from a high school football victory parade to a Fourth of July celebration. Any community can find opportunities to engage in joint planning with other jurisdictions, and with other levels of government -- both federal and state.

On a good day, joint planning and practicing inter-agency coordination -- and carrying that out through an incident command structure -- is helpful in making events go more smoothly. Paying your dues on the good days by building the infrastructure of

interagency familiarity, respect, knowledge, and trust thus has an immediate payoff – and if a bad day ever comes, that infrastructure is literally a life-saver.

The single most important lesson of our research is that routine and constant practice and use of incident command is one of the best investments a community can make in its present well-being and against any future dark day that might arise.

That said, there are still some things about the command and coordination processes that need some additional work. Our research suggested three areas where further work needs to be done on the development and implementation of incident command:

(1) *Distinguishing between strategy/policy issues and tactical/operational issues:* In a crisis situation, some of the issues raise policy questions that should be answered by elected political leaders, while other issues are more tactical and operational. Incident management is largely silent on the establishment of processes and procedures for identifying and separating these issues and getting appropriate resolution of them. NIMS focuses almost exclusively on the resolution of tactical issues and on organizing processes for carrying out the indicated operations once the issues have been decided. More attention needs to be devoted in the doctrine to making this distinction, to developing training to help officials practice the distinction, and to building an appropriate structure for interaction between policy-makers and operational leaders. This interaction generally worked well in Boston, but not because of the doctrine. In fact, Boston’s experience may provide some guidance about what the doctrine should say. For example, the decision to issue a shelter in place request was appropriately framed as a policy issue by operational commanders and was put to political leaders for resolution, and this may provide a good illustration of the kind of process of issue identification and resolution that needs to be addressed in the doctrine. It is imperative for NIMS to provide more guidance about the process by which tactical commanders should work in conjunction with an appropriate process for decision making by elected leaders. Both have important but different roles to play, and NIMS currently lacks systematic ways to help these two groups each to stay within their own designated “lane.”

(2) *Helping senior operational commanders resist being pulled unduly toward tactical decision-making and away from advising political leaders on strategic issues:* Related to the challenge of distinguishing policy questions from tactical issues, the natural flow of work in incident management structures tends to exert a strong pull on the senior commanders of operational agencies toward being involved in tactical

decision-making – at precisely the moment when they are also needed to help frame and provide advice to political leaders about more strategic issues. Illustratively, during the Monday afternoon discussions at the unified command at the Westin Copley Hotel, the governor asked everyone to put their phones down. The phones represented the pull on the senior operational leaders (by their subordinates) toward engagement with the (many and important!) tactical issues; the governor wanted their attention to advise him on the (fewer, but even more important!) strategic issues. The attention of senior operational officials is a key resource for both tactical and strategic issues, so we need to develop better doctrine and associated training about how to focus and parse their concentration.

- (3) *Developing more effective processes for quickly establishing “micro-command” at the tactical level:* While coordination, cooperation, and command among the senior leadership of the agencies involved was very strong during the week of April 15 in Boston, better doctrine and training need to be developed to produce similar results when lower-level officials from different agencies encounter one another in the midst of tactical challenges – as occurred in Watertown in the early morning hours of April 19 and then again later that evening. By virtue of doctrine and years of joint planning and practice and work on multi-agency events, the *senior* leaders of the relevant organizations for the most part knew one another personally and had knowledge of and confidence in each other’s capabilities – and they were able rapidly to form unified commands, both on Monday afternoon and again in Watertown in the early hours of Friday morning. Individual police officers arriving from other jurisdictions at the scene of the gunfight at Dexter and Laurel Streets Watertown had none of those advantages to help them form a coordinating structure. We need better doctrine, procedures, training, and practice to aid in the more rapid development of a command structure among people from different agencies arriving more or less independently and not under a pre-existing overarching command structure. We refer to this as the problem of establishing “micro-command,” and dealing with this requires that the doctrine that is now working well to coordinate agencies at the senior level needs to be cascaded downward so that it functions at any level where the agencies may encounter one another.

The problem of micro-command needs a bit of further explanation. The issue is illustrated by the difference between what happened within the Watertown Police Department (including both officers and dispatchers), on the one hand, and what happened with arriving officers from other jurisdictions, on the other, at the scene of the gunfight at Dexter and Laurel streets. Watertown officers were first on the scene; they knew each other, knew their command structure, were in direct radio contact with one another, recognized each other’s voices, and

had good situational awareness about where they were, where their assailants were, and what the street map around them looked like. As a result, they were able to coordinate their actions against their assailants and moved against them in a way that, considering the circumstances – they were being fired upon and having explosive devices thrown at them – seems to have been both coherent and largely effective. Their assailants arrived in Watertown armed with a semi-automatic handgun and enough ammunition to reload it at least once and with a collection of explosive devices; at the end of the confrontation with Watertown police, one was dead and though the other temporarily escaped and may still have been dangerous, he was no longer armed when he fled the scene. As a result of the “micro-command” structure they automatically brought with them to the scene by virtue of being from the same department, the Watertown Police Department officers engaged their assailants in an organized and effective way and coordinated well with the WPD dispatch team.

Arriving officers from other jurisdictions, by contrast, did not know one another, did not know the surrounding area, did not have their own command structure present to help organize or guide them, and did not find nor did they immediately form a command structure that could help deploy them effectively. They were, in effect, forced to act on more or less uncoordinated individual initiative. To some extent, this is inevitable in the early moments of an intense and confusing engagement when people from different jurisdictions show up to help. And, to the credit of those present, micro-command was eventually established at the various sites in Watertown where significant police actions took place (of which there were several). In general, however, it required the arrival of very senior officers before the others present were able to recognize and to accept command. Some of these events involved crossfire situations that endangered fellow officers and nearby residents, so the need to develop an approach that will minimize such circumstances in the future is urgent.

Let me now turn to my second message today, about the *community* part of resistance to terrorism that was on display last year in Boston and is on display this year as my daughter and Chief Deveau and thousands of others train to run in this year's marathon – and yet more thousands of others prepare to make the event both smooth and safe. It is about the community's part in "Boston Strong" -- the local description that encompasses what everyone from first responders to bystanders to community members did to stand tall and proud in the face of two murderous thugs with terrorist intent.

Boston Strong is not a form of hubris or arrogance or naïveté – but a form of pride and defiance and resilience.

Terrorists are, in the end, few and weak – which is, of course, why they choose the methods they use. We are many, and large, and strong. We could never be defeated by them – but we *could* voluntarily surrender to them ... and we *must not*. If we cower in fear, if we abandon our commitment to a free and open society, then we do their work for them. We cannot defend the American way of life – which, importantly, includes our liberties – by surrendering that way of life.

In every generation since our predecessors stood on the Lexington Green and at Old North Bridge in my hometown of Concord, Massachusetts – indeed, since their predecessors came ashore at Jamestown and at Plymouth – men and women have fought and some have bled and some have died to defend the American way of life. In the last century and a half – until 9/11 – nearly all of that took place on foreign soil, and the Americans defending our way of life were mostly men and women in uniform. In an age where terrorism is an occasional fact of modern life, some of the battlefields are, unfortunately, now in the homeland and so the "soldiers" in that conflict now sometimes include ordinary Americans going about their daily lives. Resilience – psychological resilience by ordinary Americans in the face of the threat, and even in the face of casualties – therefore has to be seen as a core part of our defense strategy against terrorism.

Preserve, protect, uphold, and defend – Boston Strong affirms the oath of office. Boston Strong says that we will defend the American way of life by continuing to participate in it.

The community part of Boston Strong is a pretty good place to start in thinking about what resilience looks like – and perhaps about how to build it.

Our full report contains more detail about the events and further discussion of the key implications and lessons about the challenges of organizing and operating command and coordination in events like this. For purposes of my testimony here, let me now enumerate more completely the main recommendations from our research:

### **Strategic Command**

- **Senior leaders should participate in a unified command at the strategic level and avoid being pulled back into making tactical decisions and directly overseeing basic operations.** While some engagement with rapidly evolving tactical matters is necessary, top commanders should concentrate on working with their peers in other organizations to establish an integrated, cross-agency, policy perspective that looks at the big picture context and a longer time frame.

- **The management of intra-organizational, tactical matters should be undertaken by the next tier of institutional leaders**, who should be carefully prepared *in advance* through training, exercises, and actual experience to assume these responsibilities during crises.
- **To help ensure leaders' strategic focus and opportunity for effective coordination with peers, contingency plans for fixed events like the Marathon should provide for well-equipped, secure facilities for top commanders to work together in the event of an emergency.** This command post should be close to but separate from the location of subordinates who manage tactical operations.
- **Organizations must develop sufficient depth of leadership so that they can rotate personnel regularly during extended events; otherwise, they will inevitably falter from fatigue.** By Friday evening, many of the people managing the overall event had been awake for 36 or more hours and, more generally, had been sleep deprived since Monday's bombing. Both they and their deputies had been more than fully deployed throughout the event, leaving no unused (rested) capacity in the system. Failure to provide for sufficient downtime for senior officials inevitably degrades their judgment, ability to comprehend information, and performance of even normal tasks. Allowing for regular rotation requires creating more personnel depth in these leadership positions.
- **Senior leaders should not be unduly exposed to the enormous flow of raw information, lest their attention be diverted from strategic issues and problems.** In an event with 24/7 news and social media saturation, there is an enormous amount of information circulating at any given time, much of which is misleading or wrong. This stream of data needs to be filtered and organized for top level leaders so they can concentrate on interpretation and strategic issues.

### **Tactical/Local Command**

- **Response organizations must develop procedures and practices to better control "self-deployment" by individual personnel to the scene of emergency action.** Dangerous situations that threatened both responders and bystanders developed at the scene of the Thursday night shootout and Friday apprehension of the second suspect in Watertown, in part because of an overload of individual public safety officers operating as individuals rather than in disciplined units.
- **Public safety organizations should develop improved doctrine, better training, and practice through exercises to ensure effective "micro-command" in crises.** While officers typically look for command authority when operating at a scene with groups from their own agencies, they are less likely to do so when they have deployed as individuals and arrive at an emergency site on their own. Except for situations when near-instantaneous action is required to preserve life, doctrine should be developed and

officers should be trained to look for authority at a scene of mass action, even if command is taken by someone from another organization.

- **Improved discipline and training is needed to control weapons fire when public safety officers from many organizations are present.** Control over fields of fire and authorization to fire is another critical micro-command issue in any rapidly-evolving, high-stress, emotion-laden event. It is dramatically more complicated when a “sudden team” of people from different agencies are thrown together under circumstances where there is no pre-determined command structure.
- **Improved protocols and control systems for parking emergency vehicles at an actual or potential emergency site must be developed and effectively communicated/emphasized to officers by dispatchers and on-scene commanders during an event to prevent obstruction of further movement that may be required.**
- **In complex, multi-agency events, teams of responders in the field should be structured to take advantage of both the local knowledge of conditions that the “home” organization possesses and the quantity and specialized resources that outside reinforcements can bring.**

#### **Public Communication**

- **Maintaining regular and open communication with the public – through traditional and social media – should be a high priority for senior officials, even when confidential investigations are ongoing.** When accurate, frequent, official communications were absent, news and social media filled the gap, sometimes with speculation and misinformation. Development of protocols for crisis communication, incorporating utilization of social media, should be part of the planning for fixed events. This should include improving practices for dispelling widely disseminated, inaccurate information or rumors.
- **Systems for coordinating and communicating information to families of individuals missing or injured in a crisis need to be improved,** perhaps including revision of HIPAA rules governing the release of personal information about patients receiving care during public safety emergencies.

#### **Preparation for Future Crises**

- **Robust development, practice, exercise, and application of incident management processes and skills (codified in the NIMS system) greatly enhance the ability of emergency responders to operate in complex, multi-organizational, cross-jurisdictional crises.** The great value of common systems and the understanding that these produce among responders who have never previously met or worked together

should not be under-estimated. They can literally be life savers for responders and others at a crisis scene.

- **“Fixed” or planned events can be effective platforms for practicing incident management skills even when no emergency occurs, and they are highly useful if emergency contingencies materialize at a fixed event as happened at and after the 2013 Boston Marathon.** Skills honed at such events can also prepare responders and response organizations to perform more effectively even in “no notice” emergencies that may occur at other times.
- **Because coordinating multiple agencies and disciplines will be particularly difficult in “no notice” events,** senior commanders should
  - Themselves form a unified command structure to make decisions and implement them,
  - Identify a separate staging area to which deploying individuals and organizations should report and await before undertaking field operations.
  - Establish protocols for the formation of “sudden” teams composed of individuals from different organizations that may not have previously worked together.
- **Community resilience should be systematically developed and celebrated.** In the face of the bombing, Boston showed strength, resilience, even defiance – and these were key drivers of the overall outcomes that is, of “Boston Strong.” These qualities are latent in many communities in the United States and elsewhere. Celebrating examples of community resilience – both local examples and from farther afield – may help to cultivate a culture of confidence and self-reliance.

These are the central lessons that we have drawn from this difficult experience – from which we, with others emerge with a combination of sorrow and pride and resolve.

So let me close where I opened: I thank the Committee for the opportunity to present the findings of our report, I commend the committee for its historic role in mandating the platform from which the first responder's part of Boston Strong sprang, and I offer the community part of Boston Strong as a positive model of the psychological resilience that is an essential part of the successful defense of the American way of life in a sometimes-threatening modern world.

I look forward to your questions.