

National Capital Region
Investment Justification Executive Overview
Urban Area Security Initiative
07 Grant Application



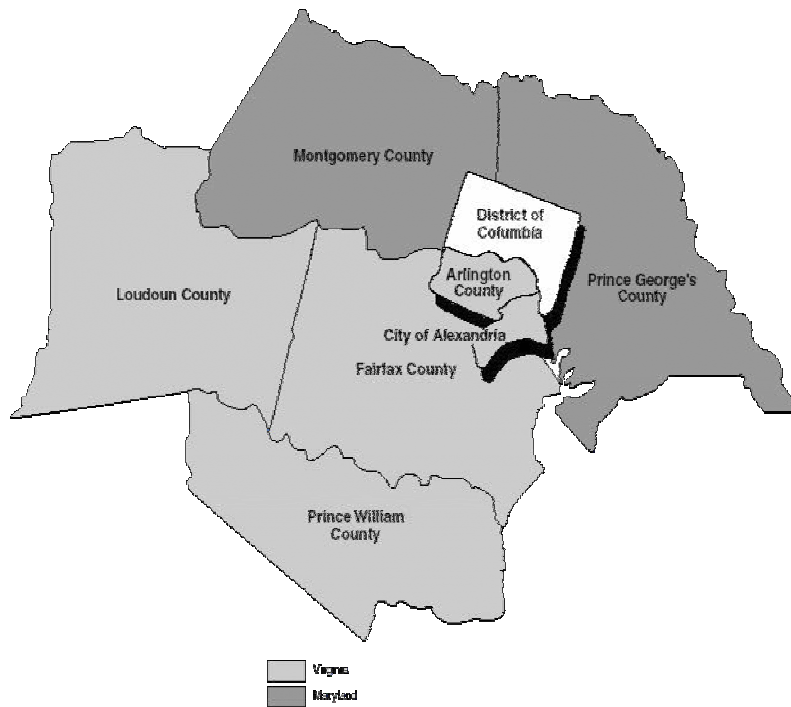
**Governments of the District of Columbia,
The Commonwealth of Virginia, and the
The State of Maryland**

March 14, 2007



Introduction

Large scale events—both natural and man-made—respect no boundaries. The terrorist attacks of September 11, 2001 and the potential for other catastrophic events testify to the need for regional collaboration across all phases of emergency preparedness and response. The jurisdictions that comprise the National Capital Region (NCR) have a long established tradition of collaboration and mutual aid to handle large scale, region-wide threats and events. The map below shows the constituent parts of the National Capital Region as defined by federal statute.



The term "National Capital Region" means the geographic area located within the boundaries of (A) the **District of Columbia**, (B) Montgomery and Prince George's Counties in the **State of Maryland**, (C) Arlington, Fairfax, Loudoun, and Prince William Counties and the City of Alexandria in the **Commonwealth of Virginia**, and (D) all cities and other units of government within the geographic areas of such District, Counties, and City.

The NCR faces unique homeland security threats and preparedness challenges due to its size and political, economic, and historical significance. The NCR is the fourth largest U.S. metropolitan area in terms of population and gross regional product, as well as the home to more than 40 colleges and universities and a large number of companies. In addition to serving as the home to over 4.5 million residents and the workplace of over 340,000 Federal workers, an average of 20 million tourists visit the NCR each year. The NCR holds all three branches of Federal government, 231 Federal departments and agencies, and over 2,100 political, social, and humanitarian non-profit organizations. Its landscape is filled with monuments and icons of American life, history, and politics – including some of the most important symbols of national political power and democratic heritage. Without appropriate preparation and planning, a terrorist attack or natural or man-made disaster within the NCR could produce catastrophic loss of human life, severely interrupt or disable government operations, and devastate the economy and public morale.

Maryland, Virginia, the District of Columbia, six large counties, and more than 14 municipalities have come together in the NCR to establish governance structures and collaborative procedures,



programs and initiatives to provide seamless mutual aid capabilities for coordinated response to emergencies, exercises and special events affecting individual jurisdictions or the entire NCR. The NCR adopted a Strategic Plan to help guide capability investments based upon the Plan's goals and enumerated objectives, which are referred to in this Investment Justification. This Investment Justification builds upon, enhances and improves the capabilities needed by NCR member jurisdictions to respond to the risks and threat profiles in the NCR.

The NCR is a collection of sovereign, independent jurisdictions, including cities, counties, states, and the District of Columbia. There is no single person, office, level or branch of government vested with the authority or ability to or respond to emergency situations or to direct the full range of preparedness activities across the entire region. The NCR's lack of a single sovereign entity requires that it collaborate and coordinate their efforts and resources to achieve its public safety objectives and increased levels of readiness.

Congress passed the National Capital Planning Act (40 USC 71) in 1952 and designated it as the central planning agency for the federal and District of Columbia governments., 40 U.S.C. 71 and defined the NCR as: The district of Columbia; Montgomery and Prince Georges Counties of Maryland; Arlington, Fairfax, Loudoun, and Prince William Counties of Virginia; and All cities now or here after existing in Maryland or Virginia within the geographic area bounded by the outer boundaries of the combined area of said counties (P.L. 592 sec 1(b))

These local jurisdictions have had a tradition and history of regional collaboration ranging from land use planning and population forecasting, transportation and air quality planning and management, coordination of water quality and waster water management, communications interoperability for first responders, Metropolitan Area Operations Plans for fire/rescue mutual aid, and various regional initiatives for cooperation on law enforcement, health and human services, corrections and rehabilitation and other programs under the Metropolitan Washington Council of Governments.

Under the UASI process, collaboration has been formalized and enhanced in the NCR through governing structures, the adoption of the Strategic Plan, adoption of a regional mutual aid agreement by all jurisdictions within the NCR enabled through federal and state legislation, standardization of equipment and protocols across the region for seamless deployment of responder assets and consensus forums and processes to develop priority initiatives to enhance regional communications, information sharing, response and recovery capabilities.

To coordinate homeland security planning among numerous entities in the NCR, officials have created a governance structure consisting of several regional working groups and committees. There is a Senior Policy Group (SPG) composed of State –level representatives from the District of Columbia Mayor's Office, the Virginia Governor's Office, the Maryland Governor's Office, and the U.S. Department of Homeland Security's Office of National Capital Region Coordination. The SPG serves as the lead committee for determining homeland security and all-hazards priorities, programs, and grant spending in the region. Each local jurisdiction has a City or County Chief Administrative Officer (CAO) or City Manager to manage the executive departments.. These CAO's established a Homeland Security Executive Committee which works closely with the SPG to manage homeland security programs in the region.



Other entities involved in the planning and preparedness process include the State Administrative Agency (SAA)¹, the Emergency Preparedness Council (EPC)², Regional Programmatic Working Groups³, Regional Emergency Support Function (R-ESF) Committees,⁴ the Metropolitan Washington Council of Governments (COG)⁵, Regional Committee of the Fire Chiefs, Police Chiefs, Public Health Officers, Chief Information Officers, and Emergency Managers, citizen community groups, non-governmental organizations, and non-profit and for-profit groups. All of these groups meet regularly to cooperatively decide, plan, and prepare for homeland security measures within the NCR.

¹ The purpose of the SAA is to provide, by agreement with all participants, comprehensive grant oversight for the region.

² The EPC is an advisory body which provides policy recommendations on public safety. The NCREPC oversees and implements the Regional Emergency Coordination Plan; coordinates activities of the various Regional Emergency Support Function (R-ESF) Working Groups as they develop specific procedures and relationships; oversees the development of annexes; develops training or tests of various components of regional emergency preparedness in conjunction with the CAO committee.

³ The Regional Programmatic Working Groups are involved with coordinating and implementing planning and strategy for critical infrastructure protection and interoperable communications.

⁴ The Regional Emergency Support Function committees are comprised of subject matter experts and stakeholders from around the region, and provide regional planning and strategy in their subject-specific areas of expertise.

⁵ The COG serves as the coordinating point for many of the regional working groups and R-ESF committees.



Investment Justification – 1

Interoperable Communication

FY 2007 HSGP Funding Request

\$27,160,000

FY 2006 HSGP Funding Applied

\$8,500,000

Priority Investment Mapping

NCR's Homeland Security Strategic Plan	Goal 4	Response & Recovery: "Improve and expand effective resource sharing systems and standards."
	Goal 3:	Prevention & Protection: "Develop and maintain common regional standards to support various planning, equipment, IT, training, operations, exercises, communications and other practices and infrastructure."
Target Capabilities	Primary Capability	Interoperable Communication
	Secondary Capabilities	Intelligence / Information Sharing and Dissemination
National Priorities		Expanded Regional Collaboration Strengthen Interoperable Communications
Investment Challenges		Construction Delays
		FCC Licensing
		Procurement Delays

Investment Baseline

The National Capital Region (NCR) is committed to implementing and enhancing interoperable voice and data communications networks and capabilities for the NCR emergency responder community to ensure successful mitigation and management of emergency incidents. The 8 primary NCR jurisdictions and the numerous municipalities within their borders have effectively collaborated to achieve advanced radio communications among their various responder agencies, with the Commonwealth of Virginia and the State of Maryland, and with multiple federal agencies. This achievement in voice communications interoperability is exemplified by the NCR's recent high ranking in the Tactical Interoperability Communications Plan (TICP) scorecard⁶. Through this Investment, the region will maintain and build upon its success in voice communications interoperability, and will expand its efforts into the realm of data interoperability. The NCR Interoperability Program (NCRIP)⁷ provides critical government-owned and controlled fiber optic (desktop) and broadband mobile data (desktop ability in the field) infrastructure, together with the capability to securely share critical, national standards-based, information via a Data Exchange Hub, within the NCR and beyond.

The NCRIP supports the comprehensive exchange of anytime, anywhere data, both cross-jurisdiction and cross-ESF (emergency support function) during emergency incidents and for day-to-day operations. The NCRIP is essential to the prevention, mitigation and resolution of regional man-made and natural incidents affecting critical infrastructure and human safety. The ability to share critical data (video, messaging, files,

⁶ The TCIP is a DHS evaluation of interoperable communications capabilities. In 2006 the NCR received a high ranking for the work that it has done in this area.

⁷ This regional working group is made up of representatives from NCR jurisdictions and provides oversight in developing the secure/private technology infrastructure required to facilitate interoperability for voice, data, and video across the NCR, as well as interconnecting emergency operations centers (EOCs), public safety communication centers (911 operations), other public safety/emergency management offices, and first responder field / mobile operations.



etc.) between different technologies to desktop and mobile locations is essential for advanced emergency responder interoperability.

This '07 grant application requests funding to further invest in expanding the regional emergency radio network throughout all segments of the Metropolitan transit high speed passenger train (Metrorail). This effort was funded by 2005 and 2006 UASI grants, and the Investment of 2007 UASI funds would complete the project. Metrorail is a critical regional transportation link in the NCR. It is the 2nd largest rail transit system in the US and carries hundreds of thousands of passengers each day. Additional funding would both expand the network and enhance the reliability of the radio system used by the region's first responders during an emergency in the tunnels and underground stations of the Metrorail.

Investment Impact(s)

Due to the sheer number of local, state and federal functions sustained by the NCR, minimizing the likelihood and/or impact of any incident is a matter of national significance. Investments in telecommunications will greatly improve the coordination and response to likely NCR emergencies, including but not limited to terrorist events, chemical truck and train derailments, hurricanes, tornados and winter storm disasters. Whether a severe winter storm knocks out power, clogs roadways, and requires the joint response of law enforcement, medical professionals, and National Guard members, or a terrorist attack occurs that requires these responders plus fire and HAZMAT response teams, Interoperable Voice and Data Communications are extremely critical to effective preparedness, response and recovery activities.

The local Fire Chiefs have stated that radio communications within the Metrorail tunnels are of paramount importance in responding to underground emergencies. Terrorist attacks on mass transit and train derailment incidents are not uncommon throughout the world, and are events with a high probability of occurrence in the NCR. By improving emergency communications capabilities in the Metrorail tunnels and ensuring that first responders can communicate with each other across multiple jurisdictions, response activities will be better coordinated, which in turn may limit the extent of damage and save lives.

Utilizing 2006 UASI funds, the NCR is setting up a fiber optic and wireless broadband infrastructure in D.C., Arlington County, and the City of Alexandria. During the 2007 grant period, the NCR will expand this infrastructure to include the other jurisdictions of the NCR. Now that the NCR has procured the operational requirements, technology standards, and infrastructure vendors, the continued expansion of essential data interoperability services in the NCR is of vital importance through the 2007 UASI grant.

Upon the successful completion of this Investment, the NCR will have the ability to send and receive video data from the scene of emergency incidents directly to local and state Emergency Operation Centers (EOC), to hospitals and other specified locations, and within the larger jurisdictions of the NCR. Additionally, the Investment will allow the NCR to share data between different agency and jurisdiction Computer Aided Dispatch (CAD) systems – which will put resource, mapping, and event data from across the region in the hands of first responders in the field as well as emergency managers and other leaders throughout the NCR.

Interoperable Communications represent perhaps the single most critical area of concern for ensuring effective coordination of Homeland Security efforts and one in which the NCR needs to continue implementing the planned voice and data interoperability Investments.



Investment Justification – 2

Mass Casualty

FY 2007 HSGP Funding Request

\$ 11,120,850

FY 2006 HSGP Funding Applied

\$4,700,000

Priority Investment Mapping

NCR's Homeland Security Strategic Plan	Goal 4	Response and Recovery: "Develop and implement integrated response and recovery plans, policies, and standards; Strengthen all components of an integrated region wide response and recovery capability; Improve and expand effective resource sharing systems and standards; and Identify and close gaps in long-term recovery capabilities."
Target Capabilities	Primary Capability	Medical Surge
	Secondary Capabilities	Mass Care (Sheltering, Feeding and Related Services) Epidemiological Surveillance and Investigation Volunteer Management and Donations
National Priorities		Strengthen Medical Surge and Mass Prophylaxis Strengthen Information Sharing and Collaboration Strengthen Planning and Citizen Preparedness
Investment Challenges		Integration of public and private working together
		Mass Care/Medical Surge operate independently
		Transient Community: volunteer turnover; many residents without extended families as safety net
		Stakeholders change according to health event scenario, i.e. infectious outbreak versus chemical explosion
		Equipment storage and deployment

Investment Baseline

A Mass Casualty incident may arise from a large scale natural or man-made event resulting in significant loss of life and/or injury, and requiring medical care and shelter that exceeds the normal ability of community resources to effectively care for victims and responders.

The first and most important consideration of mass casualty planning is developing regional capabilities to manage an event. In the event of mass casualty incident, it is critical for the NCR to have the resources and capability to manage a health and medical event on its own for the first 48-72 hours, as it will take time for federal assistance and mutual aid to arrive.

Specific actions for developing regional capabilities include directly acquiring appropriate stocks of mobile equipment needed for mass triage, such as makeshift hospital beds; mass quantities of one-time-use equipment for bandaging wounds and dispensing medicines. Another cornerstone of preparedness is ensuring training and exercises that realistically incorporate all needed responders and that stresses the health and medical system to its limits under various situations. Such exercises would provide both NCR medical providers and decision-makers with needed lessons learned, and an understanding of the maximum capacity and capability of the health care system services based on the type of event.

Finally, due to the increased demand for health services during a mass casualty incident, it is critical that the NCR has the ability to educate the public on anticipating severely reduced levels of care and to emphasize



ways for the public to provide for its needs as much as possible. A thorough analysis of the NCR's mass care related capabilities revealed the following priority needs in the areas of Medical Surge and Mass Care:

Medical Surge: Refers to a sudden and dramatic increase in demand for health care services, and medical equipment/supplies.

- Bed Capacity: Current: NCR bed capacity: 2,367; Burn beds are limited (40 adult and 12 pediatric) and usually 80% of burn beds are full. Goal: raise bed capacity to 3,588, based on the Target Capability List (TCL) recommendation of 500 beds per million people; 34 additional temporary burn beds for 48 hours; Gap: 66% of burn bed goal. 1221 surge beds.
- MRC (Medical Reserve Corps): Current: 5,277 MRC volunteers --2,663 trained; Goal: 20,000 volunteers-all trained; Gap: 26.3% of goal. MRC lost funding-in danger of losing existing volunteers.
- Patient Tracking: Current: limited pilot supplemental system in 3 jurisdictions; Goal: NCR wide patient tracking system; Gap: system only used partially.
- Syndromic surveillance: Current: Operational in some jurisdictions, can confirm or rule out threats; Goal: maintain system until sustainability established; Gap: Not operational in every jurisdiction.
- Public Health Operations: Current: staff does local planning; Goal: local health staff to participate in exercises, implement improvement plans, and regional coordination; Gap: limited capacity to coordinate regionally, implement local plans, and participate in exercises.

Mass Care: Refers to the ability to provide medical treatment, food, clothing and shelter to large numbers of injured, sick and/or displaced people.

- Feeding and Sheltering Capacity: Current: feeding capacity: 30,000/sheltering capacity: 10,000; Goal: feed 450,000 (interim goal is 45,000)/shelter 300,000 people (interim goal is 20,000); Gap: feeding capacity is 6.7% of recommended/sheltering capacity is 3.3% of recommended.
- Regional Emergency Water: Current: Currently no bottled water cache; Goal: 100,000 gallons of bottled water in cache; able to produce 6,000 gallons per day; Gap: No water in regional cache.

MMRS (Metropolitan Medical Response System): Current: The NCR has expanded the Arlington County MMRS plan to cover all of the northern Virginia NCR jurisdictions (Arlington, Fairfax, Prince William, and Loudoun counties and the City of Alexandria). The existing plan is to make local systems capable of response for 24-48 hours without federal assistance, to a chemical, radiological, nuclear or explosive event involving 1,000 victims or a biological event involving 10,000 victims per jurisdiction; Goal: To have MMRS in place in all 8 major NCR jurisdictions; Gap: The two Maryland counties and the District of Columbia are not part of the existing MMRS plan.

Investment Impact(s)

The following outcomes will indicate that the Mass Casualty Investment has been successful at the end of the FY2007 HSGP performance period:

Medical Surge:

Bed capacity – The NCR will increase surge beds to 3017 (84% of the goal of 3,588 surge beds - based on the TCL recommended 500 beds/million population).

Medical Reserve Corps (MRC) – The MRC will maintain and build upon recruitment and training programs in the 8 primary NCR jurisdictions, and assist with providing emergency response, such as epidemiological investigations, telephone triage to divert people from hospitals, and phone interviews of people under home isolation or quarantine.



Patient tracking system (PTS) – The PTS will expand beyond the current pilot status to provide tracking capabilities to an additional 2-3 jurisdictions. The NCR will have a HIPAA compliant repository/database(s) to track individuals, medical treatment, and medications; which includes tracking medical care provided in non-traditional settings (e.g., Mass Prophylaxis, Mass Sheltering, etc.). With the availability of the PTS and systems that show available beds, EMS personnel can transport patients to hospitals that have the best ability to care for them. The PTS will allow appropriate distribution of patient load across the region's hospitals based on patient medical needs and hospital capability, keep EMS systems running efficiently without backlog, and ensure that ambulances and ambulance buses are reserved for those who truly need transport to a hospital.

Syndromic surveillance – The NCR will maintain its current surveillance capability.

Public Health Operations - Local jurisdictions will coordinate regional exercise plans, address special needs and coordinate with other responding disciplines.

Mass Care

Food Serving and Shelter Capacity – The NCR will increase feeding capability by 50% to 45,000 people per day (10% of TCL recommended level) and double shelter capacity to 20,000(6.6% of TCL recommendation).

Regional Emergency Water – The NCR would have a cache of 100,000 gallons of water (50% of Corps of Engineers recommendation) for responders, hospitals, nursing homes, clinics and special populations, and a portable production unit capable of purifying and bottling 6,000 gallons per day.

MMRS

Metropolitan Medical Response Systems – The MMRS will expand to include and cover all 8 primary NCR jurisdictions. All 8 jurisdictions will meet the goal of having the ability to treat 1,000 victims of a chemical, radiological, nuclear or explosive event or a biological event involving 10,000 victims for 24-48 hours without federal assistance.

If these outcomes have not been reached by the end of the FY 2007 UASI grant period of performance due to insufficient funding, then they will remain as goals to accomplish in subsequent grant years.



Investment Justification – 3

Citizen Preparedness and Protection

FY 2007 HSGP Funding Request

\$ 10,660,000

FY 2006 HSGP Funding Applied

\$2,750,000

Priority Investment Mapping

NCR's Homeland Security Strategic Plan	Goal 2	Goal 2: Community Engagement: "Increase public preparedness through education campaigns and emergency messaging before, during, and after emergencies" and "Strengthen the partnerships and communication among the NCR's public, civic, private and NGO stakeholders."
Target Capabilities	Primary Capability	Community Preparedness and Participation
	Secondary Capabilities	Emergency Public Information & Warning Volunteer Management and Donations
National Priorities		Strengthen Planning and Citizen Preparedness Capabilities Expand Regional Collaboration
Investment Challenges		Not enough people interested in volunteering
		Spontaneous volunteers showing up at the scene increase confusion
		Ensuring that volunteer efforts are included in regional exercises
		Credentialing of volunteers

Investment Baseline

The NCR conducted a Hazards Identification and Risk Assessment (HIRA) this year which took a comprehensive and detailed look at the risks and vulnerabilities of the region. The HIRA concluded that the most significant of the plausible hazard events would stress the capabilities of local and state governments in the region to or beyond their breaking point. If the region's governments reached the breaking point, some citizens would have responsibility for their own welfare, at least during the initial phase of the response operations. For example, a severe pandemic flu would overwhelm the capabilities of state and local governments so significantly that the individual preparedness of those living and working in the NCR would primarily determine whether residents lived or died. .

It is clear that each citizen of the NCR must know how to prepare him or herself to deal with the aftermath of a significant event, and the NCR must further invest in ensuring the right message and advice reaches all affected citizens. The ability of large segments of the population to care for themselves directly permits the responder community and emergency managers to concentrate their efforts on serving those most in need.

The importance of volunteer support for the response and recovery from a large scale event cannot be overstated. Trained volunteers expand the capability of the region far beyond what government resources alone can accomplish. In order to maximize the use of volunteers and avoid confusion and duplication of efforts, it is essential that all volunteers receive advance training (or as part of a just-in-time training module) and are coordinated and integrated with other response and recovery entities and activities.

The long-term goal for Citizen Preparedness in the NCR is to (1) provide all information needed by its citizens to adequately prepare themselves for future events; (2) to have the means to communicate important information out to its citizens regarding impending or actual events so that people will know how to act accordingly, and (3) to have a coordinated, trained, motivated, and plentiful group of volunteers to assist in response and recovery operations.

This Investment will help the NCR reach this goal by:



1. Increasing its pool of trained volunteers from the current capacity of 5000 to 16,500. This equates to 2/3 of the NCR's goal of 25,000 trained volunteers by 2010.
2. Engaging the public through a citizen education campaign to inform them of the appropriate steps to take for personal preparedness. The goal of this campaign is to increase the number of people in the NCR over the age of 9 (a population of approximately 4 million) prepared for an emergency or disaster from the current state of 43% to 60%.
3. Ensuring that the proper and accurate emergency information is made available to all citizens within the NCR in various modes, including:
 - All jurisdictions are able to reach the population in an affected area via Reverse-911 or similar mass-dialing technology to provide them with necessary information.
 - Voluntary citizen participation in a text-messaging alert system (7% of the population currently is signed up – the goal is to raise that number to 15% by 2009).
 - Coordinated and consistent public announcements during emergencies from Executive Leadership.

Investment Impact(s)

Successful implementation of this Investment will increase the region's ability to respond to and recover from a major event that would normally overwhelm government resources.

More residents will take responsibility for preparing for an emergency – which will decrease the strain on jurisdictional response and recovery systems, and allow response agencies to focus their efforts on those individuals in most critical need of assistance.

More residents will receive training and motivation to volunteer in the event of an emergency, which will greatly increase the region's response and recovery capacity, particularly for large scale events.

Improved public notification systems and availability will allow jurisdictional leaders to communicate coordinated messages to the population, reducing confusion and panic, and creating a unified response. Residents will have accurate information that can assist will making well-informed decisions before, during, and after a major event occurs.

Measures that will indicate the success of the Investment include:

- 1) 60% of the NCR population (above age 9) meets criteria to qualify as “prepared” for emergencies
- 2) 15% of the NCR population has signed up to receive text-message alerts
- 3) All NCR jurisdictions have the capability to contact the population of an affected area through mass-dialing technology such as Reverse-911. Systems are capable of communicating with special needs populations (hearing-impaired, other languages).
- 4) The NCR has 16,500 volunteers enrolled who are trained and ready to help as needed during an emergency.
- 5) The emergency preparedness public education campaign continues beyond the UASI grant cycle.



Investment Justification – 4

Intelligence and Information Sharing

FY 2007 HSGP Funding Request

\$20,260,000

FY 2006 HSGP Funding Applied

\$5,000,000

Priority Investment Mapping

NCR's Homeland Security Strategic Plan	Goal 3:	Prevention and Protection: "Strengthen the exchange and analysis of information across disciplines for improved situational awareness."
Target Capabilities	Primary Capability	Intelligence / Information Sharing and Dissemination
	Secondary Capabilities	Intelligence Analysis and Production Law Enforcement Investigation and Operation Expanded Regional Collaboration Strengthen Interoperable Communications
National Priorities		Integration of incompatible database systems
Investment Challenges		Restricted access across jurisdictions of Intel / information due to legal and policy restrictions.
		Lack of policies and procedures governing info / Intel-sharing between jurisdictions in the NCR.
		Training of command personnel and upper management personnel and supporting staff.
		Compliance with federal guidelines for intelligence handling. Storage and retention of information.

Investment Baseline

The purpose of this investment is to: (1) enhance the current capabilities of all levels of law enforcement to detect, investigate and conduct operations related to potential terrorist activities, and (2) strengthen intelligence/information sharing and dissemination capabilities regarding terrorism and all hazard events region wide.

Over the past three years, the NCR has established a foundation to enhance the existing local information sharing by creating a region wide intelligence infrastructure to receive, analyze and distribute intelligence and information from numerous disparate systems. This includes: (1) establishing three fusion centers (in Maryland, Virginia, and D.C.) that receive and analyze intelligence from local, state and federal sources, and provide actionable intelligence to partner law enforcement agencies; (2) organizing information / intelligence sharing work groups to establish guidance for common terminology, policies and protocols, data systems, training and exercises on a statewide and regional level; (3) establishing a regional information sharing system called NCR-LINX which will link all local, state and federal law enforcement databases together to provide investigators with sophisticated search capabilities, essential to identifying suspects before and after a crime; and (4) creating a fingerprinting and facial recognition capacity (in stationary and mobile formats) which will provide unique suspect identification tools to identify subjects who previously would not have been identified.

The addition of six intelligence analysts over the past year has allowed the law enforcement community to begin digesting the ever increasing raw data into actionable intelligence and provide predictive analysis.



Although the NCR intelligence community has improved its ability to analyze information, additional efforts are needed. NCR's current intelligence and information capability gaps include:

- The need to expand the use of data-mining analytical tools to increase the number of data sources available with a single query, and facilitate the timely and complete sharing of relevant intelligence and information with other appropriate federal, state and local agencies;
- The need to maintain staff analytical skills through regular use of analysis and language training programs; and
- A lack of a reporting mechanism that enables analysts of all intelligence and law enforcement agencies in the NCR to post lead information for use by analysts at other agencies.

This Investment will address the gaps listed above, and will follow the recommendations from the NCR Hazards Identification and Risk Assessment (HIRA). The HIRA recommends adopting and implementing Intelligence-Lead-Policing (ILP) as a guiding construct for integrating intelligence and law enforcement operations. This is a cost-effective approach because ILP builds on existing law enforcement activities and assets. At the same time, it provides a model by which intelligence fusion centers can seamlessly integrate into the full range of Homeland Security (HLS) related activities. Furthermore, ILP can drive improved situational awareness for all manner of activities, including coordinating assets beyond simply HLS functions to include routine operations and crisis management. Such efforts ensure appropriate coordination of intelligence and information gathering, analysis, and dissemination.

To sustain this capability in a high-tech, jointly integrated environment, the NCR must do more than merely modernize equipment and information systems. The NCR must rethink the fundamentals of how it prepares, deploys and supports local jurisdictional operations. It needs to transform not only the products but also the actual processes it uses to develop, update and deliver doctrine, training, and materiel to the field. The NCR must establish processes and procedures that are effective, adaptive and responsive.

Investment Impact(s)

The principle outcomes of this investment are (1) leveraging information and intelligence to support the immediate identification of crime / terrorism patterns that may be indicative of an emerging trend; (2) identifying the nexus between crime and other suspicious activities and terrorist threats; (3) developing formal information and intelligence processes that establish an all-hazards and all-crimes approach to defining information collection, analysis and dissemination and (4) establishing mechanisms for analyzing and disseminating data into a synthesized product to improve situational awareness. The more information that can be placed in the hands of a law enforcement officer, the greater the chances of apprehending dangerous individuals BEFORE these individuals are able to endanger the lives of the populace.

In order to build intelligence capabilities, methods for analyzing and synthesizing information must be put into place. Federal, State, and Local law enforcement officials must have access to this data to effectively incorporate this information in their decision-making process. Support for this investment will enhance the existing information sharing infrastructure by consolidating and redefining the systems to receive, analyze and distribute intelligence and information between all disciplines in a timely manner.

Through this investment, law enforcement can significantly enhance its ability to determine information credibility and significance and match this information with threat vulnerabilities and potential targets between state, federal and local agencies. Existing entities that have some ability to analyze this information will play a role in coordinating and consolidating information into the statewide fusion centers for information and intelligence gathering and dissemination.



Coordinating state, regional and local intelligence and information data systems will aid in the overall ability to share and distribute pertinent information to relevant organizations statewide as well as provide some of the direct results listed below:

- Greater regional information flow
- Greater safety of front line officers
- Exponential investigative power
- Greater ability to instantly identify a terrorist/criminal

The NCR has invested in two major initiatives that move it further along its target capability. These systems include Law Enforcement Information Exchange (LInX) and Automated Fingerprint Identification System (AFIS). Both of these systems allow information to transcend state lines and enhance the ability of law enforcement to more effectively connect the dots; provide better security of assets' and support preventive, investigative, and enforcement activities, all while enhancing overall public safety. LInX provides easy to use research and analysis tools, with multi-levels of security. LInX allows an officer to input a name, address, phone number, alias or illegal act, and the system will pull up all the information pertaining to key words from all of the linked databases that are part of the system. The LInX system is built with open standards and leverages existing technology to integrate diverse systems. The open standards architecture is flexible, scalable, sharable, and possesses the ability to enhance current systems it interfaces with. The NCR is connecting 22 different existing systems to LInX. These systems are maintained by jurisdictional agencies, and LInX provides a common point of access for all of them, which will result in reduced time in searching data during investigations.

An Automated Fingerprint Identification System (AFIS) is a storage, search and retrieval system for finger and palm print electronic images and demographic data. AFIS is a high speed, high capacity image processing system that enhances the ability of the latent fingerprint examiners to search and identify crime scene evidence and search arrest prints against an ever increasing pool of fingerprint records. AFIS data is integrated into the LInX system, allowing sharing between multiple jurisdictions and agencies. These technologies will ride on the Regional Broadband Wireless Network that the Interoperable Communications Investment (#1) will complete.

AFIS systems have and continue to replace outdated manual methods of fingerprint classification employed by law enforcement agencies over the past century. Modern AFIS systems rapidly extract information from the fingerprint to establish the pattern type, minutiae points and the axis of the image. The use of mathematical algorithms compares a fingerprint with millions of file prints within a matter of seconds. AFIS software utilizes the impressions obtained from the rolled index fingers or thumbs to search and 'match' against existing ten print records within the database. This matching process is used in proving identity in the recording of criminal convictions (criminal history).

This investment will support the final project phases of both systems, including placing AFIS technology on mobile computers with electronic fingerprint scanners that law enforcement officers can use in their patrol vehicles. These systems will effectively equip criminal investigators, analysts, and first responders to prevent and/or respond to terrorism and day to day criminal activity.



Investment Justification – 5

Critical Infrastructure Protection

FY 2007 HSGP Funding Request

\$ 12,560,000

FY 2006 HSGP Funding Applied

\$6,100,000

Priority Investment Mapping

NCR's Homeland Security Strategic Plan	Goal 4	Response and Recovery: "Develop an enduring capability to protect the NCR by preventing or mitigating all-hazards threats or events and Strengthen all components of an integrated region wide response and recovery capability."
	Goal 3	Prevention & Protection: "Employ a performance and risk based approach to critical infrastructure protection across the NCR and Strengthen the exchange and analysis of information across disciplines for improved situation awareness"
Target Capabilities	Primary Capability	Critical Infrastructure Protection
	Secondary Capabilities	CBRNE Detection Critical Resource Logistics and Distribution Critical Resource Logistics and Distribution
National Priorities		Implement the Interim NIPP Strengthen CBRNE Detection, Response, & Decontamination Capabilities Implement the NIMS and NRP Expanded Regional Collaboration
Investment Challenges		Sharing sensitive data among states and jurisdictions
		Inability to collect private and quasi-public sector data

Investment Baseline

The Critical Infrastructure Protection program in the National Capital Region that is funded through the UASI is complementary to the other infrastructure protection efforts in the region such as the Buffer Zone Protection Program (BZPP) and the Transit Security Grant Program (TSGP). The NCR CIP Investment consists of gathering data on key assets in the region and increasing security features at priority locations, but also goes a step further and takes a system-wide view of interdependencies and the cascade of effects that can result from damage to a single element of the region's infrastructure. This Investment also aims to increase resiliency within certain critical systems to make the region better able to withstand damage to these critical systems.

The NCR has gathered information from experts across the federal (including DHS), 3 state, and 17 local governments; quasi-public agencies; and the private sector and completed the initial phase of a regional risk assessment that emphasized CIP interdependencies. Based on this knowledge, the following represents the NCR's baseline for Critical Infrastructure Protection:

- 1) **Risk assessment and private sector outreach.** The initial phase of a regional risk assessment indicates that less than 5% of the NCR's infrastructure data has been entered into the DHS sponsored ACAMS – a system for collecting data on critical infrastructure that was developed for nationwide use. The goal is to enter all data for relevant assets in the NCR into the DHS ACAMS system, which will feed a regional risk profile.



- 2) **Power creation.** Lessons from 9/11 and both Hurricanes Katrina and Rita instruct us that NCR lacks adequate power redundancy—we have limited backup power generators for key facilities and no mobile transformers. This investment enables transformer replacement in 24 hours (vs. 30 days), and assesses generation needs. We will also assess both alternative and mobile power generation and the health of the region’s back-up generators.
- 3) **Transportation security.** Prior Investments have eliminated a single point of failure in the Washington Metro system by establishing a backup operations capability for the Metro’s central command station. However, there remains a significant need for greater protection of bridges and tunnels in the NCR. With the nation’s second-longest commutes, our bridges and tunnels lack adequate surveillance (e.g., two bridges that carry 200,000 vehicles per day). Currently, only 50% of the NCR’s core bridges and tunnels are monitored with surveillance cameras. The NCR will increase surveillance to 90% with this investment and increase availability of variable message signs at core intersections (to divert traffic away from dangerous areas) from 25% to 100%.
- 4) **Water protection & resiliency.** Prior Investments have greatly increased the water monitoring and water testing capabilities of the region. Currently 66% of the incoming raw water (e.g., river water) processed by our major utilities will be tested for chem./bio/radiation contaminants with 2006 UASI funding. With FY07 funds, we will test 100 % of our raw water supply and create two mobile testing labs, completing our mobile lab requirement. Finally, we will assess redundant water sources for fire protection and hospitals, standard fire hydrant connections, and initiate design plans for supply connectivity among water utilities.

Investment Impact(s)

- 1) Regional inventory of critical infrastructure. A comprehensive, uniform list of critical infrastructure asset profiles.
- 2) Regionally adopted risk-assessment methodology that incorporates critical infrastructure data. Assessment of risk will be more equitable and minimize subjectivity.
- 3) Early detection of raw water contaminants (i.e., chemical, biological, and radiation) for 100% of NCR residents supplied by major utilities.
- 4) Video surveillance of key bridges and tunnels, streamed to traffic management and intelligence fusion centers. Transportation and law enforcement officials are alerted to suspicious activity and have video footage for investigations.
- 5) Mobile transformer available for deployment and completed studies showing the gaps in alternative power generation and mobile generator capability as well as their most effective uses.
- 6) Completed survey of emergency generators in the region. The private sector will maintain emergency back-up generators in better operating condition and with plans for refueling.
- 7) Variable messages signs covering 100% of our key intersections. Messages signs can be deployed to critical intersections and traveler information updated wireless to signs.
- 8) A complete set of mobile water labs for the region
- 9) Completed assessments for standard fire hydrant connections; alternative water supplies for fire suppression and hospital; and water utility interconnections



Investment Justification – 6

WMD/HazMat Response and Decontamination

FY 2007 HSGP Funding Request

\$ 13,260.000

FY 2006 HSGP Funding Applied

\$3,800,000

Priority Investment Mapping

NCR's Homeland Security Strategic Plan	Goal 4	Response & Recovery: " Develop and implement integrated response and recovery plans, policies and standards, strengthen all components of an integrated region wide response and recovery capability, improve and expand effective resource sharing systems and standards and identify and close gaps in long-term recovery capabilities."
	Goal 3:	Prevention & Protection: "Employ a performance and risk based approach to critical infrastructure protection across the NCR."
Target Capabilities	Primary Capability	WMD/ Hazardous Materials Response and Decontamination
	Secondary Capabilities	Explosive Device Response Operations CBRNE Detection Onsite Incident Management Strengthen Information Sharing and Collaboration Capabilities
National Priorities		Expanded Regional Collaboration CBRNE Detection Implement the NIMS and NRP Strengthen Information Sharing and Collaboration Capabilities
Investment Challenges		Construction Delays
		Interoperability of all equipment purchases.
		Competition with Military orders for equipment

Investment Baseline

With second largest subway system in the U.S., the NCR presents the same attractiveness for terrorists as London, Madrid, Moscow, and Mumbai, India – all of which have been hit by coordinated bombings. A major mass transit system presents a prime target for multiple, simultaneous attacks. There are also many large public gathering sites in the region such as sports stadiums, colleges and universities, tourist sites and shopping malls, as well as commuter rail lines and two major national airports in the NCR. This Investment continues the implementation of the NCR's FY05 and FY06 strategy to close our capability gap relative to Improvised Explosive Devices (IEDs), to ensure a consistent and adequate level of response capability no matter where the incident occurs.

According to the results of a recently completed Hazard Identification and Vulnerability Assessment (HIRA) of the NCR, our ability to respond to multiple, simultaneous IED events is an apparent weakness, as capabilities for Explosive Device Response Operations vary across the region, and do not reach FEMA Type-I criteria. The Investment enhances our subway tunnel response capability, provides equipment to the bomb squads in the region, allowing them to achieve the FEMA Type I rating (the highest rating for bomb squads), and increases the number of first responders with WMD operations level training. The Investment will also provide the NCR Incident management Team continued training which allows for effective command and control, which is paramount to the success of the region's response/recovery strategy.

Metrorail tunnel rescue. The FY06 UASI awarded \$1.5M to purchase equipment and conduct training between our Metrorail workers and NCR first responders. One of the areas of concern that has been confirmed through this cooperative training is that an incident in a Metrorail tunnel would present significant challenges. The main challenges are the limited access to the tunnel system and the electrically hazardous



environment below ground. These challenges complicate access to the incident site and the removal of victims from the area of danger. Today, victim removal from a tunnel emergency is labor intensive, as all victims must walk out or be carried or pushed on carts. This Investment would procure motorized tunnel evacuation carts that enable a single first responder to evacuate multiple victims. The Investment also would procure specialized breathing apparatus designed for long duration incidents. Using conventional breathing apparatus, a first responder might use up a large portion of their air supply simply walking to and from an incident in a tunnel. This specialized apparatus will provide first responders up to 8 times more air than conventional breathing apparatus, allowing responders more time to accomplish their critical tasks at the scene of the incident.

Bomb squad response. The \$750k FY06 UASI award provided 9% of the equipment required to achieve FEMA's top bomb squad standard. Because of our high-profile vulnerability, the NCR plans to achieve this FEMA Type I standard (e.g., robots to handle car bombs, chemical and biological detectors) across the NCR where we can uniformly respond to multiple, simultaneous IED events.

Training. The NCR applied FY05 UASI funds to train 1200 WMD operations level training for first responders. With the FY07 investment, the NCR will train an additional 10% of our 10,000 first responders. Additionally, the NCR will continue to support our National Incident Management Team, Type III capability which we established with FY05 grant funds.

Investment Impact(s)

Subway rescue.

- 1) With evacuation carts, first responders can evacuate more victims, more quickly during a WMD/HazMat incident in our subway.
- 2) First responders are able to spend more time at the incident with specialized, long duration breathing apparatus.

Bomb squad response.

- 3) Bomb squads in the NCR are FEMA Type I certified, capable of responding to car bombs and suspected IEDs on mass transit vehicles.
- 4) Bomb squads are better able to provide support to one another and operate in a coordinated fashion as the equipment is standardized across jurisdictions.

Training.

- 5) The FEMA Type III Incident Management Team mobilizes faster (from 8 hours to 2 hours).
- 6) 1,200 more first responders are trained in WMD Operations.
- 7) First responders from different jurisdictions are able to work together to mitigate a WMD HazMat incident due to standardized training.



Investment Justification – 7

Planning

FY 2007 HSGP Funding Request

\$ 6,660,000

FY 2006 HSGP Funding Applied

\$1,750,000

Priority Investment Mapping

NCR's Homeland Security Strategic Plan	Goal 1	Planning and Decision Making
	Goal 4	Response and Recovery: "A sustained capacity to respond to and recover from "all-hazards" events across the NCR."
Target Capabilities	Primary Capability	Planning
	Secondary Capabilities	Public Safety and Security Response Risk Management Onsite Incident Management Emergency Operation Center Management
National Priorities		Implement the Interim NIPP Strengthen CBRNE Detection, Response, & Decontamination Capabilities Implement the NIMS and NRP Expanded Regional Collaboration
Investment Challenges		Expand Regional Collaboration Strengthen Planning and Citizen Preparedness Implement the NIMS and NRP Strengthen Interoperable Communications

Investment Baseline

Local emergency managers in the various jurisdictions that comprise the NCR are responsible for homeland security and public safety planning within their unique jurisdictions, as they have the responsibility to execute plans during emergencies. Plans are also being developed by other UASI partners within the NCR, including the private sector, in an ad-hoc manner without the input and coordination of the local emergency managers. This lack of coordination results in plans that do not adequately meet the needs of the localities, while at the same time making it difficult for the local emergency managers to execute the plans within their individual jurisdictions. Each jurisdiction having different plans has resulted in difficulty in effectively coordinating emergency operations across the region.

The Emergency Management Accreditation Program (EMAP)⁸ NCR regional assessment conducted in 2006 identified the need for processes to promote consistency in local plans in order to address planning shortfalls and inconsistencies across the region. Clearly, the most critical priority for ensuring implementation of an efficient, effective and sustainable homeland security strategy for the NCR is bolstering cooperative regional planning efforts. The number one recommendation of this assessment is to develop a regional planning and operational capability within the NCR.

⁸ EMAP is a voluntary assessment and accreditation process for state and local government programs responsible for coordinating prevention, mitigation, preparedness, response, and recovery activities for natural and human-caused disasters. Based on the NFPA 1600 Standard (2004).



The goal of the NCR Planning Investment is to increase planning coordination and develop various plans across the region. The end state of this investment is an environment where each local jurisdiction's plans are written in a manner that is consistent with the others in the region. This can be accomplished by developing a template or base plan that can be adapted to the specific needs of each local jurisdiction. This will allow local jurisdictions to create plans that meet their own requirements and are also consistent with other plans in the region.

If properly coordinated, the assets of separate jurisdictions can act as a force multiplier for each of the other jurisdictions because the sum of regional preparedness will be greater than the sum of the assets and capabilities in each jurisdiction

Investment Impact(s)

Implementation of the Planning and Coordination Investment will provide the following outcomes for the NCR:

- Increased emergency operational capabilities across the NCR through increased planning coordination.
- Increased capacity for emergency management planning staff to develop local plans that allow for regional coordination and partnerships.
- Development of local and regional emergency plans that address gaps identified in the NCR Homeland Security Strategic Plan, the Emergency Management Accreditation Program (EMAP) assessment, and the NCR Hazard Identification and Risk Assessment (HIRA).
- A defined process for the selection of regional planning initiatives based on standard criteria that will prevent uncoordinated planning efforts by emergency response functions and increase vertical and horizontal integration of planning efforts.
- The ability for lessons learned from after action reports following exercises to be incorporated into local and regional plans.

Implementation of this investment also increases the region's ability to meet the following performance measures outlined in DHS Planning Target Capability List documentation:

- An integrated planning process is used
- All hazards plans, policies and procedures are updated
- Expertise and guidance from each ESF is accessed and utilized to develop and update all-hazards plans
- All-hazards plans are successfully implemented during the emergency in accordance with NIMS
- Plans are reviewed and updated at a minimum annually
- All-hazards plans, policies, procedures, and equipment guidelines consistent with NIMS and NRP, along with relevant standards, are in place
- Continuity of government plans, policies, and procedures have been developed
- All hazards-plans are exercised
- The training and exercise program is linked to the hazards and functions identified in plans



Investment Justification – 8

Program Management

FY 2007 HSGP Funding Request

\$ 3,000,000

FY 2006 HSGP Funding Applied

\$ 3,000,000

Priority Investment Mapping

NCR's Homeland Security Strategic Plan	Goal 1	Planning and Decision Making: "Develop and periodically update Strategic Plan and related processes; Establish regional oversight and accountability function with appropriate tools and resources for performance transparency; Develop lifecycle planning approach for multi-year operational capabilities; and Establish a requirements and prioritization process that addresses needs of all practitioners"
Target Capabilities	Primary Capability	Planning Risk Management
National Priorities		Expand Regional Collaboration Implement the NIMS and the NRP
Investment Challenges		Executive level ownership

Investment Baseline

The NCR currently has a Program Management Office, which also functions as the State Administrative Agent for HSGP funds. The PMO ensures that all HSGP funded projects stay on schedule and coordinates with D.C. government finance offices to facilitate the contracting and payment process.

There are 8 primary jurisdictions in the NCR, numerous municipalities, as well as the various agencies within D.C. city government and the local jurisdictions, which means that there are numerous different procurement and payment systems to coordinate, which have different requirements and timelines. The NCR also has a fairly large amount of HSGP funding spread over different grant programs and different grant years to administer. All of this requires a centralized Program Management Office to keep track of all the various projects that are funded by HSGP funding.

All of these partner jurisdictions need a forum to coordinate their regional activities. The National Capital Region has developed a tightly networked system of coordination between the local and state-level governments in the region, as well as between agencies from the different jurisdictions with common interests and areas of responsibility. The Metro Washington Council of Governments (COG) provides the clearinghouse of ideas and a common ground for meetings and discussion for these local jurisdictions and agencies. COG is also tasked with administering several of the contracts for large, multi-jurisdictional projects.

The NCR uses the PMO and COG in this fashion to ensure that the local jurisdictions have a voice and input into the process while at the same time maintaining centralized program management and direction that can keep projects on track and in compliance with grant guidelines.

Investment Impact(s)

This Investment's success can be measured by:

- HSGP project deliverables achieve their intended outcomes



- HSGP projects are completed at budgeted cost
- District of Columbia agencies get grant authority loaded into their budgets in a timely fashion.
- District of Columbia agencies spend their money on time and submit documentation to PMO on time.
- Local jurisdictions sign MOU's for HSGP funded projects in a timely fashion.
- Local jurisdictions submit reimbursement requests to PMO on time, and receive their payment from D.C. on time.
- Projects are completed, Grant Funds are expended, all payments and reimbursements are closed well before the 36 month period of performance ends.

The NCR Program Management Office reports regularly to the NCR Senior Policy Group (state level officials), Chief Administrative Officers (local jurisdiction officials), and the D.C. Mayor's Office, all of whom keep close track of the measurable outcomes listed above.