

The Fourth Annual Report to the
President and the Congress of
the Advisory Panel to Assess
Domestic Response Capabilities
for Terrorism Involving
Weapons of Mass Destruction

IV. Implementing the



National Strategy

★ 15 December 2002 ★

The Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction was established by Section 1405 of the National Defense Authorization Act for Fiscal Year 1999, Public Law 105–261 (H.R. 3616, 105th Congress, 2nd Session) (October 17, 1998). That Act directed that a federally funded research and development center (FFRDC) provide research, analytical, and other support to the Advisory Panel during the course of its activities and deliberations. RAND has been providing that support under contract from the Department of Defense through one of its FFRDCs, the National Defense Research Institute, since the Advisory Panel's inception.

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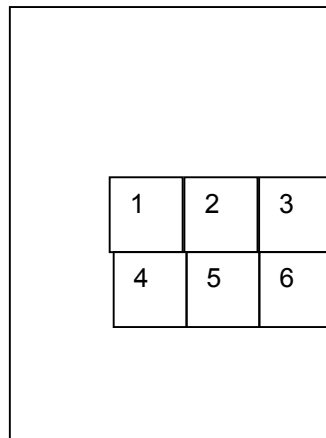
**FOURTH ANNUAL REPORT TO
THE PRESIDENT AND THE CONGRESS OF THE
ADVISORY PANEL TO ASSESS DOMESTIC RESPONSE
CAPABILITIES FOR TERRORISM
INVOLVING WEAPONS OF MASS DESTRUCTION**

***IV. IMPLEMENTING THE
NATIONAL STRATEGY***

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1—Recruits prepare to battle a simulated fire in a Fairfax County, Virginia, Fire Department training exercise. Photo courtesy of Fire and Rescue Department, Fairfax County, VA

2—FEMA/NY State Disaster Field Office personnel meet to coordinate federal, State and local disaster assistance programs. Photo by Andrea Booher/FEMA News Photo

3—New Mexico Urban Search and Rescue team leader discusses shoring methods with team during exercise. Photo by Andrea Booher/FEMA News Photo

4— Police Special Operations Unit during a VX Nerve Gas terrorist attack training exercise in the city of Glendale, California. Photo courtesy of Graham Owen, photographer, www.grahamowen.com

5—Firefighters being decontaminated at an exercise of responders in Gadsden County, Florida, to test the Terrorism Annex to the county's Comprehensive Emergency Management Plan. Photo courtesy of Capital Area Chapter, American Red Cross

6— NY-TF1 Incident Support Team Medical Unit Leader coordinating with local hospitals for triage of patients during exercise. Photo by Kevin Molloy/FEMA News Photo

THE ADVISORY PANEL TO ASSESS DOMESTIC RESPONSE CAPABILITIES FOR TERRORISM INVOLVING WEAPONS OF MASS DESTRUCTION

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December 15, 2002

To Our Readers:

I am pleased to provide this *Fourth Annual Report to the President and the Congress of the Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction*. The Advisory Panel was established by Section 1405 of the National Defense Authorization Act for Fiscal Year 1999, Public Law 105-261.

In the fifteen months since the murderous terrorist attacks were perpetrated on American soil, our nation has undergone a transformation. Citizens, governments at all levels, and the private sector continue to adjust to the new threats of terrorism. The effects of September 11, 2001, continue to reverberate throughout America and the World. Some are profound. Others are more subtle.

Considerable progress has been made by an international coalition of countries committed to eliminating the reach and ability of terrorists to inflict wanton destruction targeted against economies, societies, and people. We recognize that the risk will never be completely eliminated. Efforts to enhance preparedness have moved forward so that we can act decisively when attacks inevitably occur. It is clear, however, that actions designed to respond to terrorist attacks; whether conventional, cyber, or those involving weapons of mass destruction, require continuing attention. Achieving a more secure America requires that, as a nation, we better understand the risks we face, and structure the best and most comprehensive ability to prevent, respond, and contain terrorism in the Homeland.

The Advisory Panel was guided by five overarching conclusions this past year:

1. ***The threats we face are not diminishing*** – As the pitch of conflict escalates, the threat of an attack on the Homeland is increasing. We must accelerate the pace of preparation to prevent, respond to, and contain an attack.
2. ***Intelligence and information sharing has only marginally improved*** – Despite organizational reforms, more attention, and better oversight, the ability to gather, analyze and disseminate critical information effectively remains problematic. The best vehicle must be found to perform the counter-terrorism function and to share information between Federal agencies, the states and localities, and elements of the private sector.

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The Federally-Funded Research and Development Center providing support to the Advisory Panel

3. ***Federal structural changes alone will not significantly improve the security of the homeland*** – The current reorganization in the Federal executive branch will not be a panacea in countering the threat posed by terrorists. In fact these current changes must be carefully implemented and additional actions are needed if we are to be successful. It is imperative that a plan to enable state and local response be designed, funded, implemented, and exercised.
4. ***Measuring performance and sustaining efforts will be key to success*** – Billions of dollars are being committed to countering the terrorist threat. A system must be designed to define priorities, set standards, and measure progress to advance real preparedness.
5. ***Protecting democracy and individual liberties is paramount to achieving ultimate victory*** - Coming through this crisis without diminishing our freedoms or our core values of individual liberty is the entire game. If we pursue more security at the cost of what makes us Americans, the enemy will have won.

If we follow an all-hazards approach to Homeland Defense, we can justify the enormous expenditures coming at the Federal, state, and local levels, and in the private sector. A positive dividend can be reaped as we end up with a better ability to respond to natural disasters and a better public health capacity. Above all, we must remain unified in the same resolve and desire for resolute action that permeated every corner of America in the days and weeks immediately following the September 11, 2001, attacks. We must maintain our drive and momentum to prepare America to defend itself.

The Advisory Panel believes that our fundamental call to service is to inform the national debate on how best to achieve greater safety and security for America. The Advisory Panel will now enter our fifth year of service remaining firmly committed to that principle. The leadership of the Congress and the Administration will continue to be essential in implementing the *National Strategy for Homeland Security*, the corresponding structures, and processes that measure success. A Federal strategy is not a national strategy. Our efforts must be accomplished in strong partnership with our states, communities, private sector entities and every citizen. All segments of our readiness must be addressed in a comprehensive and coordinated fashion. All of us together will meet this challenge at this unparalleled time in the history of the United States. When this latest enemy is gone, the United States will remain, and will continue to be the beacon of freedom in a troubled world.

Sincerely,

A handwritten signature in black ink, reading "James S. Gilmore, III". The signature is fluid and cursive, with a large, sweeping flourish at the end.

James S. Gilmore, III
Chairman

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EXECUTIVE SUMMARY

Fifteen months have passed since the murderous terrorist attacks of September 11, 2001 and the subsequent anthrax attacks. U.S. efforts in the war against terrorism have produced measurable dividends. But the vague and shadowy threat of terrorism continues to present unique challenges.

In July of this year, the President approved for release the first *National Strategy for Homeland Security*—a major milestone in the battle against terrorism. The President recently signed legislation creating the Department of Homeland Security—the most significant restructuring of the Federal government in 55 years. Congress also passed and the President signed into law other landmark legislation over the past 15 months, including the USA PATRIOT Act; measures to enhance physical and cyber infrastructure security and preparedness; Federal terrorism insurance legislation; a bill to improve the key function of intelligence; and additional resources and authority for the use of the U.S. Armed Forces to combat terrorism.

The conclusions and recommendations in this report are the result of almost four years of research and deliberation. The Advisory Panel began its work in 1999 by an in-depth consideration of the threats posed to the United States by terrorists. By the second year, the Advisory Panel shifted its emphasis to specific policy recommendations for the Executive and the Congress and a broad programmatic assessment and functional recommendations for consideration in developing an effective national strategy. In its third report, the panel continued its analysis of critical functional areas. At the time of this publication, 66 of the 79 substantive recommendation made by the panel have been, at this writing, adopted in whole or in major part.

In the National Defense Authorization Act for 2002, the Congress extended the tenure of this Advisory Panel for two years. Thus, we continue our work to contribute to the implementation of a truly effective national strategy for combating terrorism. Because of the attacks in the fall of 2001, and other events that have since unfolded, we felt it was necessary to reexamine the threat assessment of the first report. We then considered several cross cutting themes and applied an analysis of these themes to most, if not all of the functional areas. These themes are: Protecting Our Civil liberties; Enhancing State and Local Responsibilities; Improving Intelligence and Information Sharing; Promoting Strategic Communications; and Enhancing Coordination with the Private Sector. This year we make policy recommendations in five specific areas: Organizing the National Effort; Improving Health and Medical Capabilities; Defending Against Agricultural Terrorism; Improving the Protection of Our Critical Infrastructure; and Establishing Appropriate Structures, Roles, and Missions for the Department of Defense.

Organizing the National Effort

The new threat environment requires the consolidation in one entity of the fusion and analysis of foreign-collected and domestically-collected intelligence and information on international terrorists and terrorist organizations threatening attacks against the United States. ***We recommend that the President direct the establishment of a National Counter Terrorism Center (NCTC).***