

Assessing
Florida's
Anti-Terrorism
Capabilities

September 2001



FOR PUBLIC DISSEMINATION



**Prepared by the Florida Department of Law
Enforcement and the State Division of
Emergency Management**





Assessing Florida's Anti-Terrorism Capabilities Recommendations



The events of September 11, 2001 weakened the American public's confidence in the government's ability to protect our homeland from terrorist attack. While international terrorism is principally a Federal responsibility, in light of new realities, **states must do more** to prepare to combat all types of terrorism. Florida's economic prosperity depends heavily on travel and tourism, and it's citizens and visitors have the right to feel and be safe. It is important that Florida's government leaders take immediate steps to ensure that this State is safe from and prepared to respond in the event of a terrorist attack.

Accordingly, on September 14, 2001, Governor Jeb Bush formally directed the Florida Department of Law Enforcement (FDLE) and the Florida Division of Emergency Management (DEM) to immediately complete a comprehensive assessment of Florida's capability to prevent, mitigate, and respond to a terrorist attack. Under the State plan, FDLE is the lead agency for crisis management and DEM is the lead agency for consequence management. The Governor directed these agencies to consult with all involved parties and recommend improvements for strengthening the state's anti-terrorism strategy. Governor Bush further directed that the Assessment examine our capabilities regarding training programs, equipment, and execution protocols, focusing particularly on preventing/mitigating a terrorist attack. The Governor requested a report be completed within ten working days.

To meet these goals four primary workgroups were formed around the State's existing emergency support functions: **Emergency Services, Human Services, Critical Infrastructure, and Public Information & Awareness**. Using the existing networks of law enforcement, firefighters, emergency medical services, and selected private sector partners, these workgroups collected information about Florida's existing capabilities and capacities.

An Assessment Tool was developed and deployed to collect critical information not already available at the State level. Outstanding response was received from Sheriffs, Police, Fire/Rescue, Emergency Medical, and State agencies, as well as critical private sector industries. Although this was not a scientific survey, the returned instruments provided valuable insight into the status of Florida's anti-terrorism preparedness.

Subject matter experts were asked to join the workgroups to review and analyze the information and develop recommendations for strengthening Florida's safety and security framework. Subject matter experts included sheriff, police, and fire and emergency services professionals as well as private sector partners critical in maintaining public and government services. Recommendations of this group were reviewed, validated and approved by the chief executives of State, County, and Municipal agencies with emergency responsibilities in Florida.

The primary recommendations for strengthening Florida's anti-terrorism preparedness are outlined in this report. It is noted that these recommendations will add value not only in strengthening the State's anti-terrorism strategy, but also to our overall public safety issues.

It is noted that references to anti-terrorism in this document refer to both domestic and international threats to the safety of Florida's citizens and visitors.



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Executive Summary



Governor Bush's Charge

Review and make recommendations for improving the existing emergency response framework, and strengthen Florida's Anti-Terrorism Strategy regarding:

- **Equipment**
- **Training Programs**
- **Execution Protocols**

Project Guiding Principles

- 1. Validate and build on existing State Comprehensive Emergency Management Plan**
- 2. Strengthen Florida's anti-terrorism preparedness and prevention**
- 3. Maximize involvement of federal, state, and local government, as well as appropriate private sector entities**
- 4. Implement recommendations for improvement using existing regional FDLE/DEM model**



Assessing Florida's Anti-Terrorism Capabilities Recommendations



I. Emergency Services

Law Enforcement

- 1. IMPLEMENT REGIONAL ANTI-TERRORISM TASK FORCES (RATTF) in each of the seven FDLE/DEM regions. Florida's preparation for and response to threats and acts of terrorism must be regionally designed and implemented. Otherwise, our effort will be fragmented and ineffective, and the associated costs will soar.***

Short Term

- ★ Organize RATTFs on the Incident Command System Model to be led by FDLE, a Sheriff's Office, or a Police Department. RATTFs will be responsible to a statewide, multi-agency oversight board, consisting of representatives from FDLE, Florida Sheriffs, and Florida Police Chiefs. Duties include coordination of training, law enforcement disaster response teams, monitoring terrorist groups, collection and dissemination of intelligence and investigative information, participation in subsequent criminal investigation in the event of an attack.
- ★ Cross-designate all law enforcement personnel assigned to the task forces, similar to the narcotics task forces.
- ★ Charter RATTFs to work with federal task forces to ensure a seamless effort in preventing, predicting and responding to terrorist attacks.

Long Term

- ★ Authorize the establishment of the RATTFs in Florida Statute.

- 2. ENSURE all response personnel receive appropriate training. TRAINING is critical to the safety of law enforcement personnel and the efficient and effective handling of terrorist incidents. Without proper training, the tragic effects of the initial incident would, in fact, worsen and become further complicated.***

Short Term

- ★ Ensure Basic Awareness Level training is provided for all first responders. The curriculum should be included in both the basic law enforcement recruit academy and mandatory in-service retraining.
- ★ Conduct recurring Incident Command System Training for supervisors.
- ★ Schedule and provide enhanced training for bomb response.

Long Term

- ★ Implement mandatory Weapons of Mass Destruction Operations Level training for tactical response teams such as SWAT or Emergency Response Teams.
- ★ Provide enhanced Unified Command Training for interdisciplinary unit response.
- ★ Conduct, annually, a full-scale functional exercise to validate training and maintain a state of readiness.



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3. IDENTIFY and OBTAIN appropriate equipment for all response efforts. EQUIPMENT is essential to ensure immediate, effective, and safe response.

Short Term

- ★ Equip all responding law enforcement personnel with the necessary types of Personal Protection Equipment needed for each of the varying duties to be performed at the scene of any incident. Training is of limited benefit without this type of equipment, especially in cases of biological and chemical contaminants.
- ★ Identify specialized field equipment necessary to support a major incident scene, such as generators, portable lighting, and robotic equipment as identified in the FDLE Mutual Aid Resource System (MARS).

Long Term

- ★ Identify and upgrade mobile command post vehicles and related equipment to provide for on-site command and communication.
- ★ Identify and/or purchase specialized response vehicle/vessels/aircraft (i.e., armored vehicles, and offshore patrol boats).
- ★ Extend MARS database to other public safety network users and expand it to include their information, while maintaining existing confidentiality.

4. ENHANCE retrieving, storing and sharing of vital intelligence and investigative information. INTELLIGENCE and investigative information is critical to the prevention, response and subsequent investigation of a terrorist attack.

Short Term

- ★ Expand utility of anti-terrorism data through creation of a dedicated statewide anti-terrorism database maintained by the FDLE Office of Statewide Intelligence (OSI) and make available to all Florida law enforcement agencies for their respective regions.
- ★ Share anti-terrorism intelligence and investigative information gathered in Florida by Regional Anti-Terrorism Task Forces with federal terrorism task forces.
- ★ Provide a clearinghouse and analysis function for terrorism intelligence, to include a comprehensive document security protocol, through the Office of Statewide Intelligence.
- ★ Encourage cooperation between Public Health components and the Regional Anti-Terrorism Task Force in combined criminal and epidemiological investigations.
- ★ Identify all government and public databases and methodologies that contain information needed in the anti-terrorism efforts.

Long Term

- ★ Provide funding for the Regional Anti-Terrorism Task Forces to obtain intelligence and investigative information from informants.
- ★ Obtain full access to Banking Secrecy Act data for analysis and comparison related to terrorism and other criminal investigative efforts.



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5. COORDINATE COMMUNICATION command and control between responding agencies. A compatible communication system is essential to the efficient and effective response and recovery efforts during terrorist incidents.

Long Term

- ★ Ensure compatibility of the state law enforcement 800 MHz system with local government entities (law enforcement and emergency response agencies).
- ★ Establish complete redundancy for emergency radio communication and information systems.
- ★ Adopt Legislation and/or Public Service Commission rule to require commercial cellular telephone carriers to provide prioritization of frequencies to public safety users during critical incidents.
- ★ Integrate Law Enforcement, Fire, and EMS systems for cross-disciplinary communication.
- ★ Disburse federal funds consistent with priorities outlined in Assessing Florida's Anti-Terrorism Capabilities.

6. ENHANCE early warning, response and recovery capabilities through PROVEN AND EMERGING TECHNOLOGY for Public Safety agencies.

Short Term

- ★ Enhance investigative capability for cyber-terrorism/computer network security.
- ★ Contract with a private vendor for single point of access to public sources of information (i.e. drivers license information, motor vehicle registration, etc).

Long Term

- ★ Integrate Automated Fingerprint Identification System technology with regulatory databases to promote more effective screening of applicants, employees, and licensees.
- ★ Expand CJNet to be accessible to other public safety entities (i.e., county OEM, EMS, Fire/Rescue).

7. ENHANCE and EXPAND prevention/regulation/statutory remedies to combat terrorism.

Short Term

- ★ Create Work-Study Group(s) to address new, modified or enhanced legislation/administrative rules to allow law enforcement to effectively investigate and negatively impact those committing terrorist acts. Issues to be addressed by the Work Study Group(s):
 - ◆ Expand wiretap and surveillance capabilities ensuring that they incorporate new technologies (i.e. wireless communications) and conform to federal law.
 - ◆ Identify and/or train language experts for use in wiretap and surveillance activities.
 - ◆ Create a mechanism by which dissemination of otherwise public records can be postponed when disclosure could adversely affect an on-going criminal investigation.
 - ◆ Examine need for regulation of certain industries (i.e. flight training schools, hazardous material transportation companies).



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Long Term

- ★ Expand Public Records Exemptions for records related to:
 - ◆ Anti-Terrorism Prevention
 - ◆ Anti-Terrorism Intelligence
 - ◆ Security Plans
 - ◆ Response Plans
 - ◆ Vulnerability Assessments
 - ◆ Law Enforcement communication devices including assigned telephones and pagers.
 - ◆ Arrest booking documents and information that if released may compromise an on-going investigation.
- ★ Create a mechanism to allow information generated and maintained by regulatory agencies to systematically generate and disseminate notifications to FDLE's Office of Statewide Intelligence of matches against suspect lists.
- ★ Provide immunity from liability for those making good faith reports of "suspicious activity or persons" to law enforcement and for the good faith maintenance by law enforcement of such information and intelligence.
- ★ Require background checks and employment standards for individuals working or having regular access to ports of transportation.
- ★ Consider options to enable law enforcement to detain for a reasonable period of times those individuals suspected of terrorist activities or involvement.

8. Implement short and long term recommendations regarding issuance of driver licenses and identification cards.

- ★ Implement measures to eliminate the inadvertent issuance of fraudulent driver licenses. The Florida Driver License is a universally accepted form of identification and driver license records (photos, applications, and transactions) contain a wealth of information that supports the investigative process. The integrity of documents and proof of identity is crucial to the protection of citizens, business community and law enforcement. The driver license issuance process must be enhanced to ensure reliability and validation of identity (specific recommendations have been approved).
- ★ Acquire equipment for driver's license issuance to create a record of companion documents used to establish identity.
- ★ Provide a high level of identity security and enhance the forensics aspects of investigative activities through use of layered biometrics technology, such as facial recognition, fingerprint and iris scanning. When applied to programs such as driver license issuance, biometrics provides a competent method to ensure the integrity of the issuance process.

9. EXAMINE FEDERAL ISSUES that if addressed would improve State and National anti-terrorism efforts.

Short Term

- ★ Encourage Immigration & Naturalization Service to tackle lack of resources and improve responsiveness to requests for assistance.



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- ★ Provide authority for local and state law enforcement to act under INS/federal law and to locally detain those individuals believed to be in violation of immigration laws until federal agents can assume control.
- ★ Explore the creation of a reporting window for foreign nationals currently in the United States to submit for fingerprinting, photographing and determination of legal documentation. Apply the new standards to all entering foreign nationals.
- ★ Identify a means for sharing classified intelligence information relative to potential threats with appropriate state officials.
- ★ Participate in state task forces and supply relevant intelligence information.
- ★ Supplement Sky Marshal program with experienced and cross-designated local law enforcement officers.
- ★ Consider development of Sea Marshal program for protection of cruise ships and vessels transporting critical and/or sensitive cargo.

Long Term

- ★ Automate interface between INS databases and FCIC Hot Files (wanted persons, stolen vehicles, etc) to provide local law enforcement an automatic response to determine if a foreign national is legally documented.
- ★ Explore possibility of obtaining and storing current photograph and fingerprints of foreign nationals upon entry into the United States (utilizing LiveScan type technology).

Fire and Emergency Services

- 1. ENSURE all response personnel receive appropriate training. TRAINING is critical to the safety for fire and emergency service personnel and the efficient and effective response to and mitigation of terrorist incidents.**

Short Term

- ★ Enhance Awareness training for all Emergency Responders.
- ★ Provide funding for Operations through Technician Level training.
- ★ Develop training and capacity for mass casualty incidents in each are of the state.
- ★ Adopt the use of the Incident Management System

Long Term

- ★ Construct an Urban Search and Rescue training facility for statewide utilization.
- ★ Establish Mass Casualty training for all EMS and health care agencies and facilities.
- ★ Conduct, annually, a full-scale functional exercise to validate training and maintain a state of readiness, maximizing reality-based scenarios.



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2. IDENTIFY and OBTAIN appropriate equipment for all response efforts. EQUIPMENT is an essential component with training to ensure safety, effective response and mitigation.

Short Term

- ★ Begin acquiring Personal Protection Equipment needed to perform the varying duties at the scene of any incident. Training is of limited benefit without this type of equipment.
- ★ Identify and begin upgrading mobile command post vehicles and related equipment for on-site command and communication.
- ★ Identify and begin acquiring specialized vehicles and equipment necessary to support all responding components (i.e., Hazardous Materials, Urban Search and Rescue, Disaster Medical, and Mass Casualty) at a major incident scene.
- ★ Disperse Federal funding consistent with recommendations in State Plan (Assessing Florida's Anti-Terrorism Capabilities)
- ★ Expand the State Working Group on Domestic Preparedness to include the private and public sector

3. COORDINATE COMMUNICATION command and control between responding agencies. A compatible communication system is absolutely essential to the efficient and effective response and recovery efforts during terrorist incidents.

Short Term

- ★ Develop plan to integrate Law Enforcement, Fire, and EMS systems for cross-disciplinary communication.
- ★ Disperse Federal Funding consistent with the priorities outlined in Assessing Florida's Anti-Terrorism Capabilities.

Long Term

- ★ Upgrade state Emergency Medical System's communications capabilities consistent with emerging technology
- ★ Establish complete redundancy for emergency communication and information systems.
- ★ Seek Legislation and/or Public Service Commission rule to require commercial cellular telephone carriers to provide prioritization of frequencies to public safety users during critical incidents.
- ★ Expand CJNet to be accessible by other public safety entities (i.e., county OEM, EMS, Fire/Rescue).

II. Critical Infrastructure

1. IMPROVE the State's critical infrastructure readiness and protection.

Short Term

- ★ Identify priority assets and related infrastructure and venues.



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- ★ Designate high consequence and/or unique essential service.
- ★ Design and implement corresponding deployment plans to ensure asset protection.

2. PERFORM PHYSICAL SECURITY AUDITS AND VULNERABILITY ASSESSMENTS with minimum standards such as background investigations, access and security controls and physical/electronic measures to protect critical infrastructures.

Short Term

- ★ Expand Critical Facility Database.
- ★ Develop Physical Security Plans.

Long Term

- ★ Expand the standard assessment format, as utilized by the State Working Group for Domestic Preparedness and as established by the Department of Justice Training Manual for statewide use by all entities.
- ★ Mandate participation in an assessment process by specific industries that deal in or transport hazardous materials.
- ★ Require State agencies that have regulatory responsibilities to ensure that vulnerability assessments are completed by those industries they regulate.

3. DEVELOP, IMPLEMENT and REHEARSE a BUSINESS/DISASTER RECOVERY PLAN by all State Agencies for all State functions in order to continue critical services in times of emergency.

Short Term

- ★ Develop agency specific essential service resumption plans including human resources, information systems and facilities.

4. EXEMPT certain information on private infrastructure assets from public disclosure.

Short Term

- ★ Pursue statutory revision of Chapter 119, Florida Statutes, to provide and strengthen exemptions allowing for government and business operations to protect their critical information pertaining to physical security plans, and disaster recovery plans.

5. PROVIDE private sector businesses and government entities with accurate and timely information regarding credible terrorist threats so that life, property and vital services are protected.

Short Term

- ★ Pursue an aggressive public awareness strategy to alert businesses and governmental entities of credible terrorist threats. Establish mechanisms to counter misinformation that may lead to mass



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hysteria resulting in the loss of vital government services in the form of unnecessary calls for service.

- 6. ENSURE all personnel receive appropriate training. TRAINING of all governmental entities and private industry partners in response to implied threats and actual events is critical.**

Short Term

- ★ Begin creation and implementation of:
 - ◆ Anti-Terrorism and Security Training
 - ◆ Emergency Plans
 - ◆ Discipline Specific Training

III. Human Services

- 1. ENSURE all response personnel receive appropriate training. TRAINING is critical to ensure the safety of all responders to an incident and to allow for the continuity of operations for the Human Services Branch.**

Short Term

- ★ Begin implementing training in all Emergency Support Function components relating to response to Weapons of Mass Destruction incidents.

- 2. IDENTIFY and OBTAIN appropriate equipment for all response efforts. EQUIPMENT is an essential component with training to ensure that all responders are equipped to handle the variety of situations that could arise in a bio-terrorist event.**

Short Term

- ★ Allow mobile staging units provided during emergency response activities to expand beyond animal control to include protection of citizens from contamination.

Long Term

- ★ Enhance current diagnostic capability for biological events through the acquisition of a facility and appropriate equipment.

- 3. PROVIDE ABILITY to state and local agencies to fully implement special needs shelters**

- ★ Transportation during evacuation (special needs for elderly population)
- ★ Continuity of health care
- ★ Supplies



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4. ENHANCE PROTOCOLS AND IMPLEMENTATION PLANS to ensure security and provide for the needs of victims, volunteers and responders.

Short Term

- ★ Develop and implement a system to include security background checks (including FDLE intelligence files) for certain persons who access a restricted area during an impacted scene.
- ★ Develop and implement a system to issue credentials and identification badges during the response to a terrorist incident.
- ★ Explore the feasibility of conducting background checks (including FDLE intelligence files) on vendors and their agents.
- ★ Enhance security measures for safeguarding food, water and ice inventories at feeding sites.
- ★ Seek clarification from FEMA as to previous denials and then direct new strategies to allow the Department of Elder Affairs to qualify for FEMA funding.
- ★ Modify the Comprehensive Emergency Management Plan to incorporate the coordination of Mental Health and Family Well Being activities into the mission of the same Emergency Support Function.

Long Term

- ★ Establish a standard to identify the risks for responding individuals/teams as it relates to disease exposure. Establish the terms and conditions under which those persons would be at risk.
- ★ Ensure that copy of valid driver license is obtained on all truck drivers and maintain record on drivers and companies.
- ★ Coordinate leasing of trucks, forklifts, etc. with Department of Emergency Management Logistics section.
- ★ Seek amendments to Federal Regulations to allow the use of USDA commodities for feeding of responders, in addition to victims.
- ★ Require an approved and finalized disaster plan for Exotic animal ownership and licensed parks.
- ★ Obtain needed veterinary/ medical supplies such as field operating equipment, medicines, and tents, many of which could be obtained through the surplus market from hospitals, government agencies (including the military) and universities.

IV. Public Information and Awareness

1. ENSURE individuals, families and visitors are prepared prior to a terrorist incident.

Short Term

- ★ Continue all hazard public awareness campaigns that would include public service announcements, training courses, and printed materials.



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2. UTILIZE PUBLIC ALERT and NOTIFICATION systems to inform citizens. Informing citizens is essential for saving lives and reducing injuries of all Floridians and visitors in the event of a terrorist incident.

Short Term

- ★ Use existing notification systems such as the Emergency Alert Systems (EAS) or the NOAA Weather Radio to provide immediate alert and notification of the event to the public. It is the responsibility of local, state, and federal governments to continuously provide information to the public to protect its citizens, visitors and infrastructure and issue protective action public instructions, specifically related to evacuation, shelter, and re-entry.

Long Term

- ★ Install a back up EAS capability at the Florida Department of Law Enforcement headquarters. Alternate monthly tests from the State Emergency Operations Center, the Department of Law Enforcement and the Primary EAS stations.

3. PROVIDE all citizens and visitors with updated event activities.

Short Term

- ★ Identify and train state agency communications directors and public information officers to ensure the dissemination of fact-based emergency information.
- ★ Identify a coordinator who will manage the Florida Emergency Information Line operation in conjunction with Emergency Operations Center staff. Identify ways to increase capacity during large emergencies.

Long Term

- ★ Implement procedures to establish a multi-agency Joint Information Center within the State Emergency Operations Center (EOC).

4. Broadcast public instructions to the general population regarding protective actions to be taken.

Short Term

- ★ Develop standard procedures to ensure the Governor and public officials can broadcast emergency information from pre-identified locations across the state.