

# USCG: No Longer "The Forgotten Service"

## MDA: "Anything Associated With the Maritime Domain"

Christopher Doane & Joseph DiRenzo III  
Coast Guard, Page 3

## Modern Piracy: A "New" Global Threat to Security

Christopher Doane & David Moskoff  
Coast Guard, Page 5

## Magnum Force: ICE and Its JTTF Partners

Franklin Kirby  
Law Enforcement, Page 7

## It Is Time for a National I.D. Card

Dr. Neil Livingstone  
GlobalOptions, Page 8

## Spotlight Report: Weldon Meets With Fire Service Leaders

John Morton  
Viewpoint, Page 9

## Beans, Bullets, and Boxcars - DOD Readiness and Commercial Transportation

Luke Ritter  
Transportation Analysis, Page 10

## Moussaoui: A Murderer Who Deserves to Die!

Dr. Neil Livingstone  
GlobalOptions, Page 12

## Preparing to Cope With a Pandemic Flu

Michael Allswede  
Hospital Administration, Page 13

## Alaska, Louisiana, New York, Maryland, Wisconsin, & Alabama

Adam McLaughlin  
State Homeland News, Page 15

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## **The U.S. Coast Guard Today: No Longer “The Forgotten Service”**

By James D. Hessman




At a time when many citizens have become increasingly critical of the failures – at all levels of government – to ensure domestic tranquility and “provide for the common defense,” one agency of the federal government, the United States Coast Guard, continues to succeed beyond all reasonable expectations.

Under what is known as the Deepwater program this gallant service also has started to receive, at long last, some of the new high-tech cutters and aircraft it sorely needs to keep up with the staggering workload that the executive and legislative branches of government have burdened it with over the past quarter of a century. That workload is likely to grow exponentially for the foreseeable future, unfortunately, if only because the Coast Guard has proved time and again that it can, and will, carry out with distinction any mission it is assigned by the nation’s civilian leadership.

The most recent evidence was provided during the consequence-management phase of Hurricane Katrina – for which the city of New Orleans, the state of Louisiana, and the federal government in general were equally unprepared. The performance of the Federal Emergency Management Agency was so abysmal, in fact, that the Senate Homeland Security and Governmental Affairs Committee has now recommended that FEMA be replaced by a new “National Preparedness and Response Authority.”

Meanwhile, the Coast Guard, in keeping with its *Semper Paratus* (Always Prepared) reputation, jumped into action, saving an estimated 33,000 lives, bringing calm and a certain degree of peace to a city that had lost hope, and restoring order out of what had been unbelievable chaos. It is no coincidence that the senior Coast Guard officer – and eventually the senior federal official – on the scene, Vice Admiral Thad W. Allen, was recently nominated to fleet up to the office of commandant. He is scheduled to succeed the current commandant, Admiral Thomas H. Collins, next month, on 25 May.

Throughout most of its existence the U.S. Coast Guard was the forgotten service. It was also, by almost any standard of measurement, the most underfunded and, at the same time, most overworked agency of the federal government. It is still underfunded and overworked. But as probably the best prepared, most competent, most versatile, and most cost-effective component of the Department of Homeland Security it is finally receiving the recognition, and the appreciation, it has long deserved.

It is, in short, one of the few agencies of government that is as good as the people it serves. 

**A Note From the Publisher:** Many *DomPrep Journal* readers have complimented us on the successful transition earlier this month to a weekly online publication that includes more but shorter articles on a broader range of topics. Responding to suggestions made by several of those readers, I am pleased to announce that, starting with this issue, the news articles and commentaries published in the weekly issues will be combined into an omnibus edition published at the end of each month. The end result will be *more news, on more topics, delivered earlier*. Your comments on these changes, and suggestions for further improvements, will be much appreciated.

Sincerely, Martin (Marty) Masiuk

*About the Cover: The brightest star in the sky for the beleaguered citizens of New Orleans in the dark aftermath of Hurricane Katrina was a Coast Guard rescue helicopter, such as the MH-68A helo shown here hovering over the cutter USCGC Dauntless. (Coast Guard photo by Petty Officer Third Class Kyle Niemi.) For more about today’s Coast Guard and its role in homeland security see Editor’s Notes above.*

**Business Office**  
517 Benfield Road, Suite 303  
Severna Park, MD 21146 USA  
www.DomesticPreparedness.com  
(410) 518-6900

### Staff

Martin Masiuk  
Publisher  
mmasiuk@domprep.com

James D. Hessman  
Editor in Chief  
JamesD@domprep.com

John Morton  
Managing Editor & Interviews  
jmorton@domprep.com

Susan Collins  
Subscription Mgr. & Layout/Design  
subscriber@domprep.com

Sharon Stovall  
Web Content Coordinator  
sstovall@domprep.com

Paige Dunn  
Customer Service Coordinator  
pdunn@domprep.com

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## MDA: “Anything Associated With The Maritime Domain”

By Christopher Doane and Joseph DiRenzo III, Coast Guard

*The motivations to use terrorism are inherently diverse, as they reflect the whole spectrum of human striving.*

~ Ariel Merari in *The Future of Terrorism*

Because they do not operate on a tight timetable, terrorists intending to attack the United States have several advantages. They are free to choose when and where they will strike, for example; if security is tightened when they are preparing to strike, they can simply delay their attack until security relaxes. For them, failure, although undesirable, is not catastrophic; they can lose members and still return to fight another day.

Moreover, they have been trained to melt into the civilian population. For that reason alone, identifying them is much more difficult than finding the proverbial needle in a haystack. It is, rather, more like having to find one specific needle (the terrorists) in a huge stack of needles all of which look alike. Most important of all, perhaps, is that terrorists are not restricted by concerns over civil liberties or traditional rules of war – including the Geneva Conventions.

For these and other reasons, U.S. security forces face a daunting task – one without precedent in the nation’s history. As Secretary of Homeland Security Michael Chertoff has stated on many occasions and in many ways, security forces cannot protect all potential targets all of the time and therefore must use a risk-based decision-making process to determine not only what to secure but also when and where a certain degree of risk may be acceptable.

### ***Easier Said Than Done***

This is a reasonable, logical, common-sense approach – but is much easier to articulate than to implement, particularly in the field of port and maritime security.

The amount of critical infrastructure that must be continuously protected to thwart a successful terrorist attack in U.S. ports – all 361 of them along the East, West, and Gulf Coasts, and in the nation’s inland waterways – is tremendous, by any standard of measurement that might be applied. This means, given the unpredictability of when and where terrorists will strike, that the nation’s maritime security forces must be on guard 24 hours a day, 365 days a year, operating within the limits of established civil liberties and laws governing the use of force while looking for an enemy who is virtually invisible until he or she strikes.

Because of their almost impossible task, these security forces have no choice but to rely upon a variety of methods and strategies that make full use of technology as a force multiplier. A key component of the U.S. Maritime Security Strategy is a concept called Maritime Domain Awareness (MDA – which on the Coast Guard’s web site is defined as “the effective understanding of anything associated with the maritime domain that could impact the security, safety, economy, or environment of the United States”). This definition provides a strategic view of MDA that applies to the entire maritime domain, but also can be applied at the local or port level.

Except for a few major port areas (New York, Houston/Galveston, Los Angeles/Long Beach, and Seattle, for example) that have a Coast Guard VTS (Vessel Traffic Service) capability, U.S. ports were not equipped, prior to 9-11, with the electronic systems – e.g., radar, close-circuit television, infrared cameras, etc. – needed to monitor maritime transportation system activities on a continuing basis. In the days immediately following 9-11,

### **DomPrep Channel Masters**

#### **First Responder:**

Rob Schnepf  
Fire/HAZMAT  
rschnepf@domprep.com

Chris Hawley  
Fire/HAZMAT  
chawley@domprep.com

Brian Geraci  
Fire/HazMat  
bgeraci@domprep.com

Joseph Cahill  
EMS  
jcahill@domprep.com

Richard Weinblatt  
rweinblatt@domprep.com  
Law Enforcement

#### **Updates:**

Adam McLaughlin  
State Homeland News  
amclaughlin@domprep.com

#### **Borders & Ports:**

James Hull  
Coast Guard  
jhull@domprep.com

Joseph DiRenzo III  
Coast Guard  
jdiorenzo@domprep.com

Christopher Doane  
Coast Guard  
cdoane@domprep.com

Luke Ritter  
Transportation Analysis  
lritter@domprep.com

#### **Military Support:**

Robert Fitton  
Homeland Security - DOD  
bfitton@domprep.com

Chris Schnaubelt  
Homeland Defense/NorthCom  
cschnaubelt@domprep.com

Jon Dodson  
National Guard  
jdodson@domprep.com

Brent Bankus  
Military - Non-Federal  
bbankus@domprep.com

#### **Commentary:**

Neil Livingstone  
GlobalOptions  
nlivingstone@domprep.com

#### **Medical Support:**

Jerry Mothershead  
Military Medicine  
jmothershead@domprep.com

Michael Allswede  
Hospital Administration  
mallswede@domprep.com

Duane Caneva  
Public Health  
dcaneva@domprep.com

#### **Funding & Regulations:**

Brian Finch  
Safety Act  
bfinch@domprep.com

Mary Ungar  
Funding Strategies  
mungar@domprep.com

therefore, the Coast Guard and other U.S. maritime-security forces relied primarily on direct observation – a limited and inefficient process requiring security units to patrol local waters at random looking for suspicious activities in the hope of being in precisely the right place at exactly the right time.

The addition of more eyes, provided through the Coast Guard-sponsored America's Waterways Watch – a program that educates legitimate maritime users on how to identify and report unusual activity – has improved the situation somewhat, but depends highly on the timeliness of the reports.

## **An Intelligent Use of Intelligence**

In an effort to create a much improved real-time awareness capability for the effective and efficient employment of maritime-security assets, the Coast Guard is currently engaged in several joint ventures with various public – and private-sector partners to develop command and control centers that monitor port activities in key locations. With the Navy, for example, the Coast Guard is establishing

a number of Joint Harbor Operations Centers (JHOCs) in ports where the Navy has a significant presence.

In Charleston, S.C., the two services teamed up with the Department of Justice to establish the SeaHawk command center to coordinate the activities of the local Joint Terrorism Task Force with maritime operations. And in Miami the Coast Guard is prototyping a Sector Command Center designed to meld the capabilities and concepts from the JHOC and SeaHawk programs into an effective all-missions command center available for interagency use.

All of these centers combine the capability of fusing intelligence from various sources with information provided by real-time sensors to provide command personnel with a common and comprehensive operating picture to aid in the effective and efficient assignment of limited security forces. Thanks to the combination of intelligence and real-time awareness provided, command center operators can develop an improved understanding of routine activities, making it that much

more likely that, rather than patrolling randomly, they will spot unusual activities that will enable them to vector security assets to investigate suspicious behavior.

The Sector Command Center offers a very real potential for using technology to leverage the effectiveness of interagency security forces in the ports. However, there is still uncertainty whether sufficient funding will be available to establish as many of these centers as are likely to be needed, particularly in port areas critical to the national economy. If that funding is not provided, or is parceled out too frugally over a long period of time, the terrorists will have gained another major advantage – this time, though, one not of their own making.

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*Christopher Doane and Joseph DiRenzo III are retired Coast Guard Officers who are now employed as civilian port security advisors at Coast Guard Atlantic Area. They also are Visiting Senior Fellows at the Joint Forces Staff College, where they lecture on maritime security. They have written extensively on maritime homeland security issues and have been widely published both in the United States and overseas.*

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## **Modern Piracy: A “New” Global Threat to Security**

*By Christopher Doane and David Moskoff, Coast Guard*

Americans woke up on 19 March to broadcasts that “pirates” had attacked U.S. Navy warships. More specifically, two U.S. Navy small boats launched from the cruiser USS *Cape St. George* and the destroyer USS *Gonzales* had been fired upon by pirates – who then began firing on the two warships as well. After the engagement, in which no U.S. military member was hurt, one pirate was dead and 12 pirates – five of them wounded – had been captured.

To most Americans, the term “pirates” has come to mean rogues roving the internet for online booty. However, *real* – i.e., oceangoing – pirates are still operating with impunity in various unprotected waters, and have been prowling the world’s oceans for the past several decades. Last November, for example, pirates fired rocket-propelled grenades at the Bahamas-flagged cruise ship *Seaborne Spirit* – which countered the attack by combining its Long-Range Acoustic Device onboard self-defense system (which uses sound to deter an enemy) with the ship’s speed to keep the pirates at bay.

The two attacks – against the cruise ship and the Navy warships – were only the latest examples of what has been a growing trend. “Last year,” the British *Guardian* newspaper reported in its 19 January 2006 edition, “there was a dramatic escalation in the number of pirate raids off the 1,880-mile Somali coast, from two in 2004 to 35.” Meanwhile, Weekly Piracy Reports issued by the International Maritime Bureau (IMB) have documented numerous hijackings of relief supplies, as well as armed boardings by modern-day pirates – who use tactics as aggressive and ruthless as those employed by Al Qaeda terrorists.

As one way to counter the growing threat, warships from Germany, Italy,

the Netherlands, Pakistan, the United Kingdom, and the United States have been conducting joint security operations in the Gulf of Oman and along the east coast of Africa. This international group of ships – which make up what is officially designated as Task Force 150 – is responsible for patrolling more than 2.4

***Mullen: “It is a global threat to security because of its deepening ties to international criminal networks ... and disruption of vital commerce.”***

million miles of ocean, and 6,000 miles of the coastlines bordering 12 countries in that region, to counter illegal movements of weaponry, people, and materials in international waters.

### ***Circulars and Sensors; Systems and Simulators***

Until recently, piracy has received relatively little attention, except within the world’s maritime and insurance industries. However, experts estimate that this ancient maritime crime is once again thriving, and may already cost as much as \$16 billion annually – a total that would climb much higher if a successful attack is made on a cruise ship.

Writing in the January 2006 issue of the Naval Institute’s *Proceedings* magazine,

U.S. Chief of Naval Operations Admiral Michael G. Mullen said that piracy “can no longer be viewed as someone else’s problem. It is a global threat to security because of its deepening ties to international criminal networks, smuggling of hazardous cargoes, and disruption of vital commerce.”

Several anti-piracy steps are being taken by commercial shipping companies, including the installation of multiple defensive systems and the use of remotely operated sensors on merchant vessels. In addition, anti-piracy simulators are being used to train merchant crews, and new operational tactics are being developed that also will help counter 21st-century pirates. Finally, piracy circulars distributed by the International Maritime Organization now provide guidance to governments, ship owners, ship operators, and ships’ crews not only on the prevention of piracy but also on suppression techniques and the countermeasures tactics and equipment systems that are now available.

Further steps toward ending the scourge of modern piracy include the encouragement of a focused proactive effort by all maritime stakeholders and updating the definition of the term *piracy* to more closely align it to today’s threats and the linking of terrorism policies to piracy, including piracy as spelled out in the United Nations Convention of the Law of The Sea.

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*Christopher Doane is Coast Guard Atlantic Area’s Chief of Response and Port Security; Captain David Moskoff, USMS, is a maritime transportation professor and DTRA (Defense Threat Reduction Agency) representative at the U.S. Merchant Marine Academy.*

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## **Magnum Force: ICE and Its JTTF Partners**

*By Franklin Kirby, Law Enforcement*

More than 80 federal JTTFs (Joint Terrorism Task Forces) have been formed throughout the United States in the past several years and, although relatively unpublicized, are believed to have played a major role in stopping new acts of terrorism before they could start.

The creation of these task forces – which are made up primarily of special agents from various federal departments, as well as state and local law-enforcement officers – has enabled investigators from a large number of agencies to pool their diverse areas of expertise, and intelligence resources, to conduct investigations into terrorism, and the funding of terrorist operations, much more effectively than would have been possible if each of the agencies involved had been acting on its own.

The size of the various JTTFs varies considerably both by location and by the missions each has been assigned. Because all of the agencies participating are involved in the investigation of terrorism cases, all can use the full resources of the entire task force as and when required. As a corollary, all of these same agencies have access to the information systems and files of the other agencies represented on the same task force.

Special agents from Immigration and Customs Enforcement (ICE) and the Federal Bureau of Investigation (FBI) make up the numerically largest components of most if not all of the JTTFs. ICE, which plays an important and unique role in JTTF investigations, is the largest investigative agency within the U.S. Department of Homeland Security (DHS); it was created in 2003 when the investigative components of the U.S. Customs Service (USCS) and the Immigration and Naturalization Service (INS) were merged into one agency.

### ***A Quest for Interagency Cooperation***

Following the 9/11 attacks, USCS started to investigate terrorism financing through

what was called Operation Green Quest. That operation was successful at many levels, but other terrorism financing investigations were being conducted by the FBI at the same time, and that caused certain jurisdictional and other problems. The duplication of effort led to issuance of a 13 May 2003 Memorandum of Agreement between the FBI and DHS that designated the FBI as lead agency in terrorism and terrorist-financing investigations. Since then, ICE has closed the books on Operation Green Quest, but seasoned ICE agents continue to investigate terrorist financing cases as part of their JTTF missions.

Meanwhile, DHS has started a new initiative – Operation Cornerstone, through which ICE investigates financial crimes that do not have a terrorism nexus. Any cases with a nexus to terrorism are referred to the JTTFs in which participating ICE members continue to play significant roles. State and local agencies represented on the same JTTF benefit from the unique financial skills of the ICE agents by being able to apply these skills to their own cases.

The huge increase in information sharing, which is frequently critical to the efforts of law-enforcement investigations at any level of government, is perhaps the greatest fallout benefit that has resulted from representation on the JTTFs of so many diverse agencies. The intelligence produced and distributed by the various JTTF entities can be filtered, analyzed, disseminated, and acted upon without delay.

### ***Critical Access And Timely Searches***

Because it has access to the legacy USCS and INS information systems, ICE contributes to the availability of the JTTF intelligence in a distinctive manner. Included in the massive volume of information still

***JTTFs - task forces made up primarily of various federal special agents, along with state & local law-enforcement officers***

available in the USCS/INS systems are detailed records on immigration status, imports and exports, cargo and passenger manifests, financial transactions, border crossings, and visas. Any and all of this information could be of critical importance to the conduct of investigations into the movement of terrorists and their funds across U.S. borders.

JTTF agents are able to act on information by using the unique border-search authority that ICE contributes to the JTTF. That authority allows agents to conduct searches of persons or property without a warrant, as long as there is a nexus to the border of the United States. The border in question could be one of the nation's physical (i.e., land or sea) borders or what is called an "effective" border – e.g., any of the arrival and departure areas at U.S. international airports.

The border-search authority allows JTTF officers to act quickly on information and intelligence by being able to intercept items that can be used for terrorist operations without having to go through the frequently cumbersome process of obtaining search warrants. The search authority of ICE agents on the JTTF allows for the detention of any shipment across U.S. borders before the goods in the shipment can be entered into commerce or exported to terrorist states or organizations. In practice, the shipments are held until they can be cleared – but they may be seized if they are believed to pose a threat to the security of the United States. ▼



***Analysis and Commentary******It Is Time for a National I.D. Card***

By Dr. Neil Livingstone, *GlobalOptions*



One of the most divisive and controversial issues facing the nation today is immigration reform. There are an estimated 11 to 12 million illegal immigrants now living in the United States, and they not only tax public services but potentially represent this nation's Achilles Heel in terms of homeland security.

America's porous borders have permitted millions of economic refugees to illegally enter this country. The majority of these illegal migrants are Mexicans (only 20,000 green cards are allocated to Mexican nationals each year for *legal* entry into the United States). This two-way national failure – not only to properly control the borders but also to be able to verify the identities of those living and working in this country – also makes it possible for terrorists and other subversives to set up “sleeper” cells across the nation and to operate with little fear of discovery by the authorities.

The House passed an immigration reform bill in December 2005, and the Senate is still grappling with the issue – after having failed to reach agreement on procedural ground rules that would permit a bipartisan compromise to move forward. Nevertheless, immigration reform promises to be one of the most heated issues of the mid-term elections this fall, and polls show that a majority of the American people favor some kind of reform, especially strengthened border controls.

***A Permissive Program – With No Penalties Attached***

President Bush has called for a guest worker program that would permit legal residence in the United States, for a defined period of time, to various

foreign nationals. The problem with such a program, many law-enforcement authorities say, is that it would not work if it does not include appropriate sanctions for those who overstay their allotted time.

Of even greater importance for the enforcement of a guest worker program – and, therefore, control of the illegal immigrant population – contend many observers, is the absolute need to validate a person's identity. At present, counterfeit Social Security cards and other forms of identification can readily be purchased

licenses, but also incorporate special features that would prevent tampering, counterfeiting, and/or duplication of the cards or licenses. For a person to qualify for a license or I.D. card the state issuing it must verify that person's legal name and not only his/her date of birth, residence, and Social Security number, but also confirm that the applicant is a legal resident of the United States.

The Real ID Act also requires that all state databases be shared with and made available to all other states.

The new driver's license/I.D. card will constitute, in effect, a national identity card – and that is a major change for the better. However, these state-issued licenses and I.D. cards could and

***11 to 12 million illegal immigrants  
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... potentially represent this nation's  
Achilles Heel in terms of  
homeland security***

by illegal immigrants (and by terrorists) for a few hundred dollars in virtually every major city in the United States.

To address this problem, what is called the “Real ID” Act was passed last year by both houses of Congress and signed into law by President Bush on May 11, 2005. That act mandates that, by May 11, 2008, all fifty states and territories, and the District of Columbia, must conform to national standards in issuing drivers' licenses and/or, for non-drivers, some other type of identification card.

All of the licenses and I.D. cards issued must contain not only the standard data, including a digital photograph of the person's face, on current drivers'

should ultimately be replaced with *federal* I.D. cards – within a decade, at the most, but preferably earlier. In fact, every citizen or resident of this country – not just those who desire a driver's license or elect to apply for some other form of government-issued identification – should be issued such a card at birth. As technology improves such cards also could incorporate RFID chips and biometrics information.

***Dangerous Illusions And Harsh Realities***

Privacy advocates, chiefly on the far right and far left, reject the call for a national identity card, insisting that imposing such a requirement on U.S. citizens



would be an unwarranted intrusion on their individual rights and privacy. Such quaint notions, however, are obviously out of sync with the realities and risks of the modern world – not to mention the fact that virtually all other nations in the world require their citizens to carry national I.D. cards.

Law-abiding citizens already are required to show some form of identification to do everything from boarding an airplane to cashing a check. Except for the individual-rights extremists, in fact, the only people seriously opposed to issuance of national I.D. cards are criminals, survivalists, and those seeking to harm this country and its citizens.

A tamper-proof national I.D. card would facilitate the requirement that all employers check the legal status of employees, which is one of the more important provisions included in Sen. Arlen Specter's current immigration-reform bill in the Senate.

Such a provision is absolutely necessary to put teeth into any immigration-reform legislation. According to a recent article in *USA Today*, former Sen. Alan Simpson blames the failure of previous immigration-reform measures (passed in 1986 and 1996) to stem the flood of illegal migrants on "Congress's past refusal to create a secure ID system to verify employment eligibility."

It would be a criminal failure – literally – if this country were to make the same mistake again. ▼

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## Spotlight Report: Weldon Meets With Fire Service Leaders

By John Morton, Commentary



There is "nothing" that "you cannot accomplish," Rep. Curt Weldon (R-Pa.) told fire chiefs and other fire-services representatives who gathered in his office on Capitol Hill recently for an informal discussion of some of the major policy and funding issues of particular concern to the nation's first-responder communities. The occasion of the meeting was the 18th annual National Fire and Emergency Services Dinner – sponsored by the Congressional Fire Services Institute (CFSI) – later that same day.

Weldon spoke not only as the founder (in 1987) of the Congressional Fire and Emergency Services Caucus but also as one of the nation's best informed and most proactive legislators on matters related to domestic preparedness in general. With over 340 members from both the House and Senate, the Fire Caucus, as it is usually called, is now the largest caucus in Congress. It is both bipartisan and bicameral. The caucus chair, as Weldon noted, rotates on a regular basis from Republican to Democrat, and from Senate to House. The current chairman is Sen. Joseph Biden (D-Del.).

Weldon told the fire services leaders that the fire and emergency services communities will find Washington "very responsive" to their issues. He pointed to the success of the Fire Grants and SAFER (Staffing for Adequate Fire and Emergency Response) programs as shining examples of how Congress can provide a helping hand to the first-responder communities. He also emphasized, though, that the Fire Caucus members want the fire chiefs and other fire-services leaders to tell them what to prioritize in these two programs. He also assured them that congressional appropriations for these and other homeland-security programs will continue

to increase over the totals appropriated in recent years.

### A Cabinet Post For New FEMA Director?

Weldon said he has no doubt that the Senate will confirm R. David Paulinson as the new head of the Federal Emergency Management Agency (FEMA). Coincidentally, the official White House announcement of Paulinson's nomination had just reached the Hill that same afternoon. Weldon said he was particularly pleased that a fire chief would finally be leading FEMA. Before entering federal service, Paulinson had been the fire chief of the Miami-Dade Fire Rescue Department.

"Will a fire chief be the next DHS [Department of Homeland Security] secretary?" Weldon asked provocatively. He predicted that Paulinson will be much more sensitive to the needs of the fire service than his predecessor, Michael Brown, whose tenure came undone during the response and recovery phases of Hurricane Katrina. Weldon was forceful in his view that the FEMA director must have the authority to report directly to the President, and not through the DHS secretary. "Witt [James Lee Witt, FEMA director during the Clinton Administration] had it [direct access to the president]," Weldon pointed out.

He then went a giant step forward with a bold proposal: "He [Paulinson] should have a seat in the cabinet – at a minimum, in time of crisis. We should have first responders – not lawyers – in senior positions."

### A Common-Sense Matter of Justice

Weldon is one of an increasing number of lawmakers from both sides of the aisle who are critical of "bureaucrats" making fire-service policy decisions. "The federal government should not determine who is a fire fighter," said Weldon, referring to

the role now played by the Department of Justice (DOJ) in arbitrarily determining firefighter eligibility for Public Safety Officer Benefits (PSOB).

Weldon has championed the case of one of his own constituents, Christopher Kangas, a 14-year-old junior firefighter who was killed en route to a fire emergency. The Department of Justice ruled that the Kangas family was not eligible for PSOB because he did not meet the statutory definition of a firefighter. To remedy this inequity, Weldon has introduced legislation that will prevent the DOJ from denying firefighter eligibility for PSOB status because of age or duty restrictions when a person has been designated as a member of the fire department in an official capacity.

Weldon told the fire chiefs that he knows of at least four other cases where the PSOB issue has caused problems. He suggested that the Justice position primarily reflects the view of police departments – which do not rely on “volunteer police” and hence do not appreciate the service of volunteers in quite the same way, and to the same extent, that fire departments do, because the latter are much more familiar with the capabilities and added strength, particularly in emergencies, provided by volunteer and combined union/volunteer fire services.

Weldon also discussed a number of other legislative matters, including a bill sponsored by his House colleague, Rep. Mike Castle (R-Del.), who has introduced legislation that would provide job protection for volunteer firefighters who are called up for extended duty during an emergency. The issues addressed by the Castle bill are of particular concern to communities preparing for the upcoming hurricane season and anticipating the probability of more Category III storms – many of which are expected to require lengthy deployments during both the response and the recovery phases of future hurricane disasters. ▼

## **Beans, Bullets, and Boxcars: DOD and the Private Sector**

By Luke Ritter, *Transportation Analysis*



U.S. combat readiness, and the nation’s ability to respond to contingencies throughout the globe, depends in large measure upon the ability of the U.S. commercial transportation industries to rapidly and efficiently prioritize, ship, track, and deliver massive amounts of equipment, rolling stock, supplies, fuel, food, ammunition, and other consumables to U.S. naval and military forces wherever they are stationed anywhere in the world.

The connection between commercial transportation assets and military readiness is easy to overlook, particularly by those who are not military professionals. It is not necessarily obvious, nor is it common knowledge for those who are not involved in the industry. But there is one fact that is irrefutable: The availability of commercial transportation is critical to the defense of the United States itself – and, in recent years, to U.S. homeland security as well.

On any given day, the nation’s private-sector transportation assets are used to move about eight million truckloads of freight across four million miles of highway. In addition: 1.5 million railcars roll their way over 170,000 miles of track; 2,400 flights pass through about 400 airports; and roughly 325 seaports transfer more than 25,000 containers. All of this in one day, it is worth repeating. This is why ships, trucks, planes, barges, and railcars are all “mission-critical” assets for military logistics.

### ***A Symbiotic And Mutually Beneficial Link***

Although the Department of Defense (DOD) does maintain some organic lift capability, state emergency managers should be aware that the Department chooses to rely heavily on private-sector assets to augment and support naval/military readiness for the transport of

food, fuel, ammunition, weapon systems, repair parts, building materials, and a seemingly endless list of other supplies and consumables. Literally millions of tons of military supplies and equipment are moved each year by commercial transportation. For this reason alone, the availability – or lack thereof – of DOD commercial transportation assets should be carefully considered in state and local response planning for incidents of national significance.

To ensure that the commercial transportation assets will continue to be available, in ample quantity and on short or no notice, the Department of Defense has established programs such as CRAF (the Civil Reserve Air Fleet, which makes civilian transport aircraft available in large numbers at the outbreak of a conflict involving the use of U.S. forces), VISA (which provides similar access to cargo ships enrolled under the Voluntary Intermodal Sealift Agreement), and STRACNET (which makes railcars in the Strategic Rail Corridor Network also available for DOD use).

Collectively, these programs give defense contingency planners assured access to the commercial transportation capacity required to move sustainment cargo during time of war or other national emergency. In exchange, the private sector receives guaranteed government business.

The essential role played by the nation’s private-sector transportation assets in time of war is perhaps best illustrated by a few statistics: For many years, 95 percent of all of the cargo required by U.S. combat forces overseas has been carried by merchant ships. In addition, 90 percent of all of the ammunition fired by U.S. forces in Iraq during the current conflict has been moved – at one time or another during the factory-to-firing-line supply chain – by



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U.S. railcars; and more than 90 percent of the troops deployed to the Iraq theater have traveled at least part of the way on CRAF aircraft.

The same transportation assets can, of course, be used effectively when the military is called out to help in coping with natural disasters affecting the U.S. homeland. Following Hurricanes Katrina and Rita, for example, the Army Corps of Engineers assisted in covering 180,000 roofs – most if not quite all of the tarps used were delivered to the region by commercial trucking. Additionally, the U.S. Transportation Command, with the support of the private sector, stepped up to the plate to respond to a FEMA order for over 20 million MREs (meals ready to eat) – enough to feed the entire population of Washington, D.C., for over a week!

There is an interesting irony here. Even though the Department of Defense relies heavily on the private sector for transportation support, military business is a relatively small component of the total freight handled by the transportation industry.

The Department of Defense will undoubtedly continue to rely heavily on the private sector to support rapid, secure, and efficient mobilization. Without commercial transportation assets, the government would not be able to mobilize large quantities of forces for contingency operations overseas, support the scheduled and time-sensitive delivery of military supplies, and provide reliable replenishment for combat troops and relief forces.

The bottom line: When the U.S. military has to get the right assets to the right place, and at the right time, it turns to the nation's commercial transportation industries to get the job done.

Related Links:

U.S. Department of Defense -Military Support in the Wake of Hurricane Katrina  
[http://www.defenselink.mil/home/features/2005/katrina/index\\_new.html](http://www.defenselink.mil/home/features/2005/katrina/index_new.html)

United States Transportation Command  
<http://www.transcom.mil>

**Commentary**

***Moussaoui: A Murderer Who Deserves to Die!***

*By Dr. Neil Livingstone, GlobalOptions*



Zacarias Moussaoui is the so-called twentieth hijacker. Some have called him a “fantasist.” His own attorneys described him as paranoid and delusional. Last year, however, Moussaoui pleaded guilty to conspiracy charges in connection with the 9/11 attacks, and now a jury is deciding whether or not he deserves the death penalty.

By contrast to Moussaoui, Riduan bin Isamudin, better known as “Hambali,” is the real thing – a master terrorist capable not only of organizing deadly operations but also of providing the manpower and means to carry out the attacks. He was the operations chief for the notorious South East Asian terrorist group Jemaah Islamiah, which is blamed for a number

“very troubled, not right in the head,” and as “having a bad character.”

Hambali also told his captors that “Moussaoui managed to annoy everyone he came in contact with.” He went on to say that Moussaoui “constantly complained” about everything and was always proposing “ridiculous” ideas for terrorist operations, such as “kidnapping local Chinese businessmen and holding them for ransom, and robbing motorists.”

At one point, the documents show, Moussaoui told Hambali that Khalid Sheikh Mohammed wanted him [Moussaoui] to purchase 40 tons of ammonium nitrate for an undisclosed operation. Hambali said he was taken aback at the huge amount of explosive materials mentioned and said that he did

***Moussaoui definitely knew about the impending attacks – but said nothing about it to authorities after he had been arrested. If he had done so, it might have averted the murder of 3,000 Americans.***

of attacks, including the notorious Bali bombing in 2002 that killed 202 people.

Hambali was captured in Ayutthaya, Thailand, in August 2003, in a joint CIA-Thai operation, while planning an attack on the Asia Pacific Economic Cooperation summit (which was scheduled to be held in Bangkok in October 2003, with President Bush in attendance). When he was interrogated, according to documents submitted in the Moussaoui trial, Hambali described Moussaoui as

not “have enough money to purchase that much.” (By way of comparison, the devastating blast that destroyed the Murrah Federal Building in Oklahoma City, and damaged 312 other structures, required only 4,800 pounds of ammonium nitrate and fuel oil – i.e., a little more than two tons.)

Hambali ultimately authorized Moussaoui to buy four tons of explosives, at a cost of \$1,580 (8,000 Malaysian Ringets). But nothing ever happened, and when



Moussaoui left Malaysia he “stuck” his hosts with the tab. Later, when Hambali asked Khalid Sheikh Mohammed about the operation, the latter said he knew nothing about it and had “never told Moussaoui to buy ammonium nitrate, let alone 40 tons of it.”

In the end, Hambali said, he was delighted to see Moussaoui leave Malaysia (to attend flight school), and gladly paid for his plane ticket so that he would “become someone else’s problem.” Hambali also told interrogators that Sheikh Mohammed agreed with him that “there was something wrong with Moussaoui.”

Moussaoui is not “Carlos the Jackal” or even close to it. He is a not-ready-for-prime-time buffoon consumed by hatred for the United States, a gloating clown who told the court that he wished more Americans had died on 9/11 and that Oklahoma City bomber Timothy McVeigh is “the greatest American.” Often, as he was being escorted from the courtroom, he would cry out, “God curse you, America” – or sing something called “Burn in the U.S.A.” (a vicious parody of the patriotic Springsteen tune).

While he may never really have been the 20th hijacker, it seems clear that Moussaoui definitely knew about the impending attacks – but said nothing about it to authorities after he had been arrested. If he had done so, it might have averted the murder of 3,000 Americans.

Also, however bizarre his behavior has been or how delusional his fantasies about his role in Al Qaeda, he obviously knows the difference between right and wrong. The bottom line is that, if there were ever a case for which capital punishment is deserved, it is this one. When the needle is inserted in his arm it will be a triumph of common sense, of justice, and of the American judicial system. ▼

## Preparing to Cope With a Pandemic Flu

By Michael Allswede, Hospital Administration



A large-scale avian-flu computer-modeling project has recently been reported by the Los Alamos National Laboratory that predicts rapid vaccine development will be more effective than infection control in coping with a pandemic flu. The project, details of which are presented in the National Academy of Science Online, is based upon a “super-computer” model that uses actual data on current travel and work associations over a range of infectious disease parameters.

The information developed could be an important tool for planning community responses to cope with the potential of a flu pandemic because it would allow those responding to engage in a “what if” strategy session to determine the best disposition of always limited resources.

sneeze droplets. Evidence developed thus far indicates that the current avian flu spread by migratory birds is *not* communicable from human to human.

The second characteristic of a pandemic flu is its lethality. Most colds and influenza do not pose a significant risk for healthy adults. Typically, flu will kill those who are not healthy to begin with as well as the very old, and infants. A pandemic flu, however, defeats the normal healthy human immune system and poses a very real risk not just to individuals but to large masses of people. The lethality of the current avian flu appears to be high not only in birds but also among poultry workers.

### Vaccines, Anti-Virals, And Isolation

Flu pandemics can be stopped or managed by two primary methods.

***Influenza will kill those who are not healthy, the elderly, and infants, but does not pose a significant risk for healthy adults***

Pandemic flu has two primary parameters that differentiate it from normal colds and influenza. First, a pandemic flu is very communicable. Communicability refers to the potential of one person passing the flu to another person through casual contact. Not all diseases are communicable, and relatively few are spread by airborne means such as

First, a vaccine can be given to non-exposed people to prepare their immune systems to fight the pandemic influenza. The problem here is that influenza is constantly shifting its genetic make-up. This constant shifting is a challenge for vaccine makers if only because the vaccine for one strain of flu usually is not effective against other strains.

There is currently no vaccine against the avian flu. Other medications, called "anti-virals," can be administered to treat an infection after it occurs. In general, though, these medications are much less effective than one administered before a person has been infected. In the avian-flu cases detected and analyzed thus far, it appears that treatment with anti-viral medications is not very effective.

The second strategy is to prevent the exposure of people to the flu virus so that person-to-person spread is stopped before it starts. The cancellation of school classes, meetings, sporting events, and other gatherings is among

the steps that can be employed. The wearing of masks is another safeguard that has been used effectively, most recently in the SARS epidemic of 2003.

The quarantine of infected people is generally ineffective in fighting a pandemic flu because infection still will occur in some people who do not display obvious symptoms. They do not feel ill, and are not feverish, but are nonetheless capable of spreading the disease.

The Los Alamos model will allow variable communicability and what-if lethality parameters to be tested

against the known patterns of U.S. population movements to replicate a variety of scenarios. The use of masks and cancellation of events can be tested, for example, against the use of vaccines and medications. In the Los Alamos Model, the rapid development of vaccination seems to be the most effective way to fight the avian flu.

Because EMS (emergency medical services) providers and the nation's medical systems probably will be the first community-response assets to be exposed, a credible case can be made that vaccine priority should be given to EMS hospital personnel. ▼



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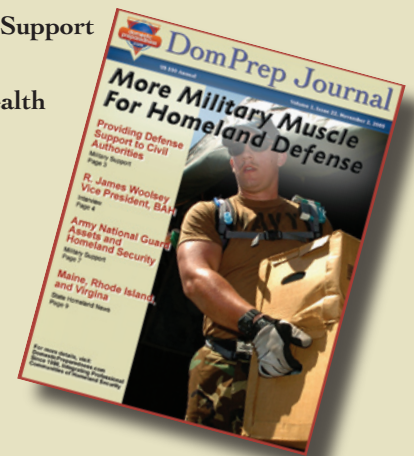
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## **Alaska, Louisiana, New York, Maryland, Wisconsin, and Alabama**

By Adam McLaughlin, State Homeland News



### **Alaska Tests Tsunami Communications Warning System**

The National Weather Service of the National Oceanic and Atmospheric Administration (NOAA) and Alaska's Division of Homeland Security and Emergency Management conducted a major test recently of Alaska's statewide tsunami-warning communications system. During the test, live tsunami warning codes, rather than a test code, were broadcast on radio and television stations throughout Alaska.

The test was part of the March 26 to April 1 Tsunami Awareness Week that had been proclaimed by Alaska Governor Frank H. Murkowski – and that includes the anniversary of the Great Alaskan Earthquake of 27 March 1964, which triggered several tsunamis that contributed to the devastation. "The deadly tsunami ... [last year] in Indonesia illustrates the extreme importance of having a tsunami warning system," Murkowski said.

The drill also involved the NOAA Weather Radio All Hazards system, a nationwide network of radio stations broadcasting continuous weather information directly from local National Weather Service offices, as well as the Emergency Alert System (EAS) and a number of other state and local communications links. "These tests are a standard part of NOAA's commitment to better engaging and informing the public," said Laura Furgione, director of the NOAA National Weather Service Alaska Region.

Members of the general public also had the opportunity to participate in the drill by monitoring NOAA Weather Radio All Hazards or via commercial radio, cable TV, or local television for the EAS message.

"The only way to truly test our warning system is to use live codes," said David Liebersbach, director of the Alaska Division of Homeland Security and Emergency Management, "so it is very important that we involve the public in the test as much as possible."

### **Louisiana New Orleans Health Care Still in Shambles**

A GAO (Government Accountability Office) report recently released on the state of the New Orleans health care system has pinpointed a number of the challenges the city is facing in rebuilding its health care infrastructure. One statistic of particular significance is that the city of New Orleans now has only 456 hospital beds, compared with the 2,269 beds available before Hurricane Katrina ravaged the Crescent City.

Efforts to rebuild the city's health care system, the report said, have been affected by several other factors, including uncertainty on how quickly the pre-Katrina population will return, as well as how many New Orleans citizens will return to the city, and how a future health care system should be configured. The latest estimates put the city's current population at about one-third of the 485,000 permanent residents who lived in New Orleans before Katrina hit.

Some Democrat members of Congress who requested the study said the GAO findings show that the Bush administration must be more aggressive in leading the rebuilding efforts. "It is unacceptable that, six months after Hurricane Katrina, people are still receiving health care services in mobile tents and old department stores," said Rep. John Dingell (D-Mich.). "Exactly how does the secretary [of homeland security (Michael Chertoff)] expect the Gulf Coast region to prepare for a potential flu pandemic," he

asked, "or the next hurricane season, given the current status of their health care system?"

When auditors visited New Orleans, the GAO report said, they found that primary and emergency health care were generally available, but access to specialty care was quite limited. Before last year's hurricanes, it was noted, the city had relied on a relatively large network of clinics to treat poor patients, but more than three quarters of those clinics are now closed – in fact, fewer than 20 clinics are currently open, but they usually operate at less than half capacity.

### **New York Highlights Anti-Terror Plan For Underwater Subways**

Two New York MTA (Metropolitan Transportation Authority) committees have approved a \$17.1 million contract for a Staten Island marine firm to build new anti-terrorism bulwarks to protect the New York City transportation system. The MTA, a public-benefit corporation chartered by New York State in 1965, moves an estimated 2.4 billion passengers annually on its subways, buses, and railroads. The Authority also operates the tunnels and bridges that link the five boroughs of New York City into a cohesive whole.

The "bulwark" plan, approved recently, calls for, among other things, the reinforcement of the city's underwater subway tunnels with enough layers of concrete and dirt to stop any flooding that might occur from a bomb blast. "It provides additional structural hardening protection, a barrier between the top of the tunnel and the riverbed," said Ronald Hakim, vice president of the MTA's Capital Construction Company.

Although specific details of the project were, for security reasons, not released, it is known that the MTA has jurisdiction over 14 underwater subway tunnels – many of them dug through solid rock – that run under the East River, the Harlem River, and the Newtown Creek on the Queens-Brooklyn border.

The committees also approved the appropriation of \$80 million to add 399 surveillance cameras and 425 motion sensors to the system as part of the overall plan to thwart future terrorist attacks. The new projects expand on a \$212 million contract awarded last year to Lockheed Martin to install 1,000 cameras and 3,000 sensors across the current surveillance network, and to develop special computer technology designed to detect potential threats such as those posed by unattended baggage found on subway platforms.

## Maryland **Airport Exercise** *Illustrates Communication Needs*

A simulated disaster exercise at the Carroll County Regional Airport received praise for the effectiveness of responder actions in implementing timely and efficient measures to deal simultaneously with multiple incidents. However, the exercise also confirmed that there are communication gaps hindering cooperation between and among the county's police, fire, and emergency services agencies.

On April 8, the exercise participants successfully carried out several difficult albeit unrelated tasks: extinguishing a propane-fueled fire; rescuing children injured in a bus accident; and defusing a terrorist incident. But later analysis showed that situational awareness and cross-communications were less than optimum, and that finding was one of the key learning points from the exercise.

"Operationally, I thought things went well, but communication-wise we left a lot to be desired," said Jeffrey Alexander, regional coordinator of the Maryland Emergency Management Agency. "A lot of information was not passed on," Alexander said. "For instance, the firefighters on the airplane [involved in one of the incidents] did not know until 80 minutes into the exercise about the terrorist and chemicals."

"People arrived and reacted as their training dictated," said Maj. Thomas H. Long of the Carroll County Sheriff's Department.

But the exercise "was not perfect," he continued. "Its purpose was to identify shortcomings, and there was a definite lack of communication between law enforcement and firefighters at the scene. Fortunately, we identified that [problem] in an exercise instead of a real event."

Communication issues are expected to figure heavily in the after-action report on the exercise that is required by the U.S. Department of Homeland Security, which provided \$50,000 to fund the exercise and stipulated that the scenario include a terrorism element.

## Wisconsin **Prepares for Possible** *Agroterrorism Event*

Because agriculture plays a major economic role in Dodge County, a group of 21 emergency response officials, dairy processors, and health officials gathered at the Dodge County Administration Building in early April to learn how to prepare for an agroterrorism incident that would have the potential of putting the county's food supply at risk.

"We are strictly trying to get people to think about what could happen if someone made mischief with our food supply," said Michael Villaneva, a food safety and security liaison with the California Department of Food and Agriculture. "We are getting people to think about their respective roles [in coping with an agroterrorism incident]."

During the preparedness training session, attendees focused on understanding the potential effects of an agroterrorism attack, the strategies needed to ensure effective coordination between and among industry and local, state, and federal entities, and the identification of the individual roles the participants would play as members of a response team. "If an emergency were to develop, it would happen locally first," said Michael Sampson, a liaison official with the Wisconsin Department of Agriculture. "The local folks," he said, not only would have to "deal with it initially,"

but also have to cope with the aftermath.

In Dodge County, where agriculture contributes \$363.6 million to the total income of the area, the impact of an agroterrorism incident could be devastating. "The agriculture community needs to be actively engaged in preparedness planning and response," said Matthew Mathison, the vice president of technical services for the Wisconsin Milk Marketing Board.

## Alabama **Addresses Immigration Issues**

Governor Bob Riley has requested that the federal government provide immigration enforcement training to another class of Alabama State Troopers. In early April he also directed the Alabama Department of Public Safety to assist local police departments in their efforts to receive the federal training needed to allow them to address immigration-related issues that might develop in their communities.

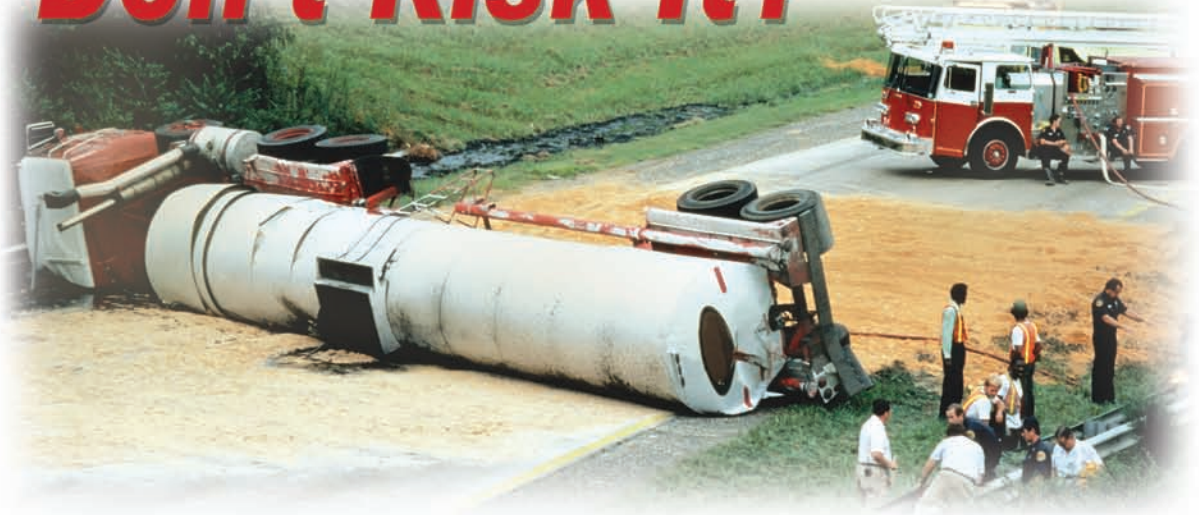
Two classes of state troopers have already gone through federal immigration training. Those who successfully complete the five-week training program are authorized to arrest and detain illegal aliens and turn them over to federal officials for deportation.

Since 2003, when Governor Riley signed an agreement with the U.S. Department of Homeland Security that gives the state the authority to use specially trained state troopers to enforce federal laws against illegal immigration, more than 160 illegal aliens have been arrested in the state. The agreement makes Alabama one of only three states in the nation with that authority.

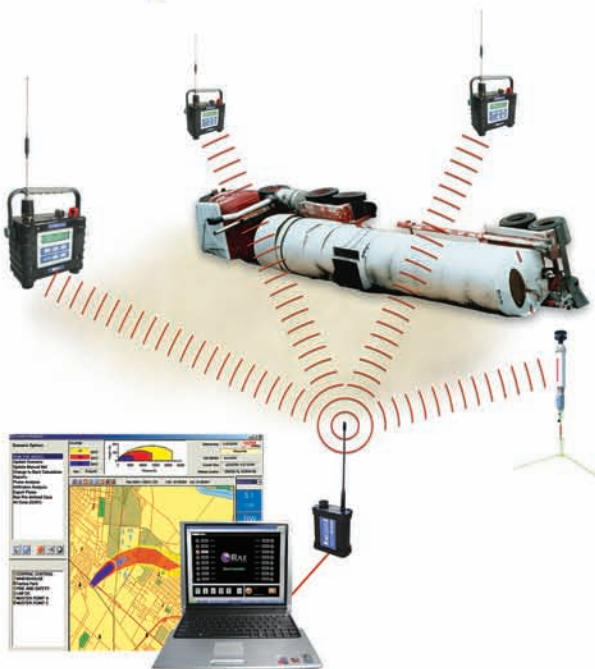
"Alabama is at the forefront of a growing movement by states to confront illegal immigration. We are doing more to fight illegal immigration than any other state in the country," Riley said. "Before we reached this agreement, our state troopers could not arrest illegal aliens. Now, when they get this training, they are able to arrest illegal aliens, and that strengthens our nation's homeland security." ▼



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