



SECURING ARIZONA

A ROADMAP FOR ARIZONA HOMELAND SECURITY

GOVERNOR JANET NAPOLITANO
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Executive Summary

The State of Arizona has developed this plan of action for establishing a long-term, fiscally prudent approach to homeland security. This plan provides a framework for enhancing the state's ability to detect, prevent and respond to future acts of terrorism (or other critical incidents). This strategy will also provide the framework for system planning, future technology acquisitions, and prioritizing and coordinating requests for state and federal funding.

Improving the Ability to Respond to Emergencies

The following actions will strengthen the state's ability to respond to public safety emergencies and strengthen homeland security.

Action Item 1

The state will appoint a Homeland Security Director to coordinate statewide efforts to detect, prevent and respond to acts of terrorism and other critical incidents and expand the role of county, local and tribal officials in strategic planning activities.

Action Item 2

The state will update and enhance its Emergency Response and Recovery Plan.

Action Item 3

The State of Arizona will take steps to establish formal protocols that facilitate multi-agency coordination during critical incident response.

Action Item 4

The State of Arizona will take steps to establish a statewide radio interoperability system that will link the independent wireless voice and data systems used by federal, state, local, tribal and private sector first and second responders.

Action Item 5

The State of Arizona will take steps to establish a statewide 2-1-1 telephone system that makes it easier for the public to access community, mental health and health care services.

Enhancing the Ability to Detect and Prevent Future Acts of Terror

Like most of the nation, in the months that followed the attacks of 9/11, state, county, local and tribal public safety entities within the State of Arizona focused primarily on providing security around potential targets and enhancing the state's ability to respond once a terrorist attack occurs. Insufficient attention has been given to preventing a terrorist attack in the first place.

The following action items will strengthen the State's ability to detect and prevent future acts of terror.

Action Item 6

The State of Arizona will take steps to establish a statewide integrated justice system that links the information systems used by federal, state, local and tribal criminal justice entities (police, corrections, courts, etc.) in such a way to support the identification of emerging terrorism related trends.

Action Item 7

The state will establish a 24/7 intelligence/ information analysis center that will serve as a central hub to facilitate the collection, analysis and dissemination of crime and terrorism related information.

Action Item 8

Arizona will take steps to establish a statewide disease surveillance system that collects information from emergency rooms, physicians, animal control entities, pharmacies, public safety entities and other relevant public and private sector entities to identify emerging public health problems such as naturally occurring diseases, environmental problems, biological and chemical weapons attacks.

Establishing a Safe, Smart and Secure Border

Arizona's border region presents a unique challenge from the perspective of homeland security. While from a security perspective the southwest border represents a potential gateway for terrorists and weapons of mass destruction entering the U.S., the effective and timely movement of goods and people across the border is also part of the economic lifeblood of the cities and towns and tribal communities located along the border.

Action Item 9

The State of Arizona will take steps to ensure that the activities of the Border Coordination Officer will be coordinated with those of the Arizona Homeland Security Director.

Action Item 10

The state will develop a homeland security funding strategy that identifies critical and local needs and then focuses on obtaining federal funding to address those needs. The state will conduct a gap analysis and inventory of public safety and homeland security equipment and trained personnel possessed by local, tribal and state entities.

Introduction

The terrorist attacks of September 11, 2001—which have come to be known simply as “9/11,” represent a defining and sobering moment in United States history.

It has been generations since a foreign adversary’s attack on soil within the continental United States has caused so much death and destruction. 9/11, which prompted the closing of all United States airspace for several days and shocked the nation’s economy, awakened all of us to the harsh reality that as strong and powerful as the United States is, we are still vulnerable in the face of terrorism. The events of 9/11 have permanently changed the way America thinks about national security, foreign policy and the role state, local and other government entities play in protection of the people.

One of the most significant lessons learned from 9/11¹ is that state and local authorities are key participants in homeland defense. The “front lines” of the new domestic war on terrorism are cities, towns and other local governments, which have become the focus of domestic national security planning.

Arizona includes two major metropolitan areas: Phoenix metro and Tucson.² The state is considered one of the nation’s leading technology centers³ and is home to the Palo Verde Nuclear Generating Station, one of the largest producers of nuclear energy in the world and Hoover Dam, one of the nation’s most well known hydroelectric dams.⁴ The state shares a 377-mile border with Mexico and has more than 6,100 miles of highway -- a portion of which includes the CANAMEX Corridor (a north-south trade corridor that facilitates the flow of goods between Mexico, the United States and Canada). The state’s mild climate, scenic wonders of the Grand Canyon, Sedona, Monument Valley, high deserts, Wild West history, rich Native American heritage and diverse wildlife makes it a favorite spot for vacations, conventions and major sporting events.

Because of the state’s rapid growth and international border Arizona has also become a prime location for criminal organizations and militant groups. For these and other reasons, Arizona faces many unique homeland security issues, in addition to the common challenges it shares

¹ And subsequent anthrax attacks.

² The Tucson metropolitan area has a population of approx. 843,000. The Mesa - Phoenix metropolitan area has a population of approximately 3.25 million – the 14th largest in the United States.

³ As the home to more than 3800 high-tech (aerospace, information technology, biosciences, semiconductor, etc.) firms that employ more than 1.9 million people, Arizona is considered one of the nation’s leading technology centers.

⁴ The Hoover Dam is located on the Arizona and Nevada borders. The nation’s largest dam is also located in Arizona.

with other states. Efforts to detect, prevent and respond to terrorism and other critical incidents are and will continue to be part of the everyday operations that comprise Arizona state government.

Upon taking office in January 2003, Governor Janet Napolitano announced that efforts to detect, prevent and respond to acts of terrorism would be one of her administration's priorities. Governor Napolitano immediately took a number of steps including appointing an Interim Homeland Security Director to develop a plan for how the state would handle homeland security. The director convened a series of meetings with officials from federal, state and local governments as well as with stakeholders from the private sector. Through these meetings, some key points became evident:

1. The state's homeland security strategy (and efforts) should take into account local needs – town, municipal, county and tribal officials must be an integral part of the state's operational and planning efforts;
2. Homeland security is an all-encompassing effort, and involves far more than being prepared to respond to an attack by Al Qaeda, the group claiming responsibility for 9/11. State, county, local and tribal officials have to work together to adopt an "all hazards" approach to homeland security that links efforts to prevent and respond to different types of catastrophic events (wildfires, violent crimes, etc.), not just terrorist attacks;⁵
3. Efforts to protect Arizonans and the state's visitors from future acts of terrorism should not strain everyday infrastructure systems or services. And, the state should not have to invest millions of dollars for technology and equipment that is only used in the event of a terrorist attack. The very information technology, communications systems and business processes that support effective service delivery each and every day provide the foundation for effective efforts to detect, prevent and respond to terrorism and other critical incidents; and
4. The state should not compromise its commitment to uphold civil liberties and strengthen proactive, positive partnerships with its increasingly diverse communities. The violation of civil rights – through racial, ethnic or some biased-based profiling – must not be tolerated whether it is in the name of anti-terrorism, homeland security or any other reason.

⁵ This approach is effective because while the causes of emergencies may vary greatly, the effects of emergencies do not. Many of the same tasks apply to multiple types of emergencies and disasters. For example, the communication role with the public when it comes to infectious disease prevention may be the same for weather disasters and suspected Bioterrorism events.

The Initial Strategy and Current Status

Immediately following the attacks of 9/11, the State of Arizona relied upon a pre-existing emergency response infrastructure established in the late-1990's as the foundation of its homeland security efforts. This infrastructure included the following:

- In 1997, the Division of Emergency Management (DEMA) worked with the Department of Public Safety (DPS) to establish the Domestic Preparedness Task Force. The group consists of representatives from more than 40 public and private entities which meet regularly to review response and recovery plans.
- The State of Arizona also established a State Emergency Operations Center (EOC) within DEMA that can be fully activated within an hour (as it was during 9/11). The EOC brings together all relevant public and private entities to address emergency situations.
- In February, 1998, DEMA produced an Emergency Response and Recovery Plan for the State of Arizona. The plan was developed to be comprehensive and detailed, broken down by the responsibilities of each agency. It was also intended to be practiced prior to an emergency situation so that it could be implemented in the event of an actual crisis.

Arizona Actions Following 9/11

Immediately after the tragedy, Arizona took additional steps to bolster its emergency preparedness. DPS activated its Domestic Preparedness Operations Center and established a 24-hour tip line for individuals to report suspicious activities and concerns. Additionally, DPS created a secured website as a vehicle to share information with local, county and other authorities, dedicated additional intelligence analysts and investigators to collect and analyze terrorism related information and appointed additional personnel to the FBI's Joint Terrorism Task Force.

The U.S. Attorney General instructed each U.S. attorney to establish an anti-terrorism task force. Arizona's consists of members from various state and local law enforcement agencies. The Arizona National Guard in Phoenix and Tucson began flying support missions for air combat patrols, troops were sent to protect Hoover Dam and traffic was routed away from the site. Two hundred fifty guard personnel were sent to ten airports around Arizona to provide increased surveillance, and additional guard personnel were sent to secure the perimeter of the Palo Verde nuclear facility.

In the months following, state, local and federal law enforcement agencies coordinated to provide enhanced security for the World Series and to send National Guard units to assist at four major border crossings.

To organize the state's efforts, then-Governor Jane Dee Hull in 2001 appointed two members of her staff to coordinate Homeland Security and formed a Homeland Security Coordinating Council. The goal of the council was to oversee all homeland security activities at state agencies and also to develop and implement homeland security policies.

In December, 2002, Governor-elect Janet Napolitano conducted a thorough review of Arizona's homeland security efforts. The review found that while the state took appropriate steps in response to the events of 9/11, a number of critical issues impeded the state's ability to address these issues on a long-term basis. For example:

- Despite the appointment of two homeland security coordinators and the establishment of a Homeland Security Coordinating Council, there was no single person/entity responsible and accountable for organizing the statewide efforts to detect, prevent and respond to terrorist attacks or other critical incidents;
- The state lacked a long-term homeland security strategic plan that provides a clear vision of how it will work with county, local and tribal governments to detect, prevent and respond to acts of terrorism and other critical incidents;
- The state did not have a plan in place that would ensure the continuity of government operations in the event of a catastrophic event that would shut down government information and communications systems or make office buildings uninhabitable;
- First responders, such as police officers, firefighters and paramedics, all use independent radio systems that operate on different frequencies and do not allow them to "talk" to first responders from different agencies;
- While the state had detailed emergency response plans for a number of situations, it is unclear whether these plans were updated after the events of 9/11;
- The state had underfunded resources for activities related to the detection and prevention of terrorist attacks.
- It is also unclear whether the state had conducted a detailed threat and vulnerability assessment identifying potential targets and critical assets.
- The data information systems used by federal, state, local and tribal public safety entities were not linked and therefore unable to identify trends and suspicious circumstances that may be indicative of an emerging terrorist threat.
- The state did not have an electronic disease surveillance system capable of identifying an emerging biological or chemical weapons attack through the analysis of emergency room and other relevant data.

- County, local and tribal officials were only minimally involved in the state's planning efforts, even though their agencies had primary responsibility for first responder related activities.
- In some parts of the state, the public did not have access to relevant community, social and health care services because there is no single phone number for information and referral services.
- There was no comprehensive plan that focused on homeland security-related issues along the Mexican border.
- Though a handful of local Citizen Corps Councils had been developed in some Arizona communities to help coordinate disaster preparedness efforts between community based organizations, volunteer groups, charities and first and secondresponders, no statewide council had been created to coordinate the efforts at the state level.

Based in part on the findings of this review, the State of Arizona has developed this plan of action for establishing a long-term, fiscally prudent approach to homeland security. This plan provides a framework for enhancing the state's ability to detect, prevent and respond to future acts of terrorism (or other critical incidents); it will also be a useful tool for system planning, future technology acquisitions and prioritizing and coordinating requests for state and federal funding.

Improving the Ability to Respond to Emergencies

The following actions will strengthen the state's ability to respond to public safety emergencies and strengthen homeland security.

Action Item 1 The state will appoint a Homeland Security Director to coordinate statewide efforts to detect, prevent and respond to acts of terrorism and other critical incidents and expand the role of county, local and tribal officials in strategic planning activities.

Despite the appointment by then-Governor Hull of two homeland security coordinators and the establishment of a Homeland Security Coordinating Council, there was no single person/entity responsible and accountable for organizing the statewide efforts to detect, prevent and respond to terrorist attacks or other critical incidents. This has negatively affected Arizona's ability to coordinate the various operational and strategic planning efforts critical to its homeland security efforts and to develop and communicate a clear strategic vision pertaining to homeland security for county and local entities.

Upon taking office, Governor Janet Napolitano immediately appointed an interim Homeland Security Director responsible for coordinating the state's efforts with those of federal,

county, local, tribal and private sector entities and to develop a statewide homeland security strategy. In support of these efforts, the director convened a series of meetings with public safety, public health, private sector and other officials. During these meetings, these officials identified a number of issues:

- County, tribal and local officials indicated they had little involvement in the state's strategic homeland security planning efforts. These same officials requested to play a more substantive role in strategic and pre-operational planning.
- County, tribal and local officials indicated that coordinating with the state on homeland security efforts was often complicated by the "stove-piped" nature, or lack of interactive communications, within state government operations. These same officials suggested that a single point of contact on homeland security issues would be valuable.

In an effort to improve the coordination between all levels of government and the private sector, Arizona will appoint a permanent Homeland Security Director to advise the governor and oversee the state's efforts to detect, prevent and respond to acts of terrorism and other critical incidents. The governor will also appoint a Homeland Security Coordinating Council that will ensure representation of local, tribal and private sector officials in homeland security strategic planning activities.

Action Item 2 The state will update and enhance its Emergency Response and Recovery Plan

The State of Arizona, in accordance with Arizona Revised Statutes (ARS), Title 26, Chapter 2, Article 1, is required to prepare to respond to emergencies/disasters in order to save lives and protect public health and property. In the late 1990s, the state developed an emergency response and recovery plan that addresses the consequence of emergencies and disasters. Titled *The State of Arizona Emergency Response and Recovery Plan*, it includes information on a number of issues, including mutual aid, financial management, emergency public information, government relations, the roles and responsibilities of state departments and agencies and the identification of transportation facilities that facilitate the movement of equipment and personnel. The plan also contains several addenda that describe the response to a number of specific hazard situations (WMD attack, foreign animal disease, act of terrorism, etc.).

While the state has developed an emergency response and recovery plan, the plan has not had a significant review since its creation in the late-1990s. It is also unclear to many stakeholders how the state's plan is linked with those of other county, tribal and local governments and community-based organizations that provide disaster-related preparedness and relief services. Therefore, the Arizona Division of Emergency Management will review

and – if necessary – update the state’s emergency response plan.⁶ As a part of this process, the state will:

- Take an inventory of all emergency response-related equipment and capabilities owned or operated by state, county, tribal and local first responder entities for the purposes of identifying critical gaps or needs;⁷
- Assess the state’s healthcare infrastructure to determine whether there enough resources and technological capabilities to support Arizona’s homeland security efforts;
- Assess the adequacy of the state’s Emergency 9-1-1 telephone line infrastructure to establish whether it has the ability to handle the dramatic increase and diverse types of calls that would flood the system in the event of a catastrophic emergency; and
- Evaluate what regulatory or legislative activity – if any – may be necessary to ensure that private sector entities maintain adequate physical security at commercial office buildings.⁸
- Create a statewide Citizen Corps Council to assist in state emergency response planning; the state Council will be made up of representatives from community-based organizations, including local Medical Reserve Corps, Community Emergency Response Teams (CERT), Volunteers in Police Service (VIPS), Neighborhood Watch Programs and people with expertise in volunteer mobilization.

Additionally, DPS -- in cooperation with federal, county, local and private sector officials -- will complete a comprehensive statewide threat and vulnerability assessment that identifies potential targets and areas of concern. This assessment will include an analysis of potential targets for attack, such as buildings, waterworks, power plants and fuel storage facilities, as well as a detailed response plan that includes how federal, state, local, tribal and private entities will work together to prevent and respond to critical incidents.

The threat assessment and equipment inventory will be continually reevaluated so that areas of concern can be prioritized and changed when necessary. From this assessment, the state can work with county and local entities to acquire equipment that is needed. The state will

⁶ As part of this effort, the state will work with county, local and tribal governments to increase the number of active local Citizen Corps programs and the number of individuals who receive Citizen Emergency Response Team (CERT) training.

⁷ For example, currently there exists no Disaster Medical Assistance Team (DMAT) in central Arizona. Efforts are under way to organize a DMAT in the Phoenix area, but federal funding is necessary to offset the costs of equipment.

⁸ These steps could include ensuring that wireless voice and data systems operate effectively within all commercial office buildings.

develop a mechanism to share relevant portions of this assessment on an ongoing basis with state, local, tribal and private sector entities so that critical assets can be protected.

Additionally, Arizona's existing plan does not describe how state government will ensure the continuity of operations used by the state in the event of a catastrophic event that shuts down government information and communications systems or makes office buildings uninhabitable. Upon taking office, Governor Napolitano issued Executive Order #2003-05, instructing all state departments and agencies to develop continuity of government plans.

Action Item 3 The State of Arizona will take steps to establish formal protocols that facilitate multi-agency coordination during critical incident response.

After the 9/11 attack on the Pentagon, Arlington County, Virginia benefited from regional "mutual aid" agreements by being able to receive emergency assistance from other jurisdictions in Virginia, Maryland and the District of Columbia. Among others, D.C. and Maryland's Montgomery County and Prince Georges County immediately sent police officers, firefighters, emergency medical personnel and even a procurement and purchasing specialist to assist Arlington County in managing the consequences of the attack. Clearly, the events of 9/11 demonstrate that local communities that experience a large-scale crisis or attack will rely on help from state agencies, neighboring jurisdictions and other entities to manage the consequences of such a critical incident.

Some Arizona communities are already utilizing these mutual aid agreements. For example, the City of Phoenix and its metropolitan neighbors have developed a comprehensive approach to detecting, monitoring and managing the consequences of weapons of mass destruction (nuclear, biological or chemical) incidents. The Phoenix Metropolitan Medical Response Systems (MMRS) was established in 1997 and provides an operational framework that governs the use of personnel and equipment in situations that result in multi-agency/jurisdictional responses to events involving weapons of mass destruction. The Phoenix MMRS includes a number of entities such as the Arizona Hospital and Healthcare Association, private hospitals, regional poison control centers, Maricopa County agencies and Arizona state agencies. The system involves protocols and guidelines that govern mutual aid situations involving these types of incidents.

Providing support to neighboring jurisdictions is not a new concept, but in fact, occurs in some form every day. A formal agreement, memorandum of understanding or some other type of regional plan often governs this type of support. In Arizona, some jurisdictions have already put into place regional mutual aid agreements that govern issues related to reimbursement for costs and liability, should one jurisdiction provide assistance (personnel and equipment) to help another respond to a critical incident. In other parts of the state, these issues are addressed through informal agreements or on a case-by-case basis.

As part its homeland security efforts, Arizona will take steps to establish consistent, formal mutual aid agreements throughout the state. Additionally, the state will examine the feasibility of expanding the MMRS concept statewide.

Action Item 4 The State of Arizona will take steps to establish a statewide radio interoperability system that will link the independent wireless voice and data systems used by federal, state, local, tribal and private sector first and second responders.

The ability of multiple public safety entities to effectively work together at the point of service – fires, accidents, natural disasters, search and rescues, etc. – is seriously compromised when the radio systems used by each independent entity operate on different frequencies.⁹ What this means is that first responders from one agency may not be able to use their radios to communicate with first responders from other agencies. This can result in a difficult – if not life threatening – operational environment, because every emergency response requires that information and instructions be communicated rapidly and accurately to all personnel that are on the scene. 9/11 “After Action” reports from the World Trade Center and the Pentagon have identified problems that arose because of the lack of radio system interoperability.¹⁰ In the case of the World Trade Center, some have suggested that the inability of police, firefighters and other emergency personnel to communicate with one another through their individual radio systems may have contributed to the deaths of hundreds of firefighters, because they did not receive vital information that was broadcast over the police radio system regarding the eminent collapse of the towers.

Initially, many in public safety believed that the only way to achieve radio system interoperability was through the use of a statewide radio system that allows state and local agencies to operate – if necessary – on the same radio channel. Statewide radio systems are expensive, costing tens and sometimes, hundreds of millions of dollars. Statewide radio systems also require that state and local agencies operate within the same frequency range, often requiring that their individual existing systems be upgraded.¹¹

Over the past several years, through the efforts of the Public Safety Wireless Network Program (PSWN) and the National Institute of Justice, attention has focused on an alternative solution to achieve radio system interoperability – one that involves the use of inter-connector or “patching” technology. Some jurisdictions, such as the City of Tempe have created the ability to provide radio system interoperability by installing inter-connector or “patching” technology in a mobile command post or mobile communications vehicle. Tempe has used this capability to support multi-agency responses to both emergency and

⁹ Historically, public safety entities have not coordinated the purchase of their radio systems. This has resulted in these agencies using radio systems that operate on different frequencies.

¹⁰ According to the Public Safety Wireless Network (PSWN) program, radio interoperability refers to the ability of public safety personnel to communicate by radio with staff from other agencies, on demand and in real time.

¹¹ During this strategic planning process, state and local officials identified two distinct but critical issues pertaining to wireless voice and data communications. First, officials indicated that the lack of radio interoperability among the independent radio systems used by public safety entities was a serious problem. Second, these same officials reported that the radio system used by the Department of Public Safety (and other state agencies) is inadequate and in dire need of an upgrade.

day-to-day operations (such as DUI task force operations). Maryland and Colorado have begun to network a number of inter-connector devices in fixed locations (state police dispatch centers) in an effort to provide permanent radio system interoperability. The use of inter-connector technology provides for radio system interoperability at a fraction of the cost of a new statewide radio system, while allowing individual local jurisdictions the flexibility of maintaining existing radio infrastructures.

State and local officials throughout Arizona have stressed that the state must take action now to alleviate this problem without waiting for a universal system to be designed and acquired. Therefore, it will be a top priority for the state to establish both a short and long-term strategy to address the issue of radio system interoperability. As a first step, the new Director of Homeland Security will work with PSWN to develop a statewide plan for radio interoperability. The governor will receive this plan within 90 days.

Action Item 5 The State of Arizona will take steps to establish a statewide 2-1-1 telephone system that makes it easier for the public to access community, mental health and health care services.

In addition to the demands placed on first responders, such as police and fire personnel, great demands will be placed on community service, mental health and health care entities.¹² Accordingly, establishing a system that facilitates the public's ability to access these vital services is a critical component of any state's efforts to disseminate information and respond to an act of terrorism or other critical incident. In the wake of the 9/11 attacks in nearby New York City, the state of Connecticut utilized its statewide 2-1-1 infrastructure to handle the dramatic increase in calls regarding social service and health care programs. The 2-1-1 system also provided back-up call center support for the Red Cross and various other information and referral (I&R) related services.¹³ Because of its 2-1-1 system, the state was able to respond to requests such as: families looking for victims, mental health services, blood bank needs, etc.¹⁴ The federal government has recognized that a 2-1-1 system is a critical part of efforts to support the dissemination of information pertaining to issues related to bio-terrorism (*Public Health Security and Bioterrorism Preparedness and Response Act of 2002*, Section 127).

¹² According to media reports during the sniper attacks of 2002, social and mental health entities in the Washington, D.C. area experienced a 20% increase in calls for assistance.

¹³ In 1999, the state of Connecticut deployed a statewide 2-1-1 telephone system for information and referral services on health and human services.

¹⁴ The types of services accessible through a 2-1-1 system could include those that resolve immediate shelter needs and provide rental or mortgage assistance, child care solutions, medical aid, prescription assistance, substance abuse treatment, legal assistance, child and spousal abuse counseling and other needs vital to the welfare of individuals, families and communities as well as information on charities and volunteer opportunities.

In many parts of the nation (and in some communities in Arizona), gaining access to these types of services on a daily basis is complicated due to the fact that, with good intentions, an incredibly complex system of health and human services has been developed in the United States. This system includes a wide variety of programs organized and funded by a complicated mix of government departments (federal, state, tribal, municipal and county), along with private non-profit agencies and for-profit organizations at the national, state, tribal and local levels. Separate funding streams often require separate eligibility restrictions, making it difficult to find the appropriate services for a given individual.¹⁵

The establishment of a 2-1-1 system¹⁶ has emerged as an important innovation to provide I&R services.¹⁷ It reduces confusion and the margin of error for misdialed numbers. It is efficient, giving people one number to call when searching for assistance. It is easy to remember, particularly in a non-emergency crisis situation. It offers consistency throughout a state or region, which may be particularly helpful to an increasingly mobile population, or for assisting relatives or loved ones who live in a distant community. It offers an easy alternative for non-emergency 9-1-1 (a potentially important factor given that some communities report that 50-90% of calls to their 9-1-1 systems are for non-emergency assistance, including calls that could be handled by a 2-1-1 system). Current operational 2-1-1 systems also offer 24-hour accessibility to trained staff. Perhaps the most convincing information about the practicality of 2-1-1 systems is that callers use them. Atlanta, Georgia

¹⁵ General statistics documenting the difficulty of connecting community health and human services to targeted populations include the following:

- Only one in four affected adults and one in five children and adolescents in need of mental health services receive care.¹⁵
- Individuals living in rural and isolated areas face special challenges in receiving timely, quality health care.¹⁵
- More than 20 million rural residents in America have inadequate access to health and human services.¹⁵
- A 30-city survey showed that requests for emergency shelter increased by an average of 11%, with 72% of the cities registering an increase. Requests for shelter by homeless families alone increased by 15%, with 64% of the cities reporting an increase.¹⁵
- In a 30-city survey released by the National Conference of State Legislatures, requests for emergency food assistance increased by an average of 14%. Requests for food assistance by families with children also increased by 14%. Food requests by the elderly increased by an average of 6%.¹⁵

¹⁶ A fully-implemented 2-1-1 system would integrate information about various social services through a single information network that is easily accessed by the public and social service providers through dialing 2-1-1 or accessing an Internet site that houses a comprehensive database of public and private programs, social service providers and charity organizations. This system would help ease public access to social services, even when it is not needed as a disaster information network system.

¹⁷ In 2000, the FCC assigned the dialing code 2-1-1 for nationwide access to community I&R services. The FCC found that there was a public need for an easy-to-use, easy-to-remember number to enable persons to get ready access to assistance.

experienced a 33% increase in calls in the first nine months of moving to a three-digit number (from an 11-digit number), and Connecticut's call volume increased approximately 40% during the first year of transitioning to the three-digit calling code.

For the past year, the Valley of the Sun United Way and other stakeholders¹⁸ have engaged in discussions to establish a 2-1-1 system in Arizona. As a part of its homeland security efforts, the state will take steps to facilitate the implementation of a statewide 2-1-1 system.

Enhancing the Ability to Detect and Prevent Future Acts of Terror.

Like most of the nation, in the months that followed the attacks of 9/11, state, county, local and tribal public safety entities within the State of Arizona focused primarily on providing security around potential targets and enhancing the state's ability to respond once a terrorist attack occurs. While appropriate from a short-term perspective, the reality is that with every elevation of the national threat level, the state has neither the stamina nor the resources to station law enforcement or National Guard personnel at each potential target to provide physical security. Nor is it in the public's best interest to oversimplify the role of state and local authorities as only that of "first responders." The loss of life and financial repercussions that would result from a successful terrorist incident in Arizona requires that the state do whatever it can to prevent such an attack from occurring. In the future, Arizona's homeland security efforts will be information driven, proactive and designed to detect and prevent these attacks by doing the following:

- Training state, local and tribal law enforcement, public health and other government personnel to identify the signs that a terrorist group is operating within the state;
- Mobilizing and training local community members (through existing neighborhood watch and newly established Citizen Corps programs) so they can work with authorities to identify unusual circumstances, yet, respect the privacy of their neighbors and ensure that heightened awareness does not spark unnecessary alarm; and
- Ensuring the effective flow of information between federal, state, local and tribal law enforcement.¹⁹

In the months that preceded the attacks of 9/11, agencies were unable to draw a larger pattern out of disparate bits of information contained in separate databases about the activities of terrorists involved in the attack. We will never know whether better data sharing would have helped thwart the attacks. But we do know that terrorists often use traditional crimes such as

¹⁸ These other stakeholders include information and referral service providers, as well as social service providers, charities and volunteer mobilization organizations from throughout the state.

¹⁹ This includes ensuring that those entities that do not participate in the Joint Terrorism Task Force are able to receive vital information when necessary.

drug trafficking, money laundering, bank robbery and illegal weapons trafficking to offset the costs and further support their political/terrorist objectives. In fact, the first indication that a terrorist cell is operating within the United States may be behavior discovered during an investigation by local police, following the report of suspicious circumstances or some type of criminal event.

Whether the focus is on drug trafficking or an act of bio-terrorism, rapidly collecting and disseminating solid information about the people who commit crimes and where they commit them is key. Yet most police, public health entities, parole officers and courts are operating with 20-year-old information technology. Even though high-speed digital technology is currently available, many police officers still wait long periods to receive basic information about a vehicle or person they stop. Days or weeks may pass before criminal warrants find their way into state databases, leaving dangerous criminals on the street and police without this information. Judges might sentence offenders with outdated information regarding their criminal history records. Investigators in one jurisdiction may be unaware that information regarding an individual under investigation exists in a neighboring jurisdiction.

Action Item 6 The State of Arizona will take steps to establish a statewide integrated justice system that links the information systems used by federal, state, local and tribal criminal justice entities (police, corrections, courts, etc.) in such a way to support the identification of emerging terrorism related trends.

Improving the information technology infrastructure that supports criminal justice related activities will be a top priority. A key component of any effort to protect the public – whether the threat is from international terrorists or from homegrown criminals – is the rapid access to information from local, state and federal databases. Currently, 38 states and the District of Columbia have begun efforts to create “integrated justice” information systems, linking different components of the criminal justice system (police, courts, corrections). These systems will allow for the rapid flow of information about the people who commit crimes and the places where crime occurs. Law enforcement officials and policy makers will be able to identify suspicious and unusual trends and develop information-driven strategies that effectively target the conditions that facilitate, and the people who are involved in, criminal activity. These same systems are essential components of any organized effort to prevent and respond to future critical incidents and terrorist threats.

Accordingly, it will be a priority for the state to link the independent information systems used by city, county, tribal and state criminal justice entities to allow for the rapid flow of information about the people who commit crimes and the places where crime occurs. This information sharing will support efforts by law enforcement to identify suspicious trends and effectively target those involved in criminal activity.

But it is not enough to link law enforcement systems. Public safety information and communication systems must –and will be –interlinked with those of other government systems, including those that support transportation, public health, social service and public utility related activities. State, local and tribal agencies work daily with each other, but often

this work is hindered by “stove-piped” information systems. Accordingly, as a part of its homeland security efforts, the state will take steps to link public safety information systems with non-public safety information systems in order to:

- Support multi-disciplinary, proactive, and community focused activities;
- Provide predictive analysis capabilities; and
- Improve the delivery of emergency and non-emergency services.

Action Item 7 The state will establish a 24/7 intelligence/ information analysis center that will serve as a central hub to facilitate the collection, analysis and dissemination of crime and terrorism related information.

One of the most serious challenges affecting homeland security is the timely exchange of intelligence and critical information among state, local and federal agencies. Accurate and timely intelligence is the key to the most fundamental responsibility of a government protecting its citizens and critical infrastructures. In order to ensure that there is this free exchange of information, the Arizona Department of Public Safety was designated by the FBI and U.S. Attorney’s office to be the central point of disseminating information generated by the federal agencies.

Since 9/11, the Department of Public Safety (DPS) has continued to provide this service to agencies in Arizona and throughout the country via e-mail, fax, NLETS teletypes and a secure website. As a result of this continuing effort, expansion of the Department’s capabilities is necessary to provide additional support to a growing and wider stakeholder base.

To support the Arizona homeland security effort, DPS will take steps to establish an Arizona Counter-Terrorism Information Center (ACTIC). This center would operate on a 24/7 basis, providing support to state, local and federal law enforcement agencies as well as other agencies critical to homeland security.

The ACTIC would be a component of DPS’ Domestic Preparedness Command. It will provide a real time informational link between local, tribal, state and federal law enforcement and first response agencies. The ACTIC will be responsible for:

- Providing tactical and strategic intelligence collection, analysis and dissemination support to local, county, tribal, state and federal law enforcement agencies;
- Maintaining and disseminating an ongoing threat analysis for the State of Arizona and its critical infrastructure;

- Providing informational support to the Governor and other critical governmental leaders;
- Maintaining a secure web site to disseminate intelligence and critical information accessible to all law enforcement and first responder agencies;
- Maintaining the Anti-Terrorism Information Exchange (ATIX) secure web site portal for the dissemination and exchange of information to law enforcement and public and private stakeholder agencies that support homeland security efforts;
- Functioning as the state's central point of dissemination for homeland security threat level Conditions and other information generated by the FBI, U.S. Attorney's Office and other state, local, tribal and federal agencies;
- Maintaining a formalized liaison program with private sector stakeholders responsible for critical infrastructures and terrorist incident response within Arizona;
- Maintaining a formalized liaison with other governmental agencies to support Arizona's counter-terrorism efforts;
- Providing necessary training on intelligence and the role of the individual field officer and citizen in preventing terrorist attacks;
- Maintaining necessary databases to support ongoing investigations;
- Incorporating existing database linkages to other law enforcement, government and private agencies into the overall counter-terrorist effort;
- Maintaining an intelligence liaison program that provides direct investigative and analytical support to other agencies;
- Maintaining a 24/7 contact phone number where individuals can report suspicious activity and agencies can request assistance;
- Maintaining 24/7 research capability to support ongoing requests from state, tribal, local and federal law enforcement agencies;
- Maintaining a central point of contact for coordinating the response to suspected biological incidents;
- Maintaining a central point of contact for the deployment of DPS and other state agency assets to support local agencies; and,
- Maintaining contact with the FBI Joint Terrorist Task Force, U.S. Attorney's Office Anti-Terrorism Task Force and other state, local and federal law enforcement agencies in ongoing investigations and items of interest.

Action Item 8 Arizona will take steps to establish a statewide disease surveillance system that collects information from emergency rooms, physicians, animal control entities, pharmacies, public safety entities and other relevant public and private sector entities to identify emerging public health problems such as naturally occurring diseases, environmental problems, biological and chemical weapons attacks.

The U.S. deaths caused by anthrax exposure in 2001 illustrate that the threat of bio-terrorism is very real. While the different types of infectious and chemical agents that could be effectively used in an attack on domestic targets in the United States are limited, the impact of such an attack is potentially devastating. The best defense is a strong public health system that uses technology to identify emerging disease and environmental threats.

The first signs of a domestic biological or chemical incident will be difficult to identify and may not be noticed for days or weeks after exposure. Initially, primary care physicians, emergency medical personnel and staff at local hospital emergency rooms located within and near the exposed area will begin seeing an increased number of people seeking treatment for flu-like symptoms or other medical problems. Over a period of several days, emergency room doctors will record and report (usually using a paper-based system) patient-related information that will eventually generate concern that people have been exposed to biological or chemical weapons. State authorities will work with the Centers for Disease Control to determine which chemical or agent was used and recommend and support treatment. The Federal Department of Health and Human Services and appropriate state agencies will initiate response procedures such as sending doctors out to the affected area and providing medical staff with treatment protocols.

Arizona health officials and others in the first response community have already updated many of their protocols on anthrax and other bio-terrorism agents. They have created and disseminated information to municipal workers, other health care entities and the public. However, the current business processes and technology are not capable of identifying environmental hazards, naturally occurring diseases and biological/chemical exposure as they surface.

It is absolutely critical that Arizona be prepared to recognize an outbreak of disease. Once this happens, the State must be able to circulate information to healthcare providers, allocate medicinal remedies (antibiotics, antivirals, vaccines, etc.) and coordinate local response with federal and military systems.

As part of a comprehensive effort to prepare for future acts of terrorism, Arizona will take steps to establish a public health disease surveillance system that will help identify and develop a protocol to treat naturally occurring disease outbreak and biological or chemical weapons attacks. The state will help establish an Internet- based, secure information system to link emergency, urgent care, and other appropriate healthcare related entities and facilities so that it is prepared to:

- recognize an outbreak of disease;
- circulate information to physicians, nurses, county and local emergency medical systems and other appropriate health-care providers;
- support individual efforts to make a rapid assessment of a likely diagnosis; and
- make decisions on how to disburse medicinal remedies or antidotes.

The state will ensure that its disease surveillance efforts are consistent with the national standards established by the Centers for Disease Control.

Establishing a Safe, Smart and Secure Border

Arizona's border region presents a unique challenge from the perspective of homeland security. Within the state, there are eight ports of entry for commercial vehicle, personal vehicle and pedestrian traffic,²⁰ as well as hundreds of miles of unsecured territory where the primary law enforcement may be a local police officer or deputy sheriff. While from a security perspective the southwest border represents a potential gateway for terrorists and weapons of mass destruction entering the U.S., the effective and timely movement of goods and people across the border is also part of the economic lifeblood of the cities and towns and tribal communities located along the border.

The federal government has committed increased law enforcement resources to improve security at the border. Complicating this objective is the necessity to match increased security with the economic imperative of easing traffic congestion and increasing the flow of legitimate goods and people across the border. Arizona's border communities depend on this traffic and would suffer economically if this flow is reduced or stopped. The challenge is to support the free flow of trade, while at the same time, protect the nation (and Arizona) from threats of terrorist attacks, illegal immigration and illegal drugs and other contraband. Recently, the law enforcement and international shipping communities have begun to focus on new border security techniques such as "point-of-origin" security and in-transit tracking of vehicles as potential methods of addressing this issue. This new way of providing for a secure and effective border requires extensive collaboration between public and private sector entities on an on-going basis. The Governor's Arizona-Mexico Commission has been very active in developing and promoting economic development activities and maintains strong relationships with the key stakeholders involved in border related issues. Initiatives, such as the CyberPort Project²¹, provide an excellent foundation for future homeland security related planning, training and operations.²²

²⁰ These Ports of Entry are San Luis, Lukeville, Sasabe, Nogales (3 POEs including a pedestrian entry), Naco and Douglas.

²¹ The CyberPort Project administered by ADOT and conducted by the University of Arizona can be drawn upon to make of the Arizona Points of Entry truly state-of-the-art commercial facilities. CyberPort looks beyond technology and beyond the port-of-entry compound to consider a holistic,

Another critical issue is that border cities such as Nogales, Douglas and San Luis have traditionally provided emergency response for events that occur at the border. Arizona border cities have traditionally maintained close working relationships with their sister cities in Mexico and over the past years, they have signed agreements with these sister cities that govern how they will work together to respond to HAZMAT and other critical incidents. County and local officials report that while these cities and counties have a “first responder” role, they have had only minimal involvement in federal border security planning activities.

The recent²³ establishment of the Terrorism and Public Health Emergency Preparedness Coordination Team by the U.S.- Mexico Border Health Commission provides an opportunity to enhance the coordination of the homeland security related planning efforts among federal, state, tribal, local and Mexican officials. However, in order to reduce any potential duplication of effort, it is critical that the ongoing efforts of the Terrorism and Public Health Emergency Preparedness Coordination Team be interlinked with Arizona’s statewide homeland security planning efforts.

Action Item 9 The State of Arizona will take steps to ensure that the activities of the Border Coordination Officer will be coordinated with those of the Arizona Homeland Security Director.

The Arizona–Mexico Commission Board of Directors has approved a proposal to appoint a full-time Border Coordination Officer for the purpose of working with the mayors of border communities, state and federal officials and others (as appropriate) to determine the priority issues along the border. It is envisioned that the Border Coordination Officer will develop and implement an action plan focused on achieving rapid progress on recommendations made in the Commission’s report entitled, *Arizona’s Global Gateway: Addressing the Priorities of Our Border Communities*. It is critical that steps be taken to ensure that the efforts of the Border Coordination Officer to support priority programs (such as the CyberPort Project) be coordinated with the state’s homeland security efforts. Additionally:

- The state will convene a summit of public and private sector officials (federal, state, tribal and local—U.S. and Mexican) to identify and address key homeland security related issues; and

system-wide approach to the development of the entire trade-flow process (from the point of origin to the point of destination), and it evaluates equally and simultaneously the considerations of safety, security, inspection effectiveness and trade-flow efficiency. The first phase of the CyberPort Project is nearing completion. It has identified nine guiding principles that will be incorporated into the redesign of the Nogales Mariposa Port Facility in subsequent phases. To a great degree, the same innovative concepts, streamlined procedures and advanced technology can be applied to other ports of entry.

²² Refer to Appendix A.

²³ The initial meeting was held on January 31, 2003.

- The state will work with federal, state, tribal and local officials (from the U.S. and Mexico) to conduct cross-border joint training exercises that focus primarily on improving the ability of public safety and public health officials to detect, prevent and respond to acts of terrorism or other critical incidents.

Action Item 10 **The state will develop a homeland security funding strategy that identifies critical and local needs and then focuses on obtaining federal funding to address those needs. The state will conduct a gap analysis and inventory of public safety and homeland security equipment and trained personnel possessed by local, tribal and state entities.**

As part of the state’s homeland security efforts, a comprehensive plan will be developed to support efforts by Arizona to obtain federal homeland security-related funding. Funding will be sought to offset costs (both start-up and maintenance) associated with the state’s homeland security efforts. This plan will be developed in coordination with county, tribal and local entities throughout Arizona.

Conclusion

The nation is rightly focused on domestic defense and on providing our public health, public safety, military and intelligence communities with the tools, authority and the resources necessary to detect, prevent and respond to all forms of terrorist crime and violence. But, protecting our homeland from terrorists should not be done at the expense of our core civil liberties and constitutional protections. Proactive, information-driven law enforcement efforts – supported by instantaneous sharing and collection of information – eliminate the need to utilize ineffective, random and reactive enforcement strategies. Furthermore, the best preparation for future acts of terror can be found in the same techniques and technologies that can be used to better protect our neighborhoods from drug and property crimes and to keep our communities healthier.

The state’s goal is to work with county, local tribal and private sector entities put into place information, communications technology and operational strategies that support government efforts to provide services to individuals each day. This infrastructure will serve as the foundation for efforts to prevent and respond to future critical incidents and terrorist attacks.

Local law enforcement agencies, and emergency and health personnel provide the first line of defense in protecting critical infrastructure and public health and safety. If an incident should occur, local personnel, or first responders, are the first to the scene and usually the last to leave. It is critical that Arizona have a comprehensive statewide strategy to protect its people, that includes municipal, county and other government agencies, as well as the private sector. Public safety, healthcare workers, aid organizations, corporations and concerned citizens all played and will continue to be vital in the protection of Arizona since the attacks of 9/11. Arizona will continue to play a proactive role in keeping its people safe.

Appendix A

As stated in the Arizona – Mexico Border Commission report, *Arizona’s Global Gateway: Addressing the Priorities of Our Border Communities*, “The creation of the federal Department of Homeland Security (DHS) affords an unprecedented opportunity to transform the border.” DHS will bring together the principal agencies operating at the border under a single umbrella organization. The potential for enhancing border management is underscored by the fact that the new DHS Secretary, Tom Ridge, led the negotiations with Mexico of the 22-point “Smart Border” initiative concluded at the meeting of Presidents Bush and Fox in March 2002. (The United States subsequently provided Mexico \$25 million to implement Smart Border.) Secretary Ridge has stressed that enhancing security need not make crossing the border more difficult. To the contrary, well thought-out policies that promote proper risk management and receive adequate resources can elevate security *and* make border operations more efficient for legitimate travelers and commerce. With federal agencies entering a time of flux and with progressive views prevailing at the highest levels in Washington, the timing is superb for Arizona to take the initiative and put forward its ideas for improving border operations. Meeting the challenge requires strong leadership, focused on bringing government and business leaders together to re-think and re-engineer the way goods are transported across the border.

Unified Port Management

The absence of a single authority has been a perennial problem at U.S. Ports of Entry (POE). Put simply, no one person is in charge. Multiple federal agencies coexist at POEs, and each enforces its own policies, exercises its own chain of command and jealously guards its own prerogatives. While each agency may seek to make its own operation efficient, no one is responsible for ensuring the efficiency of the POE as a whole. The four southern border-states, and many other interested parties, have long advocated some form of unified port management to maximize port efficiency.

The Homeland Security Act of 2002 promises to do just that. Under the Act, on March 1, elements of key border agencies will be incorporated into the DHS’s Directorate of Border and Transportation Security, headed by Under Secretary Asa Hutchinson. President Bush proposed another major step in January when he submitted to Congress an amendment to the Act to create within the Directorate a new Bureau of Customs and Border Protection. This new Bureau would bring together 30,000 employees—including 17,000 inspectors—of the U.S. Customs Service (USCS), the Immigration and Naturalization Service (INS) and the Animal and Plant Health Inspection Service (APHIS). Secretary Ridge nominated Customs Commissioner Robert Bonner to lead the new Bureau. The result of the merger would be to have all the inspectors reporting to a single port director. Unified port management would become a reality.

How this merger of federal agencies takes form is of great importance to Arizona, particularly given the unequalled level of cooperation at Arizona’s commercial POEs among federal and state agencies. It may open a new horizon of possibilities for further

strengthening federal-state collaboration and implementing new policies and procedures that would promote the twin goals of security and facilitation.

The creation of a unified port management at U.S. POEs also could achieve major progress toward another important objective: effective coordination between U.S. port directors and their Mexican counterparts. Ideally, Mexico would eventually emulate America's consolidation of agencies and achieve unified port management at its POEs.

If properly executed, unified port management will be an important step in realizing the dream of a Smart Border.

Entry-Exit Controls

Section 110 of the Illegal Immigration Reform and Immigrant Responsibility Act of 1996 called for the development of an automated system to collect records of arrival and departure for every alien entering or exiting the United States. The Data Management Improvement Act of 2000 (DMIA) amended Section 110 and provided for the establishment of a private and public membership Task Force to make recommendations concerning the implementation of an entry/exit system and other measures to improve legitimate cross-border traffic, security and coordination. Subsequent legislation—including the Visa Waiver Permanent Program Act of 2000, the USA Patriot Act of 2001, the Enhanced Border Security Act of 2002 and the Homeland Security Act itself—has affected the Task Force's work. The Task Force's *First Annual Report to Congress*, released in January, contains insightful analysis of the situation along the U.S.-Mexico border and offers innovative approaches to the application of entry/exit controls.

The manner in which entry/exit controls are ultimately implemented will be enormously important to Arizona. A poorly designed system could create massive congestion at the border. It could inflict serious damage to the economy and to the quality of life of border communities. DHS is assuming responsibility for this issue, and Arizona could play a large role by approaching the Department's new leadership and strongly advocating the Task Force's recommendations.

Emergency Response

Ports of Entry are the openings in the political line separating the United States from Mexico. As such, they play two distinct roles with respect to emergencies in the border region: as routes for first responders and as the scenes of emergencies.

Dangerous situations, such as spills of hazardous chemicals, do not respect the international boundary, and it clearly is in the interest of communities on both sides of the line to pool their resources in responding to incidents along the border. To do so, emergency responders from one nation must pass through the POEs to reach the scene of an emergency in the other. Historically, the U.S. Environmental Protection Agency (EPA) has taken the lead in coordinating cross-border emergency response activity, with the Arizona Department of Environmental Quality coordinating at the state level. In 1999, pursuant to Annex II to the

1983 La Paz environmental agreement, the *Joint United States-Mexico Contingency Plan* was concluded. In the succeeding years, all four of Arizona's and Sonora's sister cities update the plans, taking into account new homeland security issues and the new DHS organization at POEs.

POEs can also become the scenes of emergencies, as all hazardous material crossing the border must be channeled through them. Arizona's three major border communities all find themselves highly vulnerable to such dangers. In Nogales, trucks are routed to the Mariposa POE, but trains transporting hazardous materials pass through the Grand Avenue POE in the heart of downtown. At both San Luis and Douglas, large numbers of trucks bearing dangerous chemicals transit the POEs routinely. Arizona should adopt as a high priority a policy of ensuring that all hazardous materials cross the border through properly equipped facilities outside of urban areas. Specifically, this would entail moving the Nogales rail line outside of town, expediting the construction of the new San Luis II commercial crossing and initiating the process to construct a new commercial POE at Douglas. (The border communities would derive a double benefit from such actions: the new crossings would not only enhance safety but would also facilitate trade and economic growth.) (As Naco is an unincorporated community, Cochise County actually signed the plan with Naco, Sonora, last November.)