

EXECUTIVE SUMMARY

The Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons on Mass Destruction was created by the Congress in 1999 to assess Federal efforts to assist State and local responders in combating terrorism. The inextricable relationships between all components of the nation's efforts—local, State, and Federal governments, the private sector, and the public at large—to counter terrorist threats caused the panel to look broadly at the issues.

In our first four annual reports to the Congress and the President, the Panel has, among its 144 recommendations, offered foundational perspectives on:

- The nature of the threat
- The need for and components of a successful national strategy
- Attributes of effective structures to guide and empower the implementation of preparedness at the local, state and federal levels, in the private sector and across all key disciplines – especially local and State responders
- America's efforts to respond to the tragic attacks of 2001 in a deliberative manner to ensure they establish a solid foundation for future efforts to build a safer and more secure America – one that will allow us to control and manage our risks more effectively
- Finally, and most importantly, the need to sustain the principles set forth by our founding fathers that preserve national values, among them important personal freedoms

The panel completes its work by establishing a benchmark to fuel future debate and action and to regain the nation's momentum to secure the homeland and preserve our liberty.

We underscore in this report that America has made advances, especially since September 11th, on many fronts. The level of awareness and initiatives already undertaken by all levels of government, the private sector, and the general population constitute an important beginning. They offer a sound foundation for the future actions that we believe we must achieve—the New Normalcy—a condition that this report describes.

Paramount to the panel's work is the vitally important need for America to secure the homeland in a manner that is consistent with and further empowers the values set forth at the birth of our nation. We believe that the current debate, characterized by a suggestion of competing values between liberty and security, is misplaced. Rather, the panel is firmly committed to the precept that they are values that—just as the founding fathers intended—must be mutually reinforcing.

The panel also notes that our readiness cannot be subject to the ebb and flow of other events or limited simply to the terrorist threat. To make additional, measurable advances built on sustained commitment of human and financial capital, intellect and sacrifice, further changes are needed. Organizational changes that have occurred represent a first step. But these cannot be viewed as the end goal. There is a compelling need for additional institutional changes that bring balance to the requirement to implement those programs and policies already identified against the need to maintain a forward-looking approach that continuously anticipates future risks and develops national strategies and approaches continuously to mitigate our vulnerabilities. Recent history has reminded the United States that the threats we face are broad—from natural disasters

to terrorism, from inside and outside our borders, and affecting not only our physical safety but our economic well being and societal stability.

The panel has proffered a view of the future—five years hence—that we believe offers a reasonable, measurable, and attainable benchmark. We believe that in the current absence of longer-term measurable goals, this benchmark can provide government at all levels, the private sector, and our citizens a future set of objectives for readiness and preparedness. We do not claim that the objectives presented in this future view are all encompassing nor necessarily reflect the full continuum of advances that America may accomplish or the successes that its enemies may realize in the next five years. It is, however, a snapshot in time for the purpose of guiding the actions of today and a roadmap for the future.

America's new normalcy in January of 2009 should reflect:

- Both the sustainment and further **empowerment of individual freedoms** in the context of measurable advances that secure the homeland.
- Consistent **commitment of resources** that improve the ability of all levels of government, the private sector and our citizens to prevent terrorist attacks and, if warranted, to respond and recover effectively to the full range of threats faced by the nation.
- A standardized and effective process for **sharing information and intelligence** among all stakeholders—one that is built on moving actionable information to the broadest possible audience rapidly, and that allows for heightened security with minimal undesirable economic and societal consequences.
- Strong **preparedness and readiness across State and local government and the private sector** with corresponding processes that provide an enterprise wide national capacity to plan, equip, train, and exercise against measurable standards.
- Clear definition about the roles, responsibilities, and **acceptable uses of the military domestically**—that strengthens the role of the National Guard and Federal Reserve Components for any domestic mission, and ensures that America's leaders will never be confronted with competing choices of using the military to respond to a domestic emergency versus the need to project our strength globally to defeat those who would seek to do us harm.
- Clear processes for engaging academia, business, all levels of government, and others in rapidly developing and implementing **research, development and standards** across technology, public policy, and other areas needed to secure the homeland—a process that focuses efforts on real versus perceived needs.
- Well-understood and shared process, plans, and incentives for **protecting the nation's critical infrastructures** of government and in the private sector—a unified approach to managing our risks.

Forging a New Normalcy will require additional changes in the way the nation develops strategy and policy, and how it focuses on moving from concept to accomplishment. These are not major structural changes. They represent changes in attitude and culture as well as processes. These are formidable changes without any doubt. But they remain critically necessary if we are going to remain one step ahead of our enemies and achieve duality of purpose in this great American investment to secure the homeland.

List of Key Recommendations

State and Local Empowerment

- Combine all departmental grant making programs into a single entity in DHS (DHS)
- Establish an interagency mechanism for homeland security grants (President)
- Develop a comprehensive process for establishing training and exercise standards for responders (DHS)
- Revise the Homeland Advisory System to include (1) a regional alert system (2) training to emergency responders about preventive actions; and (3) specific guidance to potentially affected regions (DHS)
- Establish sustained funding to enhance EMS response capacity for acts of terrorism (Congress)
- Reestablish a Federal office specifically to support EMS operational and systems issues (Congress)
- Establish a “Matrix” of Mutual Aid in coordination with local, State, and other Federal agencies, for a nationwide system of mutually supporting capabilities (DHS)

Private Sector Engagement

- Adopt the Business Roundtable’s Principles of Corporate Governance security component (DHS and private sector)

Intelligence and Information Sharing

- Establish the Terrorist Threat Integration Center as an independent agency and require TTIC to have permanent staff from representative State and local entities (Congress)
- Develop and disseminate continuing comprehensive strategic threat assessments (Intelligence Community and DHS)
- Designate one or more security clearance-granting authorities, which can grant clearances Federal government wide that are recognized by all Federal agencies (President)
- Develop a new regime of clearances and classification of intelligence and other information for dissemination to States, localities, and the private sector (President)
- Develop a training program for State, local, and private sector for interpreting intelligence products (DHS)
- Establish comprehensive procedures for sharing information with relevant State and local officials (DHS)

Research and Development and Related Standards

- Establish a Federal Interagency Homeland Security Research and Development Council (President)

Psychological Preparedness

- Implement IOM Committee’s recommendations on psychological preparedness (DHS and DHHS)
- Provide increased funding and DHS and DHHS monitor State and local compliance of incorporating in plans an appropriate focus on psychological and behavioral consequence preparedness and management (Congress, DHS and DHHS)
- Create a Federal task force on psychological issues, jointly led by DHHS and DHS (President)

Agroterrorism

- Designate DHS as the lead and USDA as the technical advisor on food safety and agriculture and emergency preparedness (President)