



The Efficacy and Feasibility of Establishing Specialized Law Enforcement Deployment Teams (LEDT) to Assist State, Local, and Tribal Governments in Responding to Natural Disasters, Acts of Terrorism, or Other Man-Made Disasters

Prepared in Accordance with the Implementing Recommendations of the 9/11 Commission Act Enacted on August 3, 2007

April 16, 2009



Homeland
Security

Federal Emergency Management Agency
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Foreword

I am pleased to present the following report, “The Efficacy and Feasibility of Establishing Specialized Law Enforcement Deployment Teams (LEDT) to Assist State, Local, and Tribal Governments in Responding to Natural Disasters, Acts of Terrorism, or Other Man-Made Disasters”, which has been prepared by the Federal Emergency Management Agency and Office of State and Local Law Enforcement. This report was prepared in accordance with the Implementing Recommendations of the 9/11 Commission Act Enacted on August 3, 2007



Pursuant to congressional requirements, this report is being provided to the following Members of Congress:

The Honorable Joseph Lieberman
Chairman, Senate Committee on Homeland Security and Governmental Affairs

The Honorable Susan M. Collins
Ranking Member, Senate Committee on Homeland Security and Governmental Affairs

The Honorable Nancy Pelosi
Speaker of the House of Representatives

I appreciate your interest in the Department of Homeland Security, and look forward to working with you on future homeland security issues. If you have any questions regarding this report, please feel free to contact me at (202) 447-5890.

Sincerely,

Chani Wiggins
Assistant Secretary
Office for Legislative Affairs
U.S. Department of Homeland Security

Executive Summary

The LEDT system described in this report is a conceptual support system that could increase the effectiveness of State to State law enforcement mutual aid. This concept was proposed by a group of representatives from the International Association of Chiefs of Police (IACP), IACP State and Provincial Subcommittee, Major County Sheriffs (MCS), Major City Police Chiefs (MCC), National Sheriffs Association (NSA), Fraternal Order of Police (FOP), Senior EMAC Advisor, the International Association of Campus Law Enforcement Administrators, the National Native American Law Enforcement Association, and representatives of Federal law enforcement. Per the legislative requirement, this report is focused solely on the feasibility and efficacy of an LEDT system. The system outlined in this report is under consideration. Therefore, the Administration does not take a position on the development of this system at this time.

This proposal would not increase State to State law enforcement capacity or authority; it would not increase Federal law enforcement capacity or authority; it would not increase the number of law enforcement officers in the U.S. Instead, the objective of the LEDT system could be to increase State to State law enforcement mutual aid capability through the establishment of a method to identify, organize, streamline, deploy, equip and train State and local law enforcement officers to respond to natural disasters, acts of terrorism, or other man-made disasters that overwhelm another State. It could leverage existing mutual aid systems and organizations such as the Emergency Management Assistance Compact (EMAC), the National Response Framework (NRF), Urban Search and Rescue (US&R), Federal law enforcement agencies, and FEMA. Organized similarly to US&R, neither the Federal government, nor any single State would "own" the LEDT system. Rather, the Federal government could manage the support functions, while individual States would contribute their own law enforcement capability and capacity. The LEDT system could serve as an extension of the Federal government's (FEMA) efforts to support State to State mutual aid, reinforcing the responsibility and authority of each State in our national emergency response system.

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I. Legislative Requirement

Section 101 of the Implementing Recommendations of the 9/11 Commission Act of 2007 (P.L. 110-53) amended the Homeland Security Act of 2002 and requires the Department of Homeland Security (DHS) Assistant Secretary for State and Local Law Enforcement to “conduct, jointly with the Administrator, a study to determine the efficacy and feasibility of establishing specialized law enforcement deployment teams to assist State, local, and Tribal governments in responding to natural disasters, acts of terrorism, or other man-made disasters and report on the results of that study.” This report has been prepared jointly by the Administrator of FEMA and the Department of Homeland Security Assistant Secretary for State and Local Law Enforcement in response to that requirement.

II. Background

Throughout American history, the public has relied upon State, local, and Tribal law enforcement to save lives, save property, and restore or maintain civil order during every emergency and disaster, no matter how catastrophic. While a uniquely American approach to law enforcement, with authority and capability spread across 18,000 law enforcement agencies in 87,000 jurisdictions, has served the public well, it does not easily provide large scale, effective, rapid, and consistent law enforcement response between States in the event of catastrophic events. A disaster can overwhelm local and State law enforcement capability. Never was the lack of a robust, organized ability to surge State, local, and Tribal law enforcement capabilities across state lines more apparent and disturbing than during the tragic weeks following Hurricane Katrina.

Local law enforcement agencies in the aftermath of Katrina and Rita were completely overwhelmed. In Mississippi and Louisiana, the storm caused massive damage to police and sheriffs’ cars and stations, emergency response vehicles, and emergency operations centers. Police departments in the storm’s path lost their dispatch and communication functions, administrative capabilities, and jails to confine arrested suspects. The National Guard was deployed to support security activities and Federal law enforcement personnel were utilized to provide additional law enforcement services. Law Enforcement from around the country began to self-dispatch. Although self-dispatching was clearly meant to help, it often caused further chaos and confusion, and had the potential to turn emergency workers into storm victims and added to the local logistical burdens of the response and recovery system.

Currently, there is no central tracking of the existing capabilities of the over 730,000 State and local law enforcement officers distributed across almost 18,000 agencies. Difficulty in determining the existing capabilities of these agencies is exacerbated by the fact that as of 2004, “most State and local law enforcement agencies were small, with about half employing fewer than 10 officers...” with nearly a third (31%) employing fewer than 5 officers. Among these smaller agencies, about 2,200 (12% of agencies overall) had just 1 full-time officer or only part-time officers.¹

¹ U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, “Bulletin, Census of State and Local Law Enforcement Agencies,” 2004, June 2007, NCJ 212749,

The development of an effective LEDT system would result in a number of challenges. First, at start-up this new system would incur significant costs associated with not only deployment, but initial outfitting and sustained maintenance costs (including equipment, training, logistics, and management). Second, State partners would need to have confidence that the LEDT is fully capable and able to exercise required law enforcement authorities and policies, including use of force, liability, and reimbursement. Support for these teams goes beyond the “normal” Federal logistical support capabilities and includes challenges associated with prisoners, jails, and courts.

This report draws upon previous research and papers, including products from the National Sheriffs Association, the Illinois Law Enforcement Alarm System, the Frazier Group, the Major City Police Chiefs Association, and the Major County Sheriffs Association. The Major City/County Law Enforcement Deployment Team (LEDT) report quoted the U.S. Senate Report 109-322, Hurricane Katrina: A Nation Still Unprepared, where the committee on Homeland Security and Governmental Affairs found:

“a failure to act on the lessons of past catastrophes, both man-made and natural, that demonstrated the need for a large, well-equipped, and coordinated law enforcement response to maintain or restore civil order after catastrophic events.”

Likewise, the White House review of Katrina, “The Federal Response to Hurricane Katrina: Lessons Learned” noted that:

“Indeed, Federal, State, and local law enforcement officials performed admirably in spite of a system that should have better supported them. Local, State, and Federal law enforcement were ill-prepared and ill-positioned to respond efficiently and effectively to the crisis.”

III. Discussion

On August 21-23, 2007 representatives from the nation’s largest law enforcement agencies hosted an executive workshop to discuss an approach to large scale inter-State mutual aid. Representatives from the Major Cities Chiefs Association; Major Counties Sheriff’s Association; DHS, Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF); Federal Emergency Management Agency (FEMA); National Sheriffs Association; National Emergency Management Association; and, Federal Bureau of Investigation (FBI) met to discuss a potential framework for nationally deployable law enforcement contingents that would have the ability to support local efforts to restore and maintain civil order after a significant event. State and local law enforcement officers are uniquely trained and experienced and provide the best option in working with impacted communities to restore and maintain the peace after such an event.

This workshop concluded that for large scale inter-State law enforcement mutual aid deployment the Emergency Management Assistance Compact (EMAC) may provide in many instances a strong framework for the Governor of a State impacted by disaster to request law enforcement mutual aid and give incoming officers certain police powers within his/her State, recognizing the professional certifications of the responding officers. EMAC requests are State-to-State mutual aid. EMAC is a smart practice and a proven method of surging forward significant resources

<http://www.ojp.usdoj.gov/bjs/pub/ascii/csllea04.txt>, accessed June 30, 2008 (These statistics exclude Federal law enforcement.)

across State lines. EMAC agreements allow the authorized representative of a governor of an impacted State to request and receive professional personnel and it provides a framework for the impacted State to recognize the professional certifications of those personnel. It is feasible to utilize EMAC as both a mechanism to move significant law enforcement personnel across State lines and extend law enforcement powers to those responding officers. Under such an approach, the receiving state would need to specifically authorize law enforcement powers for the responding officers.

Workshop participants also recognized the success and strength of other existing mutual aid systems for interstate mutual aid, including Urban Search and Rescue (US&R) and Disaster Medical Assistance Teams (DMAT). US&R has been dispatching elite search-and-rescue teams to conduct operations for situations ranging from collapsed buildings to catastrophic earthquakes since 1991. These teams are community based, but are standardized on national criteria, as well as trained, credentialed, and equipped as a partnership between the sponsoring communities and FEMA. In partnership with the Department of Health and Human Services, DMATs provide emergency medical services. DMAT professionals provide life-saving assistance during a disaster and are similar in concept to US&R. In the wake of Hurricane Katrina, national law enforcement leaders realized the need for law enforcement rapid response task forces similar to US&R and DMAT to provide near-immediate support during a catastrophic event, regardless of what caused it, as well as the clear jurisdiction, authorities, and State support available with the EMAC system.²

In a DHS-FEMA workshop in April 2008, representatives from the International Association of Chiefs of Police (IACP), IACP State and Provincial Subcommittee, Major County Sheriffs (MCS), Major City Police Chiefs (MCC), National Sheriffs Association (NSA), Fraternal Order of Police (FOP), Senior EMAC Advisor, the International Association of Campus Law Enforcement Administrators, the National Native American Law Enforcement Association, and representatives of Federal law enforcement met to discuss the efficacy and feasibility of Law Enforcement Deployment Teams (LEDT) with the Office for State and Local Law Enforcement and FEMA. This report includes the feedback of these representatives of the broad law enforcement community. The following issues were discussed:

- Concept of Operations
- Law Enforcement Authority and Jurisdiction
- Team Size
- Equipment
- Funding
- Management
- Typing
- Credentialing
- Team Selection
- Logistics Support
- Policy and Procedures
- Exercise Program
- Intelligence Community

² Major Cities Chiefs, Major County Sheriffs Associations, "LAW ENFORCEMENT DEPLOYMENT TEAMS, Recommendations for a Rapid Response Law Enforcement Support System," 2007, http://www.majorcitieschiefs.org/pdfpublic/LEDT_Report_FINAL.pdf, accessed February 10, 2009.

- Deployment

These law enforcement leaders affirmed the need for an improved large scale interstate mutual aid system similar to US&R and DMAT, and the benefits of the EMAC system in ensuring law enforcement mutual aid is invited into a State and granted law enforcement powers by the governor of an impacted state. Just as EMAC provides a strong framework to ensure that law enforcement mutual aid has the legal and jurisdictional support of the requesting state, Federal support of US&R and DMAT systems provide a strong framework for standards, organization, and rapid response.

WHAT IS THE LEDT SYSTEM CONCEPT

Based on the input and experience of the broad law enforcement community and subject matter experts, the following notional concept was developed by DHS to respond to the Congressional requirement:

VISION

A Federal system that supports a national capability to surge large, trained, well-equipped, and coordinated law enforcement task forces from State to State in order to assist State, local, and Tribal governments to sustain law enforcement capabilities during response and recovery to natural disasters, acts of terrorism, or other man-made disasters.

MISSION

Upon the request of the authorized representative of the Governor of any State, the system will be prepared to support rapid deployment of LEDT Task Forces to provide large scale interstate law enforcement mutual aid as part of a comprehensive emergency management system to reduce the loss of life and property.

GOALS

1. Integrate a large scale interstate law enforcement task force system with existing State and Federal emergency management systems, strengthening the Nation's ability to respond to events that overwhelm a single State's ability to respond.
2. Provide the law enforcement community, Governors and Federal partners with an easily understood, comprehensive solution when a State or local law enforcement system has been overwhelmed by any event for any reason.
3. Rapidly deliver well-equipped, trained, and coordinated law enforcement mutual aid that supports existing law enforcement resources.
4. Ensure a safe, legal, and ethical law enforcement response on every deployment.
5. Establish a system that invites public trust, and respects privacy and individual rights through thoughtful stewardship and decisive performance.

CORE COMPETENCIES

- Rapid Deployment
- Stability Policing

- Patrol Operations
- Mass Migration Traffic Operations
- Information Led Policing³
- Community Oriented Policing⁴
- Incident Management
- Emergency Communications
- Extended Deployment Logistics
- Protection of Civil Rights and Privacy
- Operations in Environments Immediately Dangerous to Life and Health (IDLH)

IDENTIFIED ISSUES

LAW ENFORCEMENT AUTHORITY & JURISDICTION

EMAC⁵ is an established nationwide State to State mutual aid mechanism. The EMAC Articles of Agreement, which have been approved by all States and most U.S. territories, is a standard framework that addresses questions of reimbursement, liability, and honoring of law enforcement credentials across State lines, as well as protection under workers' compensation and liability.⁶ Once the conditions for providing assistance have been set between the requesting and responding agencies, those terms constitute a legally binding agreement that makes the requesting State responsible for reimbursement.

EMAC was credited with facilitating the deployment of significant resources to areas of Louisiana and Mississippi impacted by Hurricanes Katrina and Rita. EMAC worked successfully. A comprehensive LEDT system would simplify and clarify requests for law enforcement assistance between States.

³ Information Led Policing; "Agencies may miss opportunities to make arrests and positive identifications and enhance the quality of intelligence if there are gaps in the way different agencies gather and process information. Law enforcement becomes more effective when multiple agencies access, share, and analyze intelligence and other data. For example, information sharing and the technologies that make it possible can vastly improve critical incident management." U.S. Dept. of Justice, Office of Justice Programs, National Institute of Justice, "Information Led Policing," 2008, <http://www.ojp.usdoj.gov/nij/topics/law-enforcement/information-led-policing/welcome.htm>, accessed August 4, 2008.

⁴ "Community policing focuses on crime and social disorder through the delivery of police services that includes aspects of traditional law enforcement, as well as prevention, problem-solving, community engagement, and partnerships. The community policing model balances reactive responses to calls for service with proactive problem-solving centered on the causes of crime and disorder. Community policing requires police and citizens to join together as partners in the course of both identifying and effectively addressing these issues." U.S. Dept. of Justice, Office of Community Oriented Policing Services, "What is Community Policing," 2008, <http://www.cops.usdoj.gov/>, accessed July 25, 2008.

⁵ National Response Framework Resource Center: EMAC Overview, 2008, <http://www.fema.gov/emergency/nrf/>, accessed June 30, 2008.

⁶ Emergency Management Assistance Compact: What is EMAC?, <http://www.emacweb.org/?9>, accessed June 30, 2008.

Emergency Management Assistance Compact (EMAC)

How EMAC Works:

The Emergency Management Assistance Compact (EMAC) is a mutual aid agreement between States that allows them to send assistance – personnel and equipment – to one another in event of a natural or man-made disaster. Administered by the National Emergency Management Association (NEMA), it is intended to dispense with bureaucratic wrangling by allowing States to ask for whatever assistance they need in any type of emergency.

Once the requesting and responding States agree to the conditions for providing help, the terms of that agreement constitute a legally binding contract that makes the requesting State responsible for reimbursement, and protects personnel under worker's compensation and liability provisions. EMAC does not replace Federal assistance, but can be used alongside Federal help or when Federal assistance is not warranted.

- 1. Disaster occurs.**
 - 2. The Governor of the affected State issues a disaster declaration.**
 - 3. State Emergency Management Agency assesses needs.**
 - 4. Resources are requested through EMAC network.**
 - 5. A binding agreement is established between States.**
 - 6. Assistance is provided by other States.**
-

The Major Chiefs and Sheriffs have worked closely with NEMA/EMAC to produce a Law Enforcement Resource Request Checklist. This checklist recommends core requirements that should be addressed as part of an EMAC agreement between States that involve law enforcement. The checklist provides a common language that can be easily understood among participating and coordinating organizations. The checklist addresses the specifics of a request, establishes the authority and jurisdiction, and can increase the speed of administrative processing.

TEAM SIZE

Many variables impact law enforcement requirements; the area of operation's population, geographic size, adversarial conditions and existing law enforcement capacity are important considerations in determining the number of law enforcement personnel needed for a stability policing mission.

The emphasis should be placed on the development of typed, credentialed, scalable and flexible teams within an LEDT system of Task Forces, thus enabling the deployment of the specific assets that meet the needs of the incident commander. Urban Search and Rescue experience has demonstrated that in order to field a force that can be rapidly deployed, three personnel must be maintained on a roster for every position; days off, vacations, injuries, and routine work duties reduce the number of responders available for no notice rapid response to disaster. It is anticipated that law enforcement would have similar experience, resulting in a roster of 750 officers in order to deploy a 250 officer force on short notice.

During the April 2008 workshop, participants agreed that the LEDT system would not require an entire team to be deployed, but only those elements that meet the needs of the incident commander. This is consistent with both US&R and existing EMAC resource requests that combine typed and credentialed teams into task forces or pre-scripted mission packages (combining multiple typed resources into a single mission package of greater capability).

EQUIPMENT

The panel discussed that LEDTs could bring certain equipment with them, and that other items could be supplied by modular equipment caches. There could be some variation, but items required to meet baseline capabilities would need to be considered as standardized across the equipment caches. Understanding that it is faster and easier to move personnel than it is to move equipment and supplies, standardization and modularly compartmented equipment would enable LEDTs to be deployed independently and with equipment from the most appropriate cache.

Critical equipment, like communications, must be interoperable. LEDTs must have the ability to communicate with local agencies. In some cases, they may have to act as hubs for all law enforcement communications.

Equipment requirements should be assessed, and then a detailed analysis of existing available equipment must be conducted in order to determine the gap between the existing capacity of agencies that are willing to participate and the equipment needed by each agency to support an LEDT.

MANAGEMENT

The success of the National Urban Search and Rescue System would not have been possible without coordinated leadership and management at both the Federal and local level. The US&R model has demonstrated that a centrally managed, distributed network of State and local emergency responders organized around host agency nodes (task forces) can be effective in organizing, managing, supporting, training, exercising, and deploying to disaster.

TYPING

Participants at the April 2008 workshop agreed to assist in a national effort to improve law enforcement typing. Improved typing would allow impacted States to effectively and rapidly request the nation's law enforcement community to surge forward specific capabilities such as water rescue or explosive detection depending on need. Significant improvements to existing law enforcement typing must be agreed upon and established in order for LEDT to effectively surge specialized teams to an impacted area in a timely manner. Typed resources are the "modules" described by New Jersey State Police Superintendent Fuentes that define the minimum equipment, personnel, and training required in each resource.

CREDENTIALING

A standardized process is required to enable officers to move rapidly to an incident, to validate the identity and professional qualifications of officers, and to ensure that the Incident Commander knows who is present at an incident scene. Lessons learned indicate that it is often difficult to know who is qualified to do what from the multitude of responders, volunteers, and entities at the incident scene.

Components of credentialing include an objective, standardized evaluation of an individual's ability to meet a nationally accepted baseline to provide a service and a request to respond to a specific incident to provide that service. This standard helps ensure that personnel with the right attributes are deployed to the right place at the right time and would discourage "self dispatching" of first responders.

Title IV of the *"Implementing Recommendations of the 9/11 Commission Act of 2007"* directs the FEMA Administrator to set up standards for credentialing Federal responders. FEMA is in the process of developing a common standard utilizing existing programs, standards, and accredited sources. Current smart practices include the use of Federal Information Processing Standard (FIPS) 201, which establishes a common process and technology for sharing secure personnel identification and achieving interoperability across multiple Federal agencies and contractors. DHS would not be issuing credentialing to all State, local, and Tribal personnel, but would establish a common standard for credentialing. DHS would be required to leverage this effort and utilize the "FIPS 201" standard to credential LEDT members prior to deployment. The National Capital Region has conducted multiple successful credentialing exercises of first responders, including law enforcement.

TEAM SELECTION

The Urban Search and Rescue System has demonstrated that a national multi-jurisdictional emergency response network can be successfully managed through local host agencies acting as hubs supported by a small Federal staff. The evolution of the US&R system provides an example of host agency selection.

POLICY & PROCEDURES

If LEDT were established, FEMA would need to establish policy and procedures for the program. Central management must ensure Governors accept these policies and procedures prior to deployment (just as required in EMAC agreements), or that adjustments are made to policy and procedures for a particular State deployment and all task force members are aware of and trained to the adjusted policy or procedure. While adjustments to policy and procedures should be made based on unique laws of a requesting State, reinforcing the authority and responsibility of the State to enforce State laws, the foundational doctrine of the system would be set in partnership with the national law enforcement community. The Major City Police and Sheriff Associations have volunteered to work on draft LEDT policy and procedures with the Office of State and Local Law Enforcement and FEMA that can serve as the base for national LEDT doctrine. The advice and policy support of the DHS Office of State and Local Law Enforcement will be critical to the success of this national system.

EXERCISE PROGRAM

The LEDT program would also need to consider conducting exercises on a regular basis since high consequence incidents are anticipated to have a significant impact, but are hoped to happen at a low frequency (low probability, high consequence⁷). The FEMA LEDT program would need to be integrated into the Federal National Exercise Program in order to discover the

⁷ Crowe, Adam. "National Strike Teams: An Alternate Approach to Low Probability, High Consequence Events." *Homeland Security Affairs* IV, no. 2 (June 2008)

strengths and weaknesses of the system.

DEPLOYMENT

The Federal LEDT hub would need to develop a detailed activation process, building upon the lessons learned by the US&R Task Force system to facilitate rapid activation and response with a standard of deployment within 6 hours of EMAC activation, parallel to the US&R standard.

State and local fusion centers, as part of the national fusion center network, could serve as support to LEDT deployment in both notice and no notice events. During the April 2008 workshop, Jim Page, Director of the Illinois Law Enforcement Alarm System described how the Illinois State Terrorism Intelligence Center (STIC) demonstrated strong support for the approximately 300 officers Illinois deployed to Katrina pursuant to an EMAC request. During travel, the STIC was able to provide real time situational awareness of both conditions (weather, congestion) and resources (fuel, food, local support). Once deployed to a geographic area, the STIC was able to provide information led policing support, GIS support, and a situational awareness of Task Force Illinois' role in the greater response.

Fusion centers with strong mapping skills could support anticipated LEDT responsibilities for a specific geographic area (in coordination with State, local, and Tribal emergency operations centers and Joint Field Office if established). Whether providing predictive threat analysis or community oriented policing support, fusion centers are familiar with the capabilities, needs and operations of law enforcement, and the LEDT concept can integrate seamlessly with fusion center initiatives.

FUNDING

The major challenges demonstrated during Hurricane Katrina could be replicated at another natural or man made disaster. Law enforcement authorities believe that an inability to rapidly establish and maintain peace through stability policing can have significant personal and economic cost. Post Katrina, the Mobile County Alabama District Attorney's Office "responded to nearly a thousand complaints about identity theft, fraud, price gouging, theft and many other white-collar crimes, as well as drug-related and violent crimes. Post-disaster crimes often continue for as long as three years after a serious hurricane makes landfall."⁸

Many grant programs have been and are in place to increase State and local disaster preparedness and response capabilities. The hope is that these funds have increased the capabilities of State and local law enforcement and contribute to a greater capability to support both local and mutual aid disaster response. Theoretically, States and communities have used these funds to build increased capability to respond within their geographic region, whether that is a State, metropolitan statistical area, city, or county. Grant programs have made funding available to provide a base onto which the LEDT system can be built, ensuring that the system does not have to be built from scratch. However, this increased capacity to respond to disaster is not the same capability as the ability to project and sustain that disaster response at long distances and across State lines.

The cost of significant improvements in inter-State law enforcement mutual aid capability

⁸ Mobile County Alabama District Attorney's Office, "Your Protection Against Post-Disaster Crime," 2008, www.mobile-da.com/downloads/disasterresponse/Eriks_Shoebox.pdf, accessed June 30, 2008

includes both start-up and maintenance costs (including equipment, training, logistics, exercise and management). Any funding for an LEDT system must leverage the billions of dollars in grants already distributed. Rather than funding the duplication of capabilities that already exist, whether funded through grant programs or existing budgets, LEDT funding must fill any gap that exists between existing capabilities and the capabilities required by the LEDT system. Costs for the deployment of law enforcement with or without the LEDT model are not expected to change significantly.

IV. Conclusion

Both the inter-State law enforcement surge to Katrina and the professional opinions of national law enforcement leadership make it clear that significant improvements to large scale inter-State law enforcement surge capability are both desirable and possible. FEMA and the fire service faced a similar situation with national urban search and rescue capabilities in the 1980s. FEMA established the national Urban Search and Rescue system in 1991 as a framework for structuring local emergency services personnel into integrated disaster response task forces.⁹ The successful inter-State deployments of these task forces to disaster scenes have demonstrated that a centrally managed, distributed network of State, local, and Tribal emergency responders organized around host agency nodes (task forces) can be effective in organizing, managing, supporting, training, exercising, and deploying to disaster.

FEMA and the DHS Office of State and Local Law Enforcement have reviewed the application of the US&R and EMAC models to the challenge of large scale inter-State law enforcement surge and agree that modifying the US&R model to incorporate EMAC deployment is an appropriate model for the LEDT system. This system ensures that States maintain their authority and responsibility to enforce State laws; State laws and personnel are more applicable to stability policing and the restoration and maintenance of peace at the scene of a disaster than Federal laws and personnel. While the Administration has not proposed or endorsed the development of this system, such a system could ensure that States maintain their authority and responsibility to enforce State laws and recognizes that State laws and personnel are more applicable to stability policing and the restoration and maintenance of peace at the scene of a disaster than Federal laws and personnel.

This concept was proposed by a group of representatives from the International Association of Chiefs of Police (IACP), IACP State and Provincial Subcommittee, Major County Sheriffs (MCS), Major City Police Chiefs (MCC), National Sheriffs Association (NSA), Fraternal Order of Police (FOP), Senior EMAC Advisor, the International Association of Campus Law Enforcement Administrators, the National Native American Law Enforcement Association, and representatives of Federal law enforcement. Per the legislative requirement, this report is focused solely on the feasibility and efficacy of an LEDT system. The system outlined in this report is under consideration. Therefore, the Administration does not take a position on the development of this system at this time.

⁹ FEMA, "About US&R", 2008, <http://www.fema.gov/emergency/usr/about.shtm>, accessed June 30, 2008.