



Oklahoma Homeland Security 2005 ANNUAL REPORT

Honorable Brad Henry
Governor

Kerry L. Pettingill
Director

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Oklahoma Homeland Security EXECUTIVE SUMMARY

2005 has been an intense, progressive and successful year for the Oklahoma Office of Homeland Security (OKOHS). We administered three additional federal grant programs in fiscal year 2005 including the Urban Area Security Initiative (UASI) program with its mountainous list of requirements. We delivered the first phase of the Regional Response System to 20 communities across the state. We reimbursed nearly \$17 million in grant funds to OKOHS subgrantees in 2005. We lobbied the legislature to pass critical exemptions in the open records act on behalf of the office. We began the procurement process for our statewide interoperable communications system. We facilitated training for thousands of responders across Oklahoma. We worked in conjunction with our state partners to develop a National Incident Management System (NIMS) curriculum in order to meet the U.S. Department of Homeland Security's (DHS) mandate to be NIMS compliant. We piloted a Crisis Communication Technical Assistance on behalf of the Office for Domestic Preparedness (ODP). We conducted a Cyber Security exercise for state agency information technology security officers. We also continue to meet DHS directives in the area of Information Analysis and Infrastructure Protection.

I am proud to say that we accomplished all of this and more over the past year with a staff of 12 and limited state appropriations.

Consider, too, that while we focus on normal day-to-day objectives, the larger war on terror continues. This year terrorists targeted the London underground rail system killing more than 50 people in a series of coordinated bombings. Repercussions from those attacks were felt throughout the United States, even in Oklahoma where we raised the terror alert level for mass transit. While the Gulf Coast – and the rest of the country – dealt with the aftermath of Hurricane Katrina, Al Qaeda claimed on the Internet that the storm was sent by God to torment the American Empire. Most recently, Al Qaeda claimed responsibility for attacks at three hotels in Amman, Jordan that killed 59 people – mostly Jordanians.

Even a routine fall Saturday caused repercussions across the state and within OKOHS. In October, a University of Oklahoma student blew himself up outside the football stadium while 84,000 people were inside watching the game. Questions ensued: Was the student a terrorist? Why did he have such powerful explosives in his apartment? Did he try to get inside the football

stadium? Although the FBI led the investigation, reporters had questions for OKOHS on a variety of topics from stadium security to whether the student had ties to Islamic extremist groups. The fallout was quite intense for several weeks.

Our world has changed since 9/11. Islamic extremists are on a mission and it is only a matter of time before it happens here, again. But, where exactly is here? Major metropolitan areas? Port cities or financial hubs? Communities with airports that serve millions of passengers every month? Border states? What about the heartland? Is a high school football game in a rural community with hundreds of people in the stands not a target? The goal of terrorists is to change our way of life. The location, damage and number of deaths aren't as important as the long-term effects. Where will it happen? I have yet to receive a guarantee that Oklahoma is not a target for terrorists. Until that time – until I have a guarantee – we will continue our efforts. We will plan, prepare and most importantly, work to prevent. This is our mission and our responsibility to the people of Oklahoma.

A handwritten signature in black ink, reading "Kerry Pettigill". The signature is written in a cursive style with a large, sweeping flourish at the end of the name.



Oklahoma Homeland Security BACKGROUND SUMMARY

The Oklahoma City Bombing

At 9:02 a.m. on April 19, 1995 the state of Oklahoma and the country as a whole, changed forever. The Alfred P. Murrah Federal Building, in the heart of downtown Oklahoma City, was the site of the worst case of domestic terrorism to ever occur on U.S. soil. A truck bomb took the lives of 168 people – family, friends, children, co-workers and neighbors. Timothy McVeigh was arrested, charged, convicted and executed for his role in planning and carrying out the bombing. His accomplice, Terry Nichols, was convicted on both federal and state murder charges. He will spend the rest of his life in prison.

In the years following the bombing, domestic preparedness efforts began in earnest. Local and state governments were writing and/or reviewing response plans and the federal government was providing grant funds to purchase equipment. More than a year before the September 11, 2001 terrorist attacks, the Oklahoma Department of Public Safety (DPS) was named the State Administering Agency (SAA) for the United States Department of Justice (DOJ) domestic preparedness grant program. As the SAA, DPS created the Oklahoma Domestic Preparedness Advisory Group to assist with funding prioritization. The Group believed it was important to develop a statewide response strategy rather than focusing only on the state's population centers. This led to the creation of eight response regions with boundaries based upon state legislative and Congressional districts, geographical similarities, current capabilities, potential vulnerabilities and response times. The group began working on a state capability assessment when terrorism resurfaced with devastating clarity. This time Al Qaeda was responsible for the death and destruction.

Beyond September 11, 2001

Recognizing the need for coordinated preparedness and security efforts post 9/11, the Oklahoma Legislature passed Senate Joint Resolution 42 in February 2002 and the Office of Interim Oklahoma Homeland Security Director was created.¹ The Secretary of Safety and Security was appointed Interim Director and consequently the Oklahoma Office of Homeland Security (OKOHS) was housed at DPS. A small staff was assembled in July of that year and OKOHS began focusing on homeland security efforts within the state.

¹ SJR 42 is located in Appendix C.

Meanwhile, Congress was in the process of reorganizing the federal government. The Homeland Security Act of 2002 created the U.S. Department of Homeland Security (DHS), a cabinet level Department within the President's administration. This was the most significant transformation of the United States government in more than half a century. More than 22 agencies moved under the DHS umbrella, including the Federal Emergency Management Agency (FEMA), the U.S. Fire Administration (USFA), the U.S. Secret Service (USSS), Immigration and Customs Enforcement (ICE) and the U.S. Coast Guard. The first Secretary of Homeland Security was sworn in to office on January 24, 2003.

Continuing Homeland Security Efforts

In Oklahoma, the Secretary of Safety and Security continued as the Interim Director of OKOHS until January 2004 when Governor Brad Henry appointed Kerry Pettingill as the Oklahoma Homeland Security Director.² That same month, the Governor sent a letter to DHS's Office for Domestic Preparedness (ODP) designating the Oklahoma Office of Homeland Security as the SAA – the single state agency responsible for the delivery of federal homeland security training, equipment funding and technical assistance. By that time, a larger staff was coming together just as DHS was initiating a number of new preparedness programs for implementation at the state and local levels. Work loads and grant funds were both increasing dramatically by the time the Oklahoma Legislature passed House Bill 2280 – the Oklahoma Homeland Security Act of 2004³ in April. The Governor signed the bill later that month and with that OKOHS was established in Oklahoma statute.

The Oklahoma Homeland Security Act outlined OKOHS's strategic objectives which are to: prevent a terrorist attack in Oklahoma, reduce Oklahoma's vulnerability to terrorist attack and to minimize the damage from and respond to a terrorist attack should one occur in our state.⁴ The duties of the office also include developing and implementing a comprehensive statewide homeland security strategy; planning and implementing a statewide response system;

² Executive Order 2004-15 is located in Appendix C.

³ Oklahoma Homeland Security Act of 2004 (74 OS §10.6) is located in Appendix C.

⁴ Oklahoma Homeland Security Act of 2004, 4.

administering the homeland security advisory system; coordinating, applying for and distributing federal homeland security grant funds and implementing national homeland security plans.

The Office of Homeland Security is not intended to be an additional layer of bureaucratic red tape within state government. The focus of the office is singular by design – terrorism by means of a Weapon of Mass Destruction (WMD) or a Chemical, Biological, Radiological, Nuclear or Explosive (CBRNE) device. There are other state agencies with staff that are qualified and trained in their specific area whether it is agriculture, natural disasters or public health. OKOHS functions as a coordinating entity between those agencies to avoid duplication of efforts and conserve limited state and federal resources.

In 2005, OKOHS's staff grew to include 12 fulltime and one part-time employee. Within DPS there is an 800 Mhz Coordinator whose fulltime focus is the statewide interoperable communications project and managing the \$28 million OKOHS has obligated toward the initiative thus far. Two State Troopers are tasked to the FBI – one is a member of the Joint Terrorism Task Force (JTTF) and the other focuses on cyber crimes. Both keep the Oklahoma Homeland Security Director informed of any terrorism related crimes or investigations.

Additional staff has been a necessity for OKOHS as DHS continues to develop new projects and programs for the SAA to implement. In fact, DHS is requiring SAA's to complete a capability review and enhancement plan as well as an emergency planning update in order to apply for the 2006 Homeland Security grant funding. These are massive, time-consuming stipulations and considering the guidelines for both were issued in mid-November 2005 and each project must be completed and submitted with the state's Fiscal Year (FY) 06 grant application in March 2006, these are formidable tasks.

Oklahoma Homeland Security Strategy

DHS required the state of Oklahoma to create a three-year strategy for protecting the people and assets of Oklahoma from terrorism. In order to write the strategy, OKOHS had to conduct a statewide vulnerability and capability assessment. The information gathered from that assessment was used as a baseline for developing each of the 11 goals that comprise Oklahoma's

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strategy. Every OKOHS initiative or program is tied to the strategy and grant funds must be used to achieve those 11 goals.

This report provides a detailed synopsis of the OKOHS strategy goals and the accomplishments made over the past twelve months. The office has made considerable progress in 2005 on a number of goals despite the obstacles that arise and the continuous directives issued by DHS.



Oklahoma Homeland Security Strategy

GOAL ONE

Establish a comprehensive, seamless statewide interoperable communications system with interstate and intrastate capability to be utilized by federal, state, local, tribal and private sector responders

“From the standpoint of responding to a disaster, the key responders must be able to talk with one another. They could not do it on 9/11, and as a result of that, lives were lost. They could not do it at (Hurricane) Katrina. They still cannot do it.”⁵

Lee Hamilton, former 9/11 Commission vice chairman

December 5, 2005

“Legislators don’t necessarily oppose full funding for the [statewide radio] system, but they haven’t made it a priority. In a state with such long experience dealing with tragedy and acts of God, one would think it would be a higher priority.”⁶

Daily Oklahoman Editorial

June 23, 2004

It is a theme echoed after any major disaster – the desperate need for improved communications for our first responders. In the Oklahoma Department of Emergency Management’s (OEM) After Action Report (AAR) on the Alfred P. Murrah Federal Building Bombing, one of the lessons learned directly addressed the inability to effectively communicate in the hours immediately following the blast. The AAR states, “due to the initial chaos following the explosion and non-emergency services transmissions, communications capabilities from the disaster site and between response agencies were limited at best.”⁷ Officials found that cell phone circuits were overloaded, non-emergency communications traffic tied up normal ‘land’ lines and the Oklahoma City Police Department (OCPD) was isolated from other law enforcement agencies on scene after officials switched their traffic to a single channel (to allow for better communication between OCPD personnel). At the time the AAR was published, the recommendation was to review and revise local plans in order to provide an effective communications system when responding to a catastrophic event.⁸

The communication problem may have gained attention after the Oklahoma City Bombing, but little progress was made in the years following. In fact, after the September 11, 2001 terrorist

⁵ “U.S. lags on post-9/11 security measures,” 5 Dec. 2005 <<http://www.msnbc.msn.com/id/10323273/print/1/displaymode/1098>>.

⁶ “Dead air,” *Daily Oklahoman* 23 Jun. 2004.

⁷ United States, Oklahoma Department of Emergency Management, After Action Report, Alfred P. Murrah Federal Building Bombing, 19 April 1995 in Oklahoma City, Oklahoma (Oklahoma City: 1996).

⁸ After Action Report, Alfred P. Murrah Federal Building Bombing

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attacks on the United States, the call for better communication equipment and systems was reiterated. In the National Commission on Terrorist Attacks Upon the United States (also known as the 9/11 Commission) Final Report, poor communication capabilities were cited as a major obstacle for responders. The Commission found, “the inability to communicate was a critical element at the World Trade Center, Pentagon and Somerset County, Pennsylvania, crash sites, where multiple agencies and multiple jurisdictions responded. The occurrence of this problem at three very different sites is strong evidence that compatible and adequate communications among public safety organizations at the local, state and federal levels remains an important problem.”⁹

DHS launched the Office of Interoperability and Compatibility (OIC) in October 2004 to address a wide range of interoperability issues as well as help state and local governments improve their communication capabilities. DHS acknowledged the fact that, “true radio interoperability requires first responders to be able to communicate not just within their units, but also across disciplines and jurisdictions. Reaching the goal of full communications interoperability requires the coordinated efforts of leadership at the local, state, and federal levels.”¹⁰

Hurricane Katrina once again underscored the continuing communication hurdles faced by local responders. In a story that aired on NBC Nightly News, the report began, “when first responders arrived in New Orleans after Hurricane Katrina, one of the biggest dangers they faced was their inability to communicate with each other.”¹¹ In testimony before the Senate Commerce, Science and Transportation Committee which held hearings in Fall 2005 on communicating during disasters, FCC Chairman Kevin Martin told Senators that, “first responders need a seamless interoperable system that provides voice and data communications.”¹²

OKOHS is taking steps to build a statewide interoperable radio system that will begin to resolve communication barriers at the local and state levels. However, the system will take years to build and is estimated to cost hundreds of millions of dollars.

⁹ United States, National Commission on Terrorist Attacks Upon the United States, The 9/11 Commission Report (Washington D.C., 22 Jul. 2004) 397.

¹⁰ United States, Department of Homeland Security, Achieving First Responder Communications Interoperability – A Local, State, And Federal Partnership (Washington D.C., 27 Sept. 2004).

¹¹ Renewed Focus on Disaster Communications, NBC Nightly News, 23 Sept. 2005.

¹² Congress Seeks Improved Disaster Communications, Federal Computer Week, 4 Nov. 2005.

800 MHz Project History

It is difficult to describe precisely how much has been done over the past year on this massive project. There is considerable activity taking place on a daily basis, which is necessary to accomplish the state's vision for an interoperable communications radio system, yet major milestones are just being realized. For example, it takes time to develop project scope; search for and identify tower sites with space available for the state system; negotiate pricing; answer questions from local jurisdictions, legislators and vendors; follow state procurement requirements as well as address mutual aid issues. OKOHS is ready to purchase equipment for the system after 14 months of dedicated work on the project. As the FY 04 phase of the project gains momentum, the FY 05 project is under development, doubling the workload, but essential to complete the core project – seamless voice communication from the Missouri state line to the Texas state line along Interstate 44.

It became clear that the statewide interoperable communications expansion would require a dedicated project manager to oversee all aspects of the project and ensure completion. An 800 MHz Grant Manager was hired by DPS¹³ in late 2004 and immediately began putting together a statewide interoperable communications working group. The mission of the group is to assess the state's current interoperability communications system and to recommend solutions and priorities for increased interoperability among responders of all disciplines statewide. The working group consists of 12 members representing a major university, fire service, emergency management, emergency medical services, city government, communications and law enforcement (city, county and state). Members live and work across Oklahoma allowing for metropolitan and rural communication concerns to be addressed. At this time the statewide interoperable communications working group meets as needed.

The group established four expansion criteria for the statewide system: 1) expand statewide 800 MHz radio system along the I-44 corridor, 2) expand statewide 800 MHz radio system in population dense communities, 3) expand statewide 800 MHz radio system along major transportation corridors and 4) first responder availability.

¹³ OKOHS subgranted the FY 04 and FY 05 interoperable communication grant awards to DPS. The 800 MHz Project Manager staff position is funded from that subgrant to DPS.

2004 Progress

In 2004, OKOHS obligated nearly \$16 million¹⁴ for Phase I of the Interoperable Communications project, which focused on improving voice communication capabilities along the Interstate 44 corridor where a majority (roughly 70%) of Oklahoma's population is located. The funds were subgranted to DPS as it is more cost effective to build off the Oklahoma Highway Patrol (OHP) and City of Tulsa's existing communication infrastructure rather than build an entirely new system. Motorola built and maintains OHP's radio system – one of the first 800 MHz trunked radio systems in the world – in use for more than 25 years. The company is also on Western States Contracting Alliance (WSCA), which made it the logical choice for the system expansion project.

After negotiating the details with legal council from DPS and Motorola, a final contract was signed in Fall 2005 and the FY 04 project commenced in mid-October. At that time, a civil review was conducted and the following was accomplished: those communities joining the system were introduced to the Project Manager from Motorola, tower analysis was completed, a tour of every dispatch center directly affected by the expansion was conducted and radio frequency recommendations were made. Completion of this civil review is one of OKOHS's billing milestones. An invoice for \$493,282.92 was submitted to OKOHS for payment and a check was issued.

Other FY 04 billing milestones accomplished in 2005 include:

- More than \$1.6 million was paid after the detailed design document was completed which included a statement of work for radio sites, dispatch centers and subscriber equipment
- More than \$2 million was paid after successful completion of factory staging and testing of communication equipment
- More than \$1.6 million was paid after communication equipment was delivered to the field staging area and inventoried by Motorola
- More than \$822,000 was paid after control stations and dispatch consoles were delivered to the field staging area and inventoried by Motorola

¹⁴ Roughly 49% of OKOHS's FY 04 grant award from DHS was earmarked for interoperable communications to expand the statewide 800 MHz radio system.

These are major achievements in the FY 04 project scope and OKOHS is pleased to have reimbursed more than half of the FY 04 grant award. In the meantime, \$6,310,937.00 worth of handheld and mobile radio equipment has been ordered. This equipment will be built, shipped and invoiced as infrastructure is implemented along the I-44 corridor.

OKOHS would like to acknowledge an excellent relationship and developing partnership with the Oklahoma State Department of Health (OSDH) as the two agencies work together to leverage their specific grant funds for the greater good of the state. OSDH approached OKOHS in 2005 requesting information on the 800 MHz communications system. An overview of the project scope was provided, after which OSDH suggested earmarking \$1.7 million in Centers for Disease Control and Prevention (CDC) and Health Resources and Services Administration (HRSA) grant funds to purchase radio equipment for hospitals and emergency medical service providers in those communities joining the state system. The offer allows OKOHS to take those funds and expand the overall scope of the project by adding additional users to the system.

2005 Progress

In FY 05, OKOHS obligated another \$12 million¹⁵ for the interoperable communications project. Keeping the previously mentioned expansion criteria in mind, the interoperable communications working group suggested that FY 05 homeland security grant funds be used to complete 800 MHz coverage northeast of Tulsa and to upgrade the 800 MHz infrastructure in the Cities of Edmond and Norman in order to be compatible with the statewide 800 MHz system. Once this is complete there will be seamless voice communication along I-44.

Another critical element to be considered when expanding the statewide interoperable communication system is the Oklahoma City metro area. The City of Oklahoma City is also building an 800 MHz radio system for city responders. However, city officials selected a different vendor from the state system, one that is not directly compatible with the state system. This is clearly a problem although it can be resolved due to an Urban Area Security Initiative

¹⁵ In FY 05, roughly 39% of OKOHS's grant award from DHS was earmarked for interoperable communication to further expand the statewide radio system.

(UASI) grant OKOHS received in 2005 specifically for the Oklahoma City metro area. The UASI program provides financial assistance to address the unique planning, equipment, training and exercise needs of large urban areas, and to assist local officials in building an enhanced and sustainable capacity to prevent, respond to and recover from threats or acts of terrorism.¹⁶

One of the requirements of receiving a UASI grant is to develop a tactical interoperable communications plan. ODP – the agency responsible for providing training, funds for the purchase of equipment, support for the planning and execution of exercises, technical assistance and other support to assist states and local jurisdictions to prevent, respond to, and recover from acts of terrorism¹⁷ – offers technical assistance to support urban areas in developing this plan. The Interoperable Communications Technical Assistance Program (ICTAP) team works closely with the Urban Area Working Group to identify existing communications infrastructure gaps and to translate operational requirements to into technical requirements that can be used to design an interoperable communications system.¹⁸

The ICTAP technical assistance team provides aid to urban areas in four phases: ¹⁹

- Phase I: Define Requirements – Assess current communication capabilities and the interoperability gaps that limit communications between agencies at the local, state and federal level.
- Phase II: Identify Solutions – Assess a variety of potential solutions that could address the identified needs and develop an implementation plan.
- Phase III: Implement Solutions – Implement and integrate the planned approach to interoperable communications by assisting with design of the chosen architecture and with implementation planning.

¹⁶ United States, Department of Homeland Security, Fiscal Year 2005 Homeland Security Grant Program (Washington, D.C. 2005) 67.

¹⁷ United States, Office for Domestic Preparedness, “About ODP.” 13 Dec. 2005 <<http://www.ojp.usdoj.gov/odp/about/overview.htm>>.

¹⁸ United States, Office for Domestic Preparedness, “Urban Area Security Initiative: Implementing the Interoperable Communications Technical Assistance Program (ICTAP).” FY 2004, 13 Dec. 2005 <http://www.ojp.usdoj.gov/odp/docs/WhatisICTAP_ALL.pdf>.

¹⁹ “Urban Area Security Initiative: Implementing the Interoperable Communications Technical Assistance Program (ICTAP)”

- Phase IV: Transition Services – Continue to assist with training needs, utilization evaluations and exercise coordination.

Once again, in the FY 06 Homeland Security Grant Program Guidance, interoperable communication is a national priority. It will also remain a major objective for OKOHS until there is seamless voice communication statewide.



Oklahoma Homeland Security Strategy

GOAL TWO

Provide for a coordinated state and local exercise program to ensure a maximum state of readiness for all disciplines to a terrorist incident

*“Exercises are a critical part of a Better Prepared America. Our exercises strive to train first responders so that they can practice prevention, reduce vulnerabilities, and hone recovery capabilities in a risk-free environment.”*²⁰

This year the OKOHS exercise program grew not only in personnel, but also in the amount of funding obligated to the program and the number of exercises facilitated. After receiving notification of OKOHS’s total FY 05 grant award, \$500,000 was earmarked for exercises. Due to the emerging program and the vision for the future, an additional employee was hired to assist specifically with exercises.

Mobile Education Team Exercise

At Governor Henry’s request, OKOHS hosted a Mobile Education Team (MET) exercise in March 2005. The MET is an “intensive half-day seminar on homeland security designed to help strengthen U.S. capability to prevent, deter, and respond to domestic terrorist attacks and to build the intergovernmental, interagency and civil-military cooperation that homeland security requires,”²¹ presented by the Center for Homeland Defense and Security. The Governor’s full Cabinet from Agriculture to Veterans Affairs participated in the seminar along with the Lieutenant Governor, OEM Director and OKOHS Director. Nationally recognized experts facilitate the MET by challenging top government officials to address homeland security issues they may face if a terrorist incident takes place in the state. Topics addressed by the MET include: federal, state and local responsibilities and coordination; prevention; intelligence collection, assessment and dissemination and information sharing; critical infrastructure protection; public communications and fear management and response operations. The MET stimulated a healthy discussion among the Cabinet Secretaries and highlighted Oklahoma’s strengths including open communication channels and excellent working relationships.

Top Officials Three Exercise

In April, the Oklahoma Homeland Security Director was invited to observe the congressionally mandated Top Officials Three (TOPOFF) exercise. TOPOFF 3 participants included the states

²⁰ United States, Office for Domestic Preparedness, “Exercises.” 18 Nov. 2005, <<http://www.ojp.usdoj.gov/odp/exercises.htm>>.

²¹ United States, Center for Homeland Defense and Security, “MET Seminars.” 18 Nov. 2005, <<http://www.chds.us/public.php?met>>.

of Connecticut and New Jersey along with Canada and the United Kingdom, who conducted concurrent exercises. This exercise was the most comprehensive terrorism exercise ever to take place in the United States. In comments made prior to the commencing of the exercise, DHS Secretary Michael Chertoff said, “approximately ten thousand participants from 27 federal agencies, and more than 200 government as well as private sector organizations [will take part], which makes this the largest exercise of its kind in history dealing with counterterrorism.”²² The exercise cost the federal government more than \$16 million, however that includes all expenses during the two-year exercise cycle. TOPOFF 3 took place from April 4 – 8, 2005 and the Oklahoma Homeland Security Director observed the first two days of the exercise from Washington, D.C. where participants were given updates on events and observed the 24 hour a day, seven day a week Operation Center activities. The Director also toured the Emergency Operation Centers (EOC) for DHS and the Transportation Security Administration (TSA).

Strategic National Stockpile Exercise

OSDH conducted a full scale exercise of the Strategic National Stockpile (SNS) in July 2005. OKOHS participated in the *Operation Firework Fanfare* planning process along with OEM, DPS, Oklahoma Department of Transportation (ODOT), and the health departments from Comanche, Oklahoma and Tulsa Counties. OSDH called the exercise the most ambitious and complex exercise of its kind ever held in Oklahoma.²³ The main objective of the state health department was to demonstrate their ability to request, receive and distribute emergency supplies from the SNS. The three-day exercise allowed public health officials to simulate the process from start to finish including: identifying the biological agent, requesting and receiving the SNS and distributing the medication at sites in Lawton, Oklahoma City and Tulsa. As part of *Operation Firework Fanfare*, a Joint Information Center (JIC) was activated and public information officers (PIO) from OSDH, OEM and OKOHS participated in the JIC exercise. OKOHS staff also served as mock patients on the final day of the exercise as OSDH tested how quickly medication could be distributed to a large population. The SNS exercise is yet another example of the growing partnership between OSDH and OKOHS.

²² United States, Department of Homeland Security, “Transcript of Press Conference with Secretary of Homeland Security Michael Chertoff on the TOPOFF 3 Exercise” 4 Apr. 2005, 20 Dec. 2005 <http://www.dhs.gov/dhspublic/interapp/press_release/press_release_0650.xml>.

²³ “State Department of Health Bioterrorism Exercise Scheduled July 12-14,” 18 Nov. 2005 <<http://www.health.state.ok.us/program/hpromo/news/fanfare.html>>.

Metropolitan Emergency Response Exercise

In the fall, the Medical Emergency Response Center (MERC) conducted a regional exercise with a dozen Oklahoma City area hospitals. The scenario was designed to overwhelm a single hospital's resources and test their ability to care for and track patients. "Patients" were taken to hospitals with a number of injuries including burns, trauma and respiratory complications; some even required decontamination. OKOHS provided funding to assist with planning and execution of the exercise. Additional OKOHS funding will be subgranted to the MERC in 2006 to conduct a similar exercise in the Lawton area.

Oklahoma Cyber Terrorism Seminar

Once again Oklahoma leads the nation in developing and executing subject-specific homeland security exercises. In 2004, OKOHS hosted the first-ever NCAA stadium evacuation exercise at the University of Oklahoma's Gaylord Family Memorial Stadium. In December 2005 it was the first-ever cyber terrorism exercise for state agency information technology (IT) security officers. The exercise was developed to introduce IT security officers to the various cyber security crimes taking place in Oklahoma, new policies being developed and to better understand the proper procedure for reporting breaches in computer security. The first half of the daylong seminar included a discussion lead by the FBI that defined the virtual crime scene, outlined law enforcement's role in investigating cyber crimes and clarified what information is needed in order to pursue and prosecute offenders. In the afternoon, 12 scenarios were presented to stimulate the thought process and promote discussion among the IT security officers. The scenarios highlighted a number of virtual threats including the use of firewall logs, Microsoft program intrusions, worms, viruses and other threats facing government systems. The exercise also focused on the media and how to address their needs during a cyber attack without compromising the investigation.

Again, this is the first ODP supported cyber exercise to take place anywhere in the country. ODP plans to take this exercise model and offer it to other states. Oklahoma expects to facilitate this exercise on an annual basis allowing state level IT security officers to find out about the latest information, technology and reporting procedures.



Oklahoma Homeland Security Strategy

GOAL THREE

*Establish a comprehensive training program
for Oklahoma responders*

Credentialing Program

Since OKOHS began coordinating homeland security efforts in Oklahoma, a top priority has been the establishment of a statewide credentialing program. According to the National Emergency Responder Credentialing System fact sheet, “credentialing involves providing documentation that can authenticate and verify the certification and identity of designated incident managers and emergency responders to ensure that response personnel possess a minimum common level of training, currency, experience, physical and medical fitness, and capability for the respective role that they are tasked to fill.”²⁴ The National Incident Management System (NIMS) Integration Center is in the process of developing a national system however there is not a national or state standard for a credentialing system.

OKOHS established a credentialing working group in 2004 to address the specific criterion emergency responders in Oklahoma would require of a statewide system. The working group was an executive level group that included OEM, OSDH, Memorial Institute for the Prevention of Terrorism (MIPT), Council on Law Enforcement Education and Training (CLEET), Oklahoma State University Fire Service Training (OSU FST), Oklahoma Department of Agriculture, American Red Cross and the Oklahoma Fire Chiefs Association. Among the standards the group determined should be included in the Oklahoma credentialing program are:

- A fingerprint or facial recognition system
- An ID card containing the personal information and photograph of the individual (including training credentials, uniform certifications and capabilities)
- A system that allows access to a central database by an Incident Commander at a scene or event
- A system that will track and catalog equipment and resources
- A system that will assist in classification of skills and training standards

²⁴ United States, Federal Emergency Management Agency, “NIMS Integration Center: National Emergency Responder Credentialing System, Fact Sheet,” Oct. 2005, 19 Dec. 2005 <<http://www.fema.gov/pdf/nims/credentialing.pdf>>.

Further research was conducted in 2005 to determine the best course of action to establish a statewide credentialing program. Taking into consideration the working group's standards, OKOHS has determined that utilizing the state's drivers license system would be the most cost effective and least time consuming approach. Oklahoma driver's licenses have a magnetic strip that contains information about the individual carrying the license. The current approach to the statewide credentialing system is to issue a similar identification card with information about the responder and his or her training level contained in a magnetic strip or a Radio Frequency Identification Device (RFID). OKOHS is in the process of establishing pilot programs at 20 locations to test the proposed system. The state will ensure its credentialing system is scalable and expandable to conform with the national standards once those are developed.

Responder Training

One of the top priorities for OKOHS is training the Regional Response System team members. The 53-unit system includes 24 Small Decontamination units, 20 Intermediate Hazardous Materials (HazMat) and/or Technical Rescue units, five large Regional HazMat response units, two Mass Decontamination units and two Urban Search and Rescue units.²⁵ Each unit in the system is standardized, interoperable and requires a varying number of highly trained responders to operate (depending on the unit). Just as the system is consistent from unit to unit, responder training on the system must also be uniform across the state. Team members will receive the appropriate level of training for the unit they are assigned to operate. That specialized training is currently underway and is expected to be completed by December 2006.

In addition to the training required to operate the Intermediate HazMat unit, members of the Intermediate HazMat response team will also require training on the CBRNE detection and monitoring equipment that will be included on the unit. To assist with that prerequisite, ODP's Domestic Preparedness Technical Assistance Program (DPETAP) will be providing on site technical assistance beginning in December 2005. This training offers detailed technical information and hands-on equipment operation and maintenance training for the responders and is provided at no cost to the local jurisdiction.

²⁵ The Regional Response System is discussed in further detail in Goal Five of this report.

ODP Training Consortium

ODP utilizes a training consortium to assist with development and delivery of ODP sponsored training programs. The consortium is composed of government training facilities, academic institutions and private organizations, all of which are committed to the task of providing a variety of specialized, state-of-the-art training for emergency responders across the country.²⁶ Members of the consortium include the Center for Domestic Preparedness (CDP), ODP; the National Center for Biomedical Research and Training (NCBRT), Louisiana State University (LSU); the National Emergency Response and Rescue Training Center (NERRTC), Texas Engineering Extension Service (TEEX); the Energetic Materials Research and Testing Center (EMRTC), New Mexico Tech (NMIMT); and the National Center for Exercise Excellence (NCEE), Nevada Test Site (NTS). While training at any one of the above facilities is provided at no charge through the SAA, it is often difficult for Oklahoma responders to take leave from work and travel out of state for an extended period of time. For this reason, OKOHS is in the process of developing and/or acquiring ODP approval to offer four HazMat courses in-state.

ODP approved Oklahoma's WMD/HazMat Awareness Course in October 2005 and the Operations Level Response for WMD and HazMat Emergencies course in December 2005. Now, OKOHS can use ODP training funds to deliver these two courses in Oklahoma to Regional Response System team members and other Oklahoma responders instead of sending them to one of the ODP Consortium members. It is OKOHS's goal to obtain approval to deliver two other courses in-state; the Technician Level Response for WMD/HazMat Emergencies along with the Operations Level for Law Enforcement are in development. Oklahoma State University Fire Service Training has been tasked with not only developing the curriculums for the four HazMat courses, but also conducting the training.

To date, more than 350 Oklahoma responders have participated in the Threat and Risk Assessment Course offered through TEEX. This course trains those first responders within a local jurisdiction who are required to prevent, mitigate, manage and/or resolve a WMD/terrorism incident to conduct comprehensive WMD/terrorism risk (threat and vulnerability), capabilities

²⁶ United States, Office for Domestic Preparedness, "Overview: Training Partners" 19 Dec. 2005 <<http://www.ojp.usdoj.gov/odp/training.htm>>.

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and needs (planning, organization, equipment, training and exercise) assessments.²⁷ TEEX came to Oklahoma and offered this course to the following agencies:

- Anadarko Police Department February 15 – 17, 2005
- Tulsa Police Department February 23 – 24, 2005
- Glenpool Police Department March 22 – 23, 2005
- OSDH August 23 – 24, 2005

TEEX also offers an Enhanced Threat and Risk Assessment Course. Participants obtain the skills required to conduct a more detailed assessment of the methods for CBRNE delivery against their jurisdiction’s potential targets then apply a systematic process to assess selected infrastructure, facilities, systems and special events for methods and measure to prevent, reduce and/or mitigate vulnerabilities.²⁸ TEEX delivered this course to the following agencies:

- Glenpool Police Department April 13 – 14, 2005
- Oklahoma City Police Department June 20 – 24, 2005

OKOHS Training Summit

OKOHS hosted a “Training Summit” January 27, 2005 in Oklahoma City. This summit was for all organizations in Oklahoma that receive funding to sponsor, conduct or provide WMD-related, preparedness or response training. This was a brainstorming session with a number of key discussion topics including:

- Shared awareness of all training in the state
- Identify any training overlaps
- Align training messages for students
- Homeland Security strategy
- Competency project
- Credentialing

²⁷ Texas Engineering and Extension Service, Course Description: Threat and Risk Assessment, 19 Dec. 2005
<<http://teexweb.tamu.edu/teex.cfm?pageid=training&area=teex&templateid=14&Division=PUBLICSAFETY&Course=2154>>.

²⁸ Texas Engineering and Extension Service, Course Description: Enhanced Threat and Risk Assessment, 19 Dec. 2005
<<http://www.teex.com/teex.cfm?pageid=training&area=teex&templateid=14&Division=PUBLICSAFETY&Course=NE3003>>.

The following organizations were represented at the summit: CLEET, Medical Reserve Corps (MRC), Metropolitan Medical Response System (MMRS), Oklahoma City Emergency Management, Oklahoma City/County Health Department, OEM, OKOHS, Oklahoma Poison Control Center, OSDH, Oklahoma State University Area Health Education Center and Southwest Center for Public Health Preparedness. A second summit took place in February and future state training summits will be planned as needed.

Mobile Implementation Training Teams

The Governor and several of his Cabinet Secretaries received training in August on Homeland Security Presidential Directive – 8 (HSPD-8)²⁹ and the Interim National Preparedness Goal. The training was provided by DHS and conducted by Mobile Implementation Training Teams (MITT). The MITTs also facilitated discussions regarding any issues, concerns or recommendations pertaining to HSPD-8 and the Goal then returned to Washington, D.C. with the state's feedback for DHS consideration.³⁰

²⁹ Homeland Security Presidential Directive – 8 (HSPD-8) can be found in Appendix D.

³⁰ United States, Office for Domestic Preparedness, The National Preparedness Goal: HSPD-8 Implementation Newsletter (DHS Office for State and Local Government Coordination, 25 Jul. 2005) 2.



Oklahoma Homeland Security Strategy

GOAL FOUR

*Provide emergency responders and
volunteers support to respond to
WMD/CBRNE and other natural or
manmade incidents*

Since its inception, OKOHS has been diligent in its effort to provide Oklahoma responders the best equipment available. Between 1999 and 2004 OKOHS obligated more than \$27 million to local jurisdictions for the purchase of response equipment. Although there are restrictions on what can be purchased with federal homeland security funds, nearly 200 different cities, counties and tribes across Oklahoma benefited tremendously by the ability to procure much needed response equipment including personal protection equipment (PPE), radios, medical supplies and physical security enhancement equipment among other authorized items.

Facilitate the Purchase of Additional Equipment

This year OKOHS augmented the state's ability to respond to an agroterrorism event by awarding the Oklahoma Department of Agriculture \$480,000 to purchase response trailers. The units will be placed strategically across Oklahoma – ideally one per region – and will include the equipment needed for cleaning and disinfecting in the event of an attack on the state's food or agriculture industry. Another \$500,000 was awarded to the Ag Department to purchase a mobile laboratory. With these awards, OKOHS has obligated \$31,060,726.85 to local and state agencies for the purchase of response equipment.

With nearly a third of OKOHS's cumulative grant award dedicated to the purchase of response equipment, in 2005 OKOHS's focus shifted to prevention. However, local jurisdictions across the state continue to receive equipment through a variety of ODP equipment programs designed to supplement existing equipment caches as well as enable officials to procure specialized equipment. OKOHS receives notification from DHS regarding the various grant opportunities and notifies responders via the Oklahoma Homeland Security Regional Advisory Councils, state associations and the OKOHS Web site. The following are DHS response equipment grant opportunities Oklahoma jurisdictions benefited from in 2005:

➤ Commercial Equipment Direct Assistance Program (CEDAP)

CEDAP is designed to fill gaps with small agencies in areas of equipment they have not previously been able to acquire through other sources such as the State Homeland Security Program (SHSP). Eligible applicants include smaller and rural law enforcement and emergency responder agencies. The CEDAP program offers

equipment and equipment training in the following four categories: PPE, detection and sensor devices, law enforcement information sharing software and communications interoperability.³¹

Oklahoma Communities receiving CEDAP Phase I awards in 2005 include:

- Cordell Fire Department
- Enid Fire Department
- Dewey County Emergency Management
- Marlow Police Department
- Owasso Fire Department
- Ponca City Emergency Management
- Sequoyah County Sheriff's Office
- Slaughterville Fire Department
- Town of Stonewall (Emergency Management)
- Woodward Police Department
- Texas County (Emergency Management)

The CEDAP application period for Phase II closes January 2006. Hundreds of Oklahoma jurisdictions have already submitted applications.

➤ Homeland Defense Equipment Reuse (HDER) Program

HDER is a unique partnership between ODP, the U.S. Department of Energy, the U.S. Navy and the Health Physics Society. The goal of the HDER Program is to provide surplus radiological detection instrumentation and other equipment, as well as training and long-term technical support, to emergency responder agencies to enhance their homeland security preparedness capabilities. Through the HDER Program, responder agencies have access to a substantial inventory of radiological detection instrumentation and other equipment that is no longer required by the

³¹ FY 2005 Commercial Equipment Direct Assistance Program (CEDAP) guidelines, March, 2005.

Federal government. The equipment is rehabilitated and provided at no cost to the recipient.³²

Numerous Oklahoma jurisdictions have received equipment from HDER in 2005 including:

- Duncan Fire Department
- Edmond Police Department
- Lawton Fire Department
- Oakridge Volunteer Fire Department
- Wilburton Fire Department
- Woodward Emergency Management, Police Department, and Fire Department

➤ Assistance to Firefighters Grant (AFG) Program

The AFG program awards grants directly to fire departments of a state to enhance their ability to protect the health and safety of the public and firefighting personnel, with respect to fire and fire-related hazards. The program is administered by ODP in cooperation with DHS's United States Fire Administration.³³

A total of 102³⁴ fire departments, including a number of volunteer departments, received awards in 2005 totaling more than \$8.3 million.³⁵

Enhance the Subgrant Process

It is often difficult for those who do not work directly with homeland security grant funding to understand why DHS has obligated a tremendous amount of funding since November 2001, yet only a fraction has been spent. To fully understand what appears to be a lack of movement, the

³² United States, Office for Domestic Preparedness, "Homeland Defense Equipment Reuse Program." 24 Nov. 2005, 20 Dec. 2005 <http://www.ojp.usdoj.gov/odp/equipment_hder.htm>.

³³ United States, Preparedness Directorate's Office of Grants and Training, "About AFG Grants." 20 Dec. 2005 <<http://www.firegrantsupport.com/afg/>>.

³⁴ A list of the Oklahoma Fire Departments receiving an AFG award in 2005 can be found in Appendix D.

³⁵ United States, Preparedness Directorate's Office of Grants and Training, "Assistance to Firefighters Grant Program: 2005 AFG Awards." 31 Dec. 2005 <<http://www.firegrantsupport.com/afg/awards/05/>>.

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grant process must be examined in its entirety taking into consideration that all homeland security grants are reimbursement grants.

In FY 05, DHS obligated more than \$2.5 billion to the 50 states and seven U.S. territories. The state of Oklahoma received an award of \$29,973,615³⁶ for the following six grant programs:³⁷

State Homeland Security Program (SHSP)	\$ 15,552,074
Law Enforcement Terrorism Prevention (LETP)	\$ 5,655,300
Urban Area Security Initiative (UASI)	\$ 5,570,181
Emergency Management Performance Grant	\$ 2,543,443
Metropolitan Medical Response System (MMRS)	\$ 455,184
Citizen Corps Program (CCP)	\$ <u>197,434</u>
TOTAL	\$ 29,973,615

Once the state is notified of the award amount, the SAA must apply for the funding. Although this appears to be a redundant step in the process, ODP has to ensure that the SAA is willing and able to administer the funds. The FY 05 Homeland Security Grant Program application had to be submitted to ODP no later than January 16, 2005. Once ODP officially notifies the SAA that their application has been accepted, the SAA then has 60 days to obligate the funding of which **80%** is required to be passed through to local jurisdictions.

It is at this point when complications at the local level often surface leading to delays in the expenditure or reimbursement of funding. For example, if a city receives a subgrant from OKOHS, but does not have the money in its current budget to purchase equipment (and wait for reimbursement), city leaders may wait until the following fiscal year to add the subgrant amount as a line item in their budget. This is the case with many small communities across Oklahoma. Also, a local community cannot submit a reimbursement request to OKOHS until the equipment is received. Due to high demand for certain pieces of response equipment across the country, delivery may be delayed for months. And finally, OKOHS cannot reimburse a jurisdiction until

³⁶ United States, Department of Homeland Security, Fiscal Year 2005 Homeland Security Grant Program 2.

³⁷ An additional DHS grant of \$1.1 million was awarded to Oklahoma for Buffer Zone Protection Programs (BZPP). Including the BZPP award with the FY 05 Homeland Security Grant Program award, the state of Oklahoma received a total \$31,073,615.00 in FY 05.

the reimbursement request and invoices are submitted. Therefore, OKOHS relies on local jurisdictions to submit the appropriate paperwork in a timely manner. Once all paperwork is received and processed through OKOHS, local jurisdictions are receiving reimbursement within an average of three weeks.

There are several major projects for which OKOHS does the purchasing due to the large amount of funding associated with the specific project. An example is the Regional Response System, a project totaling nearly \$17 million. Although state purchasing requirements are in place to avoid impropriety, following the guidelines is tedious and time consuming often delaying the movement of homeland security funding. An excellent example of the cumbersome process involves the small decontamination trailers OKOHS awarded to 24 local jurisdictions. The following is a timeline representing the entire process from start to finish.

- **October 5, 2004** – The specifications for the small decontamination trailer and equipment were sent by OKOHS to the Department of Central Services (DCS) to go out to bid.
- **December 6, 2004** – DCS opened the bidding process.
- **February 10, 2005** – Proposals were due back to OKOHS.
- **February 14, 2005** – OKOHS hosted a bid evaluation meeting inviting representatives from those communities receiving a trailer. The group determined that several bids were incomplete and the Request for Proposal's (RFP) would need to go back out to bid with one stipulation: only those vendors who previously bid on the small decontamination trailer contracts would be allowed to re-bid and they only had 14 business days to do so.
- **March 2, 2005** – OKOHS hosts a second bid evaluation meeting and makes recommendations on the contracts to DCS.

- **March 12, 2005** – DCS awards the contracts for the small decontamination trailer and equipment. Those communities receiving the units are informed that the contracts are in place and they can initiate the purchasing process. It is at this time that several jurisdictions approach OKOHS and request that OKOHS purchase the unit on their behalf due to a lack of funding in the jurisdiction's budget. Because the funds were obligated to a local jurisdiction OKOHS had to develop mutual aid agreements stating that all 24 jurisdictions agreed to have the state purchase the trailer and equipment on their behalf. Once drafted, the mutual aid agreements were sent to each jurisdiction to be signed by the authorized official.
- **April 26, 2005** – The 24 mutual aid agreements are signed and OKOHS generates a procurement control form in the amount of \$1,017,264.00 and submits it to DPS's procurement division.
- **May 10, 2005** – After review and approval by the DPS contract committee, DPS issued a purchase order for the small decontamination trailers and equipment. The vendors are provided a copy of the purchase order and construction of the units begins.
- **July 11, 2005** – The small decontamination trailer vendor has six of the 24 units ready for delivery.
- **July 21, 2005** – Another six small decontamination trailers are ready for delivery.
- **August 19, 2005** – The vendor has the final 12 small decontamination trailers ready for delivery.
- **August 24, 2005** – With delivery of the 24 small decontamination trailers complete OKOHS can draw down the funds from the U.S. Comptroller in order to pay the vendor.

- **September 21, 2005** – DPS finance issues a check to OKOHS to pay the vendor.

Although the funding was obligated and there was continuous work on the project, it would appear that Oklahoma’s homeland security funds were stagnate. The House Select Committee on Homeland Security stated in its report, ‘An Analysis of First Responder Grant Funding,’ that “as of April 2004, approximately 85% of these grant funds had not yet been drawn down by local governments because of various bureaucratic obstacles.”³⁸ The nearly year long process encountered by OKOHS to deliver the small decontamination trailers is an example of the “bureaucratic obstacles” that arise when SAA’s attempt to move federal homeland security money.

Because the red tape can be laborious for both the state and locals, OKOHS has simplified the grant process by asking subgrantees to submit quarterly status reports. In past years, monthly reports were required although there was often little or no movement on the grant month-to-month. DHS also relaxed the previous requirement on SAAs to submit every equipment request to ODP for approval. In 2005, OKOHS had the ability to approve equipment requests in-house. Finally, the Oklahoma Homeland Security Office reformatted the *budget detail worksheet* and the *reimbursement request form* to make each simpler and easily identifiable. Although the adjustments mentioned above are minor, each should alleviate potential confusion for subgrantees while OKOHS continues to get the information it requires for auditing purposes.

Instead of awarding subgrants to local jurisdictions using a formula guaranteeing every county, every city and every tribe a “piece of the pie,” OKOHS had to utilize the funding in a way that the entire state would benefit if and when Oklahoma’s funding was cut or ran out entirely. With forethought, staff planned to use the funding for major projects that would benefit all responders even if a local jurisdiction didn’t receive a direct award. In the report, ‘An Analysis of First Responder Grant Funding,’ Oklahoma and seven other states are praised for incorporating “at least some threat, risk or vulnerability factors into their funding formulas.”³⁹

³⁸ United States, House Select Committee on Homeland Security, *An Analysis of First Responder Grant Funding*, (Washington: 2004) 8.

³⁹ *An Analysis of First Responder Grant Funding* 5.

Those major projects include the Regional Response System, expanding the statewide Interoperable Communications System, and developing the Oklahoma Automated Secure Information Sharing Network (OASIS). It is important that the equipment associated with each of the projects (i.e. radios, response equipment or computer software) is interoperable – from jurisdiction to jurisdiction – across the state. For that reason, OKOHS developed working groups for each project with members creating equipment specifications. Whether the state purchases the equipment or locals expend the funds, those specifications provide guidelines guaranteeing that the equipment is interoperable. This is critical when there is a major disaster and responders from different parts of the state arrive at one location to assist the local jurisdiction.

Urban Area Security Initiative Grant

In 2005, the Oklahoma City metropolitan area (including the core counties of Oklahoma, Canadian and Cleveland) was one of 50 urban areas in the United States identified by DHS as a UASI. DHS awards UASI grants to urban areas based on a formula that calculates credible threat, presence of critical infrastructure, vulnerability, population, population density, law enforcement investigative and enforcement activity and the existence of formal mutual aid agreements.⁴⁰ This is the first year Oklahoma City was recognized as a UASI.

The grant guidelines require identified urban areas to conduct an assessment of the urban area, develop an urban area homeland security strategy and allocate funds based on that strategy. The grant guidance requires the SAA to define an Urban Area Working Group, which will be responsible for coordinating development and implementation of all UASI grant requirements. OKOHS already had multi-jurisdictional, multi-disciplinary regional councils in place that encompassed the identified urban area. The Oklahoma Homeland Security Director determined members of the Region 6 and Region 8 councils would serve as the Urban Area Working Group.⁴¹ The Urban Area Working Group met several times over the course of the past year and established the following subcommittees to handle specific areas: training and exercise, interoperable communications, budget and equipment and strategy/planning. The group received

⁴⁰ United States, Department of Homeland Security, Fiscal Year 2005 Homeland Security Grant Program 1.

⁴¹ A map of the eight Oklahoma Homeland Security Regions can be found in Appendix D.

GOAL FOUR

technical assistance from ODP to assist with developing their strategy; as well as identifying existing communication gaps through ICTAP.

The Oklahoma City UASI was awarded \$5.5 million in FY 05 UASI grant funds. Of that the state retained \$1.1 million for interoperable communication infrastructure upgrades within the metropolitan area. UASI funds must be expended by March 2007.



Oklahoma Homeland Security Strategy

GOAL FIVE

Coordinate and enhance specialty teams' response to WMD/CBRNE or other incidents

Regional Response System

Between 1999 and 2004, more than \$17 million of OKOHS's funding from the U.S. Department of Homeland Security was dedicated to the Regional Response System. A total of 53 units will be placed in communities across the state creating a response foundation that benefits the state as a whole due to the strategic placement of the vehicles. In 2005, an additional \$693,624.00 was earmarked to finalize the response system.

Incredible progress on the regional response system has been made during the course of the past 12 months. In April, DCS awarded the bids for the large trucks, intermediate tow vehicles and trailers as well as the small decontamination trailers (including equipment). OKOHS is pleased with the considerable strides made on this multi-million dollar project.

In 2005, the Small Decontamination Trailers were built and delivered to 24 communities. These units are the most basic component of the Regional Response System. The small trailers will be able to decontaminate ambulatory and non-ambulatory patients, as well as provide an area for incident command, staging and patient care and in cases of extreme heat or cold it can be used as a shelter for the responders. Each unit cost \$42,386.00.

The contract for the small decontamination trailers (trailer and equipment) was awarded on April 12, 2005 and the units were delivered in three phases:



July 11, 2005: Blackwell, Broken Bow, Duncan, El Reno, Henryetta, and Washita County

July 21, 2005: Bixby, Guthrie, Muskogee County, Owasso, Pauls Valley and Sallisaw

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August 19, 2005: Atoka County, Delaware County, Grant, Jones, Laverne, Newalla, Pocola, Ponca City, Thomas, UKB Cherokee Indians, Washington County and Yukon

The total price for the 24 Small Decontamination Trailers was \$ 1,017,264.00.

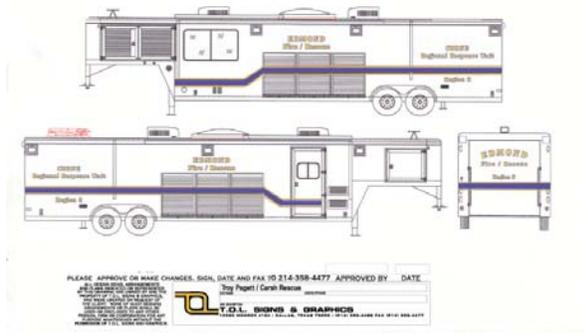
The contract for the intermediate trailers was also awarded on April 12, 2005 with OKOHS hosting a pre-construction meeting on April 27, 2005. The units are being built in Madill, Oklahoma at a rate of two trailers every 60 days. Once a trailer is built it will be delivered to the local agency. OKOHS anticipates all subgrantees will have their trailer by December 2006. A tow vehicle to pull the Intermediate Trailer is included in the grant award.

There was a change to the Regional Response System plan in 2005. Originally, all 20 Intermediate Trailers were going to supplement the Regional Response System as HazMat response units. After feedback from several of the agencies receiving the units, OKOHS determined the system would benefit tremendously if eight Intermediate Units were converted to Technical Rescue Team (TRT) Trailers. Essentially, the Intermediate TRTs would be a smaller version of the Urban Search and Rescue (USAR) Trailers functioning in the same capacity but with fewer team members. The placement of the eight Intermediate TRTs was carefully calculated in order to provide a quick response throughout the state. Those communities receiving a TRT are:

- Ada
- Blackwell
- Broken Arrow
- Cushing
- Durant
- Guymon
- Seminole
- Weatherford

The equipment specifications for the Intermediate Technical Rescue Trailers are currently being developed.

GOAL FIVE



Meanwhile, the equipment specifications for the Intermediate HazMat Trailers have been submitted to DCS and the bidding process has been initiated. The remaining 12 Intermediate HazMat Trailers will be delivered to the following communities:

- Altus
- Ardmore
- Chickasha
- Edmond
- Enid
- McAlester
- Muskogee
- Sapulpa
- Shawnee
- Stillwater
- Tahlequah/Cherokee Co.
- Woodward

Each of the 20 Intermediate Trailers (both TRT and HazMat) will cost \$450,477.94 for a total of \$9 million.

The contract for the five large Regional Units was awarded April 1, 2005 and states that all five will be delivered 300 days from the awarding of the contract, likely in February 2006. The units are being manufactured in Wisconsin. In August the OKOHS Regional Equipment Coordinator, along with representatives from each of the communities receiving a unit, went to Appleton, WI for a pre-construction meeting. The large Regional Units are being placed in the following communities along the I-44 corridor:

- Tulsa
- Claremore
- Oklahoma City
- Moore/Norman
- Lawton

Although construction on the unit is underway, the equipment for the large trucks has not gone out to bid since the committee developing the equipment specifications is still customizing the list.

The Regional Units are priced at \$750,000.00 each for a total of \$3.7 million.

Also included in the Regional Response System are two Mass Decontamination Trailers and two USAR Trailers. The USAR Trailer will be used to rescue victims trapped in confined spaces including, but not limited to building or trench collapses. The Mass Decontamination Trailers will be very similar to the small decontamination units except those being decontaminated will be processed through the actual trailer instead of a separate tent. The Cities of Oklahoma City and Tulsa will receive one of each. The Mass Decontamination Trailers will cost \$270,000.00 each and the USAR unit is priced at \$1.2 million apiece.

Although the 53-unit system is available for statewide incidents, each individual unit belongs to the local community. The local government assumes primary responsibility for the unit including storage, maintenance and replenishment of supplies. In turn, the units will be available for the communities to use at a local incident.

Response Team Training⁴²

Oklahoma responders are among the best in the country. Time and time again they demonstrate their ability to save lives by working together. Training is a key component to that effective response. Although thousands of responders across the state have received specialized training, it is critical to OKOHS that those tasked with operating the response units placed in their community are trained to the same level. The equipment on each of the 53 units will be interoperable and the training should be standardized, as well. This gives each responder the peace of mind knowing his or her peers have received the same training.

In the summer of 2005 OKOHS conducted a training survey of agencies receiving one of the regional response units. The goal was to verify which members have already received the HazMat or rescue training required to operate the units and pinpoint those who need subsequent instruction. Courses have been identified and will be provided at no cost to the local jurisdiction once the curriculum is approved by ODP.

⁴² Additional information on response team training can be found in Goal 3.



Oklahoma Homeland Security Strategy

GOAL SIX

Develop a statewide emergency response system which integrates with the National Response Plan (NRP) and the National Incident Management System (NIMS)

Intrastate Emergency Management Assistance Compact

The state of Oklahoma is a member of the Emergency Management Assistance Compact (EMAC) – a national interstate mutual aid agreement enabling states to share resources during times of disaster.⁴³ EMAC was established in 1996 after Congress ratified the language (PL-104-321) and since then 48 states, two territories and the District of Columbia have joined the compact. The only requirement to join is that a state’s legislature adopt the standard compact language into law, which Oklahoma did in 1996 (SB 720). Since that time, the OEM has provided people and resources to states requesting assistance including Florida after four hurricanes hit the state in 2004.

The EMAC concept is shrewd – a legally binding agreement that allows a state to send personnel and equipment to another state requesting aid and guarantees reimbursement for any expenses incurred by the assisting state. The compact has been so successful since its inception, the state of Oklahoma attempted to create a similar mutual aid agreement during the 2005 legislative session.

The Oklahoma Emergency Management Association (OEMA) began working on a statewide mutual aid compact in 2003. Their goal was to create a compact equivalent to EMAC that addressed the needs of all disciplines and all jurisdictions across the state. OEMA referenced volunteer fire department mutual aid agreements as a guide when drafting their document. Over the course of two years, numerous response disciplines were included in its development including fire, law enforcement and emergency medical services (EMS). Once OEMA had a solid draft prepared, it was submitted to OEM to obtain consent from FEMA’s legal counsel regarding reimbursement issues. Simultaneously, OEM invited representatives from OKOHS, OSDH, law enforcement, local emergency management, fire, EMS and the legal community to review the draft compact before it was introduced during the 2005 legislative session. In February, Senator Gilmer Capps authored Senate Bill 242 – OEM’s final version of the intrastate mutual aid compact. After working through the Senate Public Safety and Homeland Security Committee, the bill was later referred to the House Appropriations and Budget

⁴³ EMAC, “EMAC Fact Sheet,” 10, Oct. 2005, <<http://www.emacweb.org/?2577>>.

Committee where it died. In principle, the compact would have covered the entire state with a single mutual aid agreement (local jurisdictions would have to “opt out” if officials did not want to participate) and addressed the legal issues involving reimbursement of expenses. OEM plans to re-introduce the intrastate mutual aid compact bill during the 2006 Legislative session. OKOHS supports the concept of a statewide compact and is optimistic that it will become the standard in Oklahoma providing the same benefits EMAC delivers on a state-to-state level.

National Incident Management System

The National Incident Management System (NIMS) was developed at the request of President George W. Bush in Homeland Security Presidential Directive 5 (HSPD-5).⁴⁴ HSPD-5 states the following:

“The Secretary shall develop, submit for review to the Homeland Security Council, and administer a National Incident Management System (NIMS). This system will provide a consistent nationwide approach for Federal, State, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, and local capabilities, the NIMS will include a core set of concepts, principles, terminology, and technologies covering the incident command system; multi-agency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certification; and the collection, tracking, and reporting of incident information and incident resources.”⁴⁵

On March 1, 2004 then-DHS Secretary Tom Ridge announced the approval of NIMS calling it a collaborative effort between “state and local governments, law enforcement, the fire and

⁴⁴ Homeland Security Presidential Directive – 5 (HSPD-5) can be found in Appendix D.

⁴⁵ United States, The White House, [Homeland Security Presidential Directive/HSPD-5](http://www.whitehouse.gov/news/releases/2003/02/20030228-9.html), 11 Oct. 2005, <<http://www.whitehouse.gov/news/releases/2003/02/20030228-9.html>>.

emergency management communities, emergency medical services, tribal associations, public health, the private sector, public works, and non-governmental organizations across America.”⁴⁶ NIMS provides responders with standardized procedures allowing for seamless coordination regardless of the incident – whether at the local, state or federal level.

As the SAA, OKOHS is tasked with ensuring NIMS compliance. The current deadline for NIMS compliance is September 30, 2006 and compliance is a condition of receiving FY 07 federal preparedness funding.⁴⁷ However, according to the NIMS Integration Center (NIC), “full NIMS implementation is a dynamic process and changes should be expected to the NIMS as technical and policy issues are further refined at the national level.”⁴⁸ Although the deadline for compliance may be modified, OKOHS is proceeding with training in an attempt to reach the target deadline as it stands today.

ODP instituted the following minimum NIMS compliance requirements for 2005:⁴⁹

- Incorporating NIMS into existing training programs and exercises
- Ensuring that federal preparedness funding (including HSGP funds) support NIMS Implementation at the state and local levels (in accordance with the eligibility and allowable use of the grants)
- Incorporating NIMS into Emergency Operations Plans
- Promotion of intrastate mutual aid agreements
- Coordinating and providing technical assistance to local entities regarding NIMS
- Institutionalizing the use of the Incident Command System (ICS)

The state is supporting NIMS implementation by formally recognizing NIMS as the standard for incident management in Oklahoma.⁵⁰ OEM has also included NIMS in the State Emergency

⁴⁶ United States, Department of Homeland Security, “Department of Homeland Security Secretary Tom Ridge Approves National Incident Management System (NIMS)” 1 Mar. 2004, 11 Oct. 2005, <<http://www.dhs.gov/dhspublic/display?content=3259>>.

⁴⁷ United States, Department of Homeland Security, Fiscal Year 2006 Homeland Security Grant Program (Washington, D.C. 2005) 6.

⁴⁸ United States, NIMS Integration Center, “Updated – NIMS Compliance: Have the deadlines been extended?” 11 Oct. 2005, <[http://faq.fema.gov/cgi-](http://faq.fema.gov/cgi-bin/fema.cfg/php/enduser/std_alp.php?p_page=1&p_cv=&p_pv=1.30%3B2.u0&p_prods=30&p_cats=&p_hidden_prods=&prod_lv11=30)

[bin/fema.cfg/php/enduser/std_alp.php?p_page=1&p_cv=&p_pv=1.30%3B2.u0&p_prods=30&p_cats=&p_hidden_prods=&prod_lv11=30](http://faq.fema.gov/cgi-bin/fema.cfg/php/enduser/std_alp.php?p_page=1&p_cv=&p_pv=1.30%3B2.u0&p_prods=30&p_cats=&p_hidden_prods=&prod_lv11=30)>.

⁴⁹ Fiscal Year 2005 Homeland Security Grant Program 47.

⁵⁰ State of Oklahoma, Executive Proclamation, 29 Sept. 2005, can be found in Appendix C.

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Operations Plan (EOP)⁵¹ thus meeting another DHS requirement. OKOHS and OEM will promote the passage of an intrastate mutual aid agreement in the 2006 Legislative session. As OKOHS develops a strategy for full NIMS implementation, NIMS training is being conducted, consequently meeting an additional federal requirement.

According to DHS, all responders – at all levels of government – are required to be trained in NIMS by completing the NIMS IS-700 training course. This is a huge task in Oklahoma with approximately 60,000 local responders requiring training. In order to achieve NIMS compliance, OKOHS partnered with OEM and OSDH to form the NIMS Implementation Consortium. The Consortium's main objective is to develop a clear and unified implementation plan as well as provide NIMS training opportunities statewide.

After considering several options, the Consortium reached out to Oklahoma's Career Technology Centers and OSU FST for assistance. The Career Tech's agreed to provide locations to conduct the NIMS training while OSU FST agreed to supply instructors. Since June 1, 2005, more than 4,000 Oklahoma responders and 300 trainers have attended and completed the classroom training. While a tremendous amount of training still needs to be conducted, the Consortium is pleased with the progress made in such a short amount of time. Meanwhile, roughly 26,000 Oklahoma responders have completed the NIMS IS-700 training by completing the online course offered through the Emergency Management Institute's Web site.

It should be noted that OKOHS staff successfully completed the NIMS IS-700 course this year.

⁵¹ Oklahoma, Oklahoma Department of Emergency Management, "State of Oklahoma Emergency Operations Plan (EOP)," 11 Oct. 2005, <<http://www.ok.gov/oem/docs/State%20EOP%202005P.doc>>.



Oklahoma Homeland Security Strategy

GOAL SEVEN

Enhance information sharing systems within the state between federal, state, tribal, local and private sector entities

Sharing of information is critical to preventing an act of terrorism. Since FY 99, OKOHS has awarded almost \$30 million to local and state jurisdictions for the purchase of response equipment. As a result, in 2005 OKOHS shifted its focus from response and recovery to prevention.

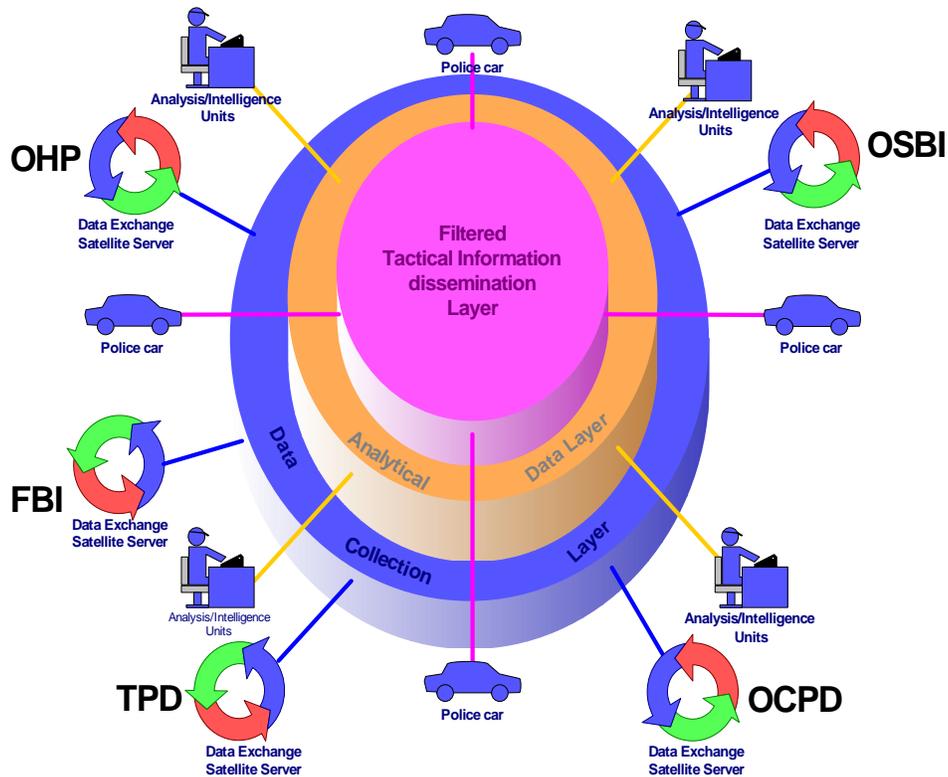
Part of the Homeland Security Grant Program (HSGP) includes the Law Enforcement Terrorism Prevention (LETP) programs. LETP grant funds are earmarked specifically for the law enforcement community. In the 2005 Homeland Security Grant Guidance, ODP states LETP funds should be used to “provide law enforcement communities with funds to support the following prevention activities: information sharing to preempt terrorist attacks; target hardening to reduce vulnerability of selected high value targets; recognition and mapping of potential or developing threats; counter-terrorism and security planning; interoperable communications; and interdiction of terrorists before they can execute a threat or intervention activities that prevent terrorists from executing a threat.”⁵² Oklahoma was awarded more than \$5.6 million in FY 05 for LETP projects. Of that, OKOHS obligated an additional \$1.3 million to the development of two law enforcement information sharing projects – the Oklahoma Automated Secure Information Sharing (OASIS) network and Oklahoma Law Enforcement Exchange (OKLeX). That’s in addition to the \$4.7 million obligated to the projects in 2004 bringing the total to more than \$6 million.

Oklahoma Automated Secure Information Sharing Network

The primary mission of the OASIS network is to combat major crimes and prevent terrorism while protecting the privacy of citizens. The network will connect DPS, the Oklahoma State Bureau of Investigation (OSBI), Oklahoma City Police Department (OCPD) and Tulsa Police Department (TPD) to a system that will promote information sharing, provide analytical tools to generate intelligence and provide an avenue for dissemination of tactical information to police officers on the street.

⁵² 2005 Homeland Security Grant Program 19.

Project OASIS Concept Diagram



Participating law enforcement agencies will notice numerous advantages with OASIS including analysts having more information to examine and field officers having access to information from multiple jurisdictions, but made available through a single location. The tactical information can also be accessed during an officer’s routine duties 24 hours a day potentially through a portal or a server. In turn, the public should feel confident and more secure in the ability of law enforcement to prevent and solve crimes after OASIS is in place.

Much progress has been made on this project over the course of the past year. In addition to the original four OASIS subgrantees (the FBI will participate in the system but their role in the network is not being funded with homeland security dollars), the Cities of Norman and Stillwater Police Departments are part of the OASIS expansion. An RFP for the equipment and software needed to operate OASIS was sent out in July and eight bids were submitted. The OASIS Steering Committee selected a vendor and the contract was sent to DCS in October. The

contract was awarded in November and OASIS is expected to be operational within 18 months of award of the contract. The OASIS Steering Committee continues to meet weekly to facilitate advancement on this project.

Each agency (OCPD, TPD, DPS and OSBI) is technically a subgrantee of this project; however, the funding has been awarded to OSBI in whole to procure the equipment for each subgrantee. The local jurisdictions signed a Memorandum of Understanding giving permission for OSBI to spend the grant award on their behalf. OSBI will be responsible for management and auditing of this specific grant.

The OASIS Steering Committee has several concerns regarding this project including a lack of funding available or obligated for ongoing maintenance once the system is operational. There will also be a need for legislative action in order to protect the data that is collected. Eventually OKOHS would like to expand OASIS to include additional law enforcement agencies in Oklahoma. There are, however, long-term issues involving rural Oklahoma and the inability to support this system because of infrastructure limitations.

Oklahoma Law Enforcement Information Exchange

A majority of law enforcement agencies in Oklahoma do not have adequate funding to purchase and maintain computer equipment. Unfortunately, they must use their local budgets to purchase other essential equipment such as bulletproof vests, weapons or vehicles. Local officers – those routinely working the streets – are the eyes and ears for law enforcement across the state. They need access to information quickly and easily when working a case; therefore, the Oklahoma Law Enforcement Exchange (OKLeX) computer based network is being designed and funded through OKOHS.

Those tasked with designing OKLeX are describing the system as an Internet search engine for law enforcement. The OKLeX Governing Board has three goals for this project which are outlined in the following project phases:⁵³

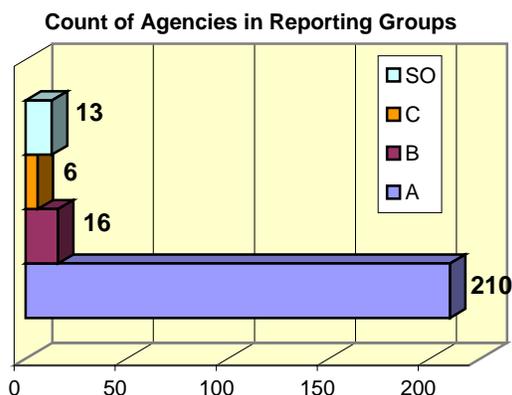
PHASE I Provide purchasing, delivery and training of common computer equipment to local law enforcement officials. The equipment will permit each law enforcement agency (regardless of size) the same operating system, information access and software for information sharing.

PHASE II Facilitate linking various state agencies to law enforcement through a secure Internet portal. The portal will allow local law enforcement to check for various information from state and local agencies in Oklahoma when conducting traffic stops, investigations, serving papers and executing other law enforcement functions.

PHASE III Extend Phase II for future development needs. Some state agencies have information that would benefit local law enforcement; however, the database structures, expertise or hardware necessary to create web services is not available.

After OKOHS obligated roughly \$2.5 million for the OKLeX project, OSBI conducted a survey of local law enforcement agencies across the state to determine their equipment needs. With assistance from the Oklahoma Association of Chiefs of Police and the Oklahoma Sheriff's Association, the OSBI sent out 300 surveys to determine local law enforcement computer needs. The OSBI received responses from 240 agencies including 167 police departments and 74 sheriff's offices. Of those who responded, roughly 90% had personal computers. More than 88% of those computers were used by two or more people. Although nearly 90% of respondents had Internet access, less than 50% had firewalls installed on their systems. The OSBI found that training and computer security are the main problems facing those agencies who responded to the survey.

⁵³ Oklahoma, Oklahoma Law Enforcement Information Exchange Governing Board, Project Charter (Oklahoma City: March 2005) 5.



With the survey collected, the respondents were broken down into three groups: those with the greatest need (A), those with some need (B) and those with the least need (C). The remaining group (SO) accounts for newly elected Sheriffs who were not in office at the time the survey was conducted.

A vast majority of law enforcement agencies (nearly 90%) fall into Group A meaning they have little, if any, of the equipment listed in the chart below. Roughly 7% of the responding agencies have “some” need and another 2% have little or no need for equipment. Law Enforcement agencies will receive the equipment required to operate on OKLeX – either in whole or in part. The estimated cost for the full equipment package per department is \$3,984.00.

Equipment	Est. Cost	Benefits
Digital Camera	\$450	3-4 Mega pixels
Digital Camera Flash Card	\$150	Will record 100 or more photos of JPEG formats
Camera Printer	\$299	Print from camera, memory card or PC. Can use as scanner, fax, copy or print
PC	\$1,760	
Micro Drive	\$75	Can transfer large images/files from computer to computer
Card Reader/Video Capture	\$100	Can read multiple format memory cards and video inputs
Software Costs	\$500	MS Office
Virus Protection	\$120	PC Protection 3 years
B&W Laser Printer	\$400	Computer Printer
Switch	\$100	Network Equipment
Cables	\$30	Network Equipment
TOTAL	\$3,984	

Taking into account the varying needs of each participating agency, the estimated total cost for Phase I is nearly \$1 million.

There are several requirements of local agencies to participate in the OKLeX information sharing network. First, each Police Department and Sheriff’s Office agrees to purchase Internet connections independent of OKLeX funding. Also, each agency takes possession of all equipment transferred to their agency and it is subject to internal audit processes. Finally, each

department or office is responsible for maintenance of all equipment after the contracted technical support expires.

An Invitation to Bid (ITB) was released by DCS on October 28, 2005. Bidding on Phase I of the project was limited to the top three computer equipment manufacturers: IBM, Dell and Hewlett Packard. The ITB should be evaluated and a vendor selected in early 2006. Phase I is expected to be complete by December 2006.

An RFP for Phase II is currently being drafted.

Homeland Security Operations Center

Information sharing also takes place between the state and federal government. The Oklahoma Office of Homeland Security provides intelligence information to DHS through the Homeland Security Operations Center (HSOC). The HSOC was created in 2004 to serve as the “primary, national-level nerve center for real-time threat monitoring, domestic incident management and vertical and horizontal information sharing efforts.”⁵⁴ The HSOC operates 24 hours a day, seven days a week, 365 days a year providing “real-time interactive connectivity information to Governors, Homeland Security Advisors, law enforcement partners and critical infrastructure operators in all 50 states.”⁵⁵ More than 35 federal, state and local agencies comprise the HSOC including:

- | | |
|--|--|
| <input type="checkbox"/> Alcohol, Tobacco and Firearms | <input type="checkbox"/> Central Intelligence Agency |
| <input type="checkbox"/> Customs and Border Protection | <input type="checkbox"/> DC Metropolitan Police Department |
| <input type="checkbox"/> DHS Public Affairs | <input type="checkbox"/> Defense Intelligence Agency |
| <input type="checkbox"/> Department of Defense | <input type="checkbox"/> Department of Energy |
| <input type="checkbox"/> Department of Health and Human Services | <input type="checkbox"/> Department of Interior |
| <input type="checkbox"/> Department of State | <input type="checkbox"/> Department of Transportation |
| <input type="checkbox"/> Department of Veterans Affairs | <input type="checkbox"/> Drug Enforcement Agency |
| <input type="checkbox"/> Environmental Protection Agency | <input type="checkbox"/> Federal Air Marshal Service |

⁵⁴ United States, Department of Homeland Security, “New Homeland Security Operations Center Serves as Primary Hub for Information Sharing and Domestic Incident Management” 8 Jul. 2004, 13 Oct. 2005, < <http://www.dhs.gov/dhspublic/display?theme=43&content=3811>>.

⁵⁵ “New Homeland Security Operations Center Serves as Primary Hub for Information Sharing and Domestic Incident Management”

- | | |
|---|--|
| <input type="checkbox"/> Federal Bureau of Investigation | <input type="checkbox"/> Federal Emergency Management Agency |
| <input type="checkbox"/> Federal Protective Service | <input type="checkbox"/> Geo-spatial Mapping Office |
| <input type="checkbox"/> Immigration and Customs Enforcement | <input type="checkbox"/> Information Analysis Office |
| <input type="checkbox"/> Infrastructure Protection Office | <input type="checkbox"/> Los Angeles Police Department |
| <input type="checkbox"/> National Capitol Region | <input type="checkbox"/> National Geospatial Intelligence Agency |
| <input type="checkbox"/> NOAA | <input type="checkbox"/> National Security Agency |
| <input type="checkbox"/> New York Police Department | <input type="checkbox"/> Postal Inspection Service |
| <input type="checkbox"/> State and Local Coordination Office | <input type="checkbox"/> Science and Technology Directorate |
| <input type="checkbox"/> Transportation Security Administration | <input type="checkbox"/> United State Coast Guard |
| <input type="checkbox"/> United States Secret Service | |

The HSOC collects information on a daily basis from a variety of sources. Hundreds of calls are also received at the operations center and more than 20 cases are investigated each day. When there is a need to disseminate information to its partners the Homeland Security Information Network (HSIN) is utilized. HSIN is an internet-based communication tool that provides real-time information through an encrypted and secure network. In addition, the HSIN has a critical infrastructure network (HSIN-CI) designed to communicate with the owners and operators of critical infrastructure sites – a vast majority of which are privately owned. Finally, when the Homeland Security Advisory System (HSAS) is elevated – as was the case with the London Terrorist Attacks on July 7, 2005 – the HSOC advises state and local partners regarding increased security measures.

OKOHS contributes information to the HSOC on an as-needed basis. For example, a student at the University of Oklahoma was killed after an explosive device in his possession detonated. The Oklahoma Homeland Security Director alerted the HSOC after the incident occurred and kept federal homeland security officials informed as the investigation into the incident continued. HSOC tracked the situation and posted pertinent information on the HSIN.

OKOHS monitors the HSIN on a daily basis.



Oklahoma Homeland Security Strategy

GOAL EIGHT

Develop a comprehensive statewide public information and awareness plan

OKOHS Web site

With assistance from OK.gov, Oklahoma's official Web portal, OKOHS expanded and enhanced its Web site to further assist subgrantees as well as the general public. A number of changes were made including the addition of a search field (a user can search the OKOHS site as well as the OK.gov site). An organization name was included as a field on the "contact us" page and the "grant info" page has been modified to make the layout consistent with the "news" page. Additionally, a new grant forms tab was added to the "grant info" page to organize in a single location all the forms OKOHS requires subgrantees to submit.

Future changes to the Web site include adding another search engine that allows the public to sort OKOHS subgrantees, an electronic newsletter sign-up and a number of changes to the training page to improve functionality. In 2006, OKOHS plans to adapt the layout of its site to be consistent with OK.gov's design thus providing uniformity – in look and layout – between Oklahoma's Official Web site and the OKOHS Web site.

Crisis Communication Plan

ODP began piloting a Public Information Plan Development and Review Technical Assistance (TA) Program in 2005. The City of Chicago; Clark County, NV; State of California and the State of Oklahoma agreed to aid in the development of the TA. Through the development of a crisis communication plan for OKOHS, ODP will receive input from state officials on the TA that was provided then determine if the service is sufficient or requires modification before being offered nationwide. Both OKOHS and ODP will directly benefit from piloting this TA service.

OKOHS requested the technical assistance in November 2004 and by February Community Research Associates (CRA), Inc. came to Oklahoma for an initial planning meeting. Representatives from CRA and OKOHS developed a list of goals to accomplish through the TA including: crisis communication plan development, making changes to the existing state crisis communication plan (if necessary) and conduct a full-scale exercise of the JIC with OKOHS stakeholders (i.e. OEM, OSDH, Ag, Governor's Office, etc.). Thus far, a crisis communication plan has been drafted specifically for OKOHS and is being vetted by the Director and other staff.

CRA is also drafting JIC Standard Operating Procedures (SOP) at the request of OKOHS. OEM will have an opportunity to review the JIC SOP, provide feedback and once finalized can choose to adopt it as their own.

Public Information Campaign

National Preparedness Month is a nationwide campaign “held in September to encourage Americans to prepare for emergencies in their homes, businesses and schools. The goal of National Preparedness Month is to increase public awareness about the importance of preparing for emergencies and to encourage individuals to take action.”⁵⁶ OKOHS utilized this DHS initiative as an opportunity to promote the office and its programs on a larger scale.

The initial National Preparedness Month took place in September 2004. Together with the other 49 states and six territories, OKOHS joined the National Preparedness Month Coalition – a group that included more than 80 organizations. DHS notified OKOHS of their campaign a few months prior to September, therefore planning time was limited. Governor Brad Henry issued a proclamation declaring September 2004 National Preparedness Month in Oklahoma and OKOHS hosted a press conference with the Governor at the Capitol to encourage Oklahoman’s to prepare for all emergencies, both manmade and natural. Although limited activities took place last year, OKOHS recognized the incredible outreach potential through National Preparedness Month and began brainstorming in February.

In May 2005, DHS Secretary Michael Chertoff sent a letter to Governor Henry asking for his “renewed commitment to this important issue.” Once notified of the Governor’s interest in participating again in 2005, OKOHS immediately began tackling a number of the ideas conceived earlier in the year.

First, OKOHS requested a proclamation declaring September 2005 National Preparedness Month in Oklahoma and the Governor was accommodating. OKOHS also created the Oklahoma National Preparedness Month Coalition similar to the national coalition that consisted of nearly

⁵⁶ United States, Department of Homeland Security, “Homeland Security and American Red Cross Co-Sponsor National Preparedness Month 2005,” 9 Jun. 2005, 17 Oct. 2005, <<http://www.dhs.gov/dhspublic/display?content=4538>>.

200 national organizations. OKOHS invited a variety of public and private sector organizations from across the state to be part of the coalition and encouraged each business, association or organization to disseminate emergency preparedness information to their stakeholders. The following agreed to be a 2005 Oklahoma National Preparedness Month Coalition Partner:

- Community Services for the Deaf
- Devon Energy
- East Central University
- INTEGRIS Health
- Kerr McGee
- Memorial Institute for the Prevention of Terrorism (MIPT)
- Midwest City Emergency Management
- Nordam Group
- Norman, City of
- Oklahoma Association of Chiefs of Police
- Oklahoma City National Memorial and Museum
- Oklahoma Department of Emergency Management (OEM)
- Oklahoma Redhawks Baseball Club
- Oklahoma State Department of Health (OSDH)
- Oklahoma State Regents for Higher Education
- Oklahoma Trucking Association
- Shawnee Mills
- The State Chamber
- United States Attorney's Office (Western District)
- Ponca City Emergency Management

Each group or agency participated in National Preparedness Month by hosting activities appropriate for their organization. For example, Midwest City Emergency Management asked the Mayor to issue a proclamation similar to the Governor's. MIPT – in cooperation with OKOHS – hosted a Business Continuity Forum. The 100 largest businesses in the state were invited to discuss the tools available to assist them in developing disaster recovery plans. OEM

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and the National Weather Service promoted the importance of Safe Rooms at an event in Tulsa. Devon Energy distributed preparedness materials to employees throughout the month, provided CPR/AED training, issued a revised emergency response plan and conducted an emergency drill. The Heart of Oklahoma Chapter of the American Red Cross partnered with Norman Emergency Management to distribute preparedness information.

OKOHS also partnered with KWTW-TV in Oklahoma City to promote National Preparedness Month. KWTW news staff agreed to produce and air a story on preparedness every Monday throughout the month. Each week would highlight one of the themes of the ready campaign: get an emergency kit, make a plan, be informed and volunteer. Hurricane Katrina shifted the focus of the coverage from individual preparedness to how the state is pre-planning for major disasters.

OKOHS already planned to promote individual preparedness at several events in September; the importance of those efforts increased dramatically in wake of Hurricane Katrina. The storm hit the Gulf Coast August 29, 2005 leaving more than 1.5 million people in Louisiana displaced,⁵⁷ in Mississippi, more than 430,000 households registered for FEMA assistance⁵⁸ and FEMA has provided more than \$101 million in total disaster assistance to individuals and families in Alabama, alone.⁵⁹ A disaster of this magnitude reiterates of the importance of being prepared for any emergency.

One of those scheduled events was to distribute preparedness information at the Redhawks baseball game on September 2, 2005. That night the Oklahoma Redhawks Baseball Club offered free tickets to anyone who donated bottled water for Hurricane Katrina. Working with the Redhawks for National Preparedness Month was a logical fit for OKOHS after Minor League Baseball announced it was teaming up with the DHS for the third consecutive year to promote emergency preparedness.⁶⁰ The American Red Cross of Central Oklahoma partnered with

⁵⁷ United States, State of Louisiana, "Governor Blanco creates Louisiana Recovery Authority," 17 Oct. 2005, 18 Oct. 2005, <<http://www.gov.state.la.us/index.cfm?md=pagebuilder&tmp=home&navID=28&cpID=87&cfmID=0&catID=0>>.

⁵⁸ United States, State of Mississippi, "Katrina Special Session Speech," 27 Sept. 2005, 18 Oct. 2005, <<http://www.governorbarbour.com/KatrinaSpeech.htm>>.

⁵⁹ United States, State of Alabama, "FEMA Assistance to Individuals Tops \$100 Million," 18 Oct. 2005, <<http://207.157.116.10/Main-Press%20Release1.htm>>.

⁶⁰ United States, Department of Homeland Security, Department of Homeland Security and Minor League Baseball Team Up to Promote Emergency Preparedness, Third Season of Nationwide Effort to Encourage Fans to Take Steps to Prepare, (Washington, D.C. Press Office 14 Apr. 2005).

OKOHS for this event by displaying their Emergency Response Vehicle outside the ballpark as well as distributing American Red Cross preparedness information.

This year, OKOHS participated in the Oklahoma State Fair's education program September 20-22, 2005. The program is modeled after the "Agriculture in the Classroom" curriculum and is offered free to public and home school students. When students, teachers and parents arrived at the fair they were given an orientation outlining the activities planned that day, introducing them to their tour guide and emphasizing the plan for inclement weather. OKOHS then reminded the students as well as their teachers and parents that September is National Preparedness Month and they should be prepared by having an emergency kit, making a plan and being informed. The session may have been brief but it was viewed as an incredible opportunity to reach hundreds of children from across the state with a message that hopefully left an impression.

OKOHS – in conjunction with OEM and OSDH – developed and designed a preparedness guide to be inserted in newspapers across the state. The "family readiness guide" had been in development for two years with each agency contributing information relevant to their area of expertise. A plethora of resources were provided in the guide including phone numbers and Web sites for state agencies, federal departments and volunteer services. The guide was placed in more than 720,000 newspapers across the state from the Daily Oklahoman to the Tulsa World, from Guymon to Tahlequah. A number of Oklahomans have contacted OKOHS for additional inserts to distribute locally. This simple way to reach the general public with a preparedness message proved worthwhile for each agency involved.

Oklahoma Response to Terrorism Conference 2005

The Oklahoma Response to Terrorism conference provides a forum for responders to network in an environment that is casual and stress-free, to discuss ideas, best practices and share lessons learned. Although many Oklahoma responders were involved at various times in Hurricane Katrina recovery efforts, hundreds were still able to attend the third annual Oklahoma Response to Terrorism Conference, September 28 – 30, 2005.

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The conference planning committee wanted attendees to leave the conference with ideas and programs they could implement locally. Speakers were brought in from across the state and country to give presentations on issues currently relevant – from domestic terrorism to avian flu, from suicide bombers to agroterrorism. OKOHS staff also had a breakout session at the conference, which was used to update attendees on a number of state homeland security areas including training, grants and interoperable communication.

This year's conference concluded with a scenario driven panel discussion. Subject matter experts with backgrounds in Emergency Management, Health, Fire and FEMA participated in a stimulating dialogue with local responders. The intention was to have a thought provoking discussion on evolving homeland security issues allowing local responders to better understand the perspectives of other disciplines during an emergency – whether natural or man-made.

OKOHS extended an invitation to Tim Beres – the Director of Preparedness Programs at ODP – to be the final speaker at the conference. His schedule was accommodating and he briefed the audience on several DHS programs.

OKOHS Speaking Engagements

OKOHS also utilizes speaking requests as an opportunity to reach out to the public and inform Oklahomans about homeland security projects and initiatives in their state. The Oklahoma Homeland Security Director and/or his staff spoke to numerous groups in 2005 including:

- 45th Field Artillery – St. Barbara's
- American Red Cross
- American Society of Industrial Security
- Bioterrorism and EMS: Meeting the Challenges of the 21st Century
- CareerTech Summer Conference 2005
- Central Area Emergency Management Conference
- Choctaw Chamber of Commerce
- Civil Air Patrol Conference
- Council of Governments Annual Conference

- Daily Oklahoman Safety Committee
- Enid Rotary Club
- Executive Women International (Oklahoma City Chapter)
- Green County Fire Chief's Meeting
- Industrial Security Awareness Council
- International Visitor Leadership Program
- Kiwanis Club
- Memorial Institute for the Prevention of Terrorism – Business Forum
- Northwest Chamber of Commerce
- Oklahoma Association of Fairs and Festivals
- Oklahoma Association of Healthcare Engineers
- Oklahoma City Engineering Club
- Oklahoma Emergency Management Conference
- Oklahoma Fire Chiefs Association
- Oklahoma Municipal Clerks and Treasurers Institute
- Oklahoma Response to Terrorism Conference
- Oklahoma State University Athletic Council
- Public Safety Conference 2005
- Sapulpa Joint Civic Luncheon
- Society of Human Resource Management
- Southeast Sheriff's Association
- Southwest Center for Public Health Preparedness
- Tahlequah and Cherokee County Emergency Management
- United Way of Oklahoma City
- Western Oklahoma Bankers Association

OKOHS is committed to keeping the public informed about Oklahoma homeland security efforts and will continue to honor speaking requests – from large and small groups – across Oklahoma in 2006.



Oklahoma Homeland Security Strategy

GOAL NINE

*Establish a policy infrastructure for
coordination of homeland security efforts in
the state of Oklahoma*

After Hurricane Katrina devastated the Gulf Coast, FEMA came under fire. In the weeks following the disaster, the former director of FEMA and the governor of Louisiana both testified before Congress about the events that transpired in the storm's aftermath. As Congress probes into the federal government's response to the hurricane, critics who oppose the placement of FEMA under DHS are calling for the agency be removed – arguing that the response to Katrina would have been more streamlined and successful if FEMA was a separate agency. This debate will continue as further investigation into the Katrina response ensues.

In Oklahoma, Emergency Management is separate from Homeland Security and there is no question regarding each agency's function as Governor Henry defined each role in Executive Order 2005 – 6.⁶¹ The executive order states, “in an attempt to alleviate any confusion, the Oklahoma Homeland Security Director shall be the single point of contact for all homeland security efforts within the State of Oklahoma and the Oklahoma Emergency Management Director shall be the single point of contact for all natural disasters within the State of Oklahoma. The Oklahoma Emergency Management Director shall report directly to the Oklahoma Homeland Security Director on all matters related to homeland security efforts.”⁶² Although there may be some duplication in training and exercising duties, OKOHS and OEM work together in those areas for the betterment of the state. The previously mentioned NIMS Consortium is a prime example of the collaborative efforts between the two offices.

The President said in a September speech that, “Americans have every right to expect a more effective response in a time of emergency. When the federal government fails to meet such an obligation, I, as President, am responsible for the problem, and the solution.”⁶³ President Bush has ordered a comprehensive review of the government's response and is prepared to make necessary changes. While restructuring may be imminent within the federal government, Oklahoma is fortunate that the Homeland Security Office and the Department of Emergency Management have defined roles and an excellent working relationship.

⁶¹ Executive Order 2005 – 6 can be found in Appendix C.

⁶² United States, Oklahoma Secretary of State, Executive Order 2005 – 6 (Oklahoma City: Governor Brad Henry, March 2005).

⁶³ United States, The White House, “President Discusses Hurricane Relief in Address to the Nation,” 15 Sept. 2005, 21 Oct. 2005
<<http://www.whitehouse.gov/news/releases/2005/09/print/20050915-8.html>>.

Oklahoma Homeland Security Regional Advisory Councils

The Oklahoma Homeland Security Regional Advisory Councils have been meeting regularly for more than a year. Although organized in Fall 2003, the councils were formally established in law with the passage of the Homeland Security Act of 2004. Each of Oklahoma's eight Regional Councils are tasked with the following:

- Assessing and documenting the needs of the region related to Homeland Security
- Coordinating and cooperating with the Oklahoma Office of Homeland Security to achieve the strategic objectives prescribed in this act
- Other duties and responsibilities as determined by the Oklahoma Homeland Security Director⁶⁴

Council members serve as a direct link between the local responders and the state. They are the voice for their discipline and their community and they have proven to be a valuable resource for the Homeland Security Director. For example, after OKOHS was notified that Oklahoma would be receiving a grant award in FY 05 council members were asked to give OKOHS their top priorities on how the funds should be obligated. There was some difference of opinion between the eight councils, however the overwhelming response was that the locals need better communications equipment along with assistance for planning, training and exercising. OKOHS and Governor Henry set the FY 05 priorities accordingly.

Generally speaking, council members have been receptive of their appointment and have served willingly. There are a few cases, however, where attendance at the required quarterly meetings has been sporadic, at best. In an attempt to resolve this ongoing problem, OKOHS asked Senator Charles Wyrick, Chair of the Senate Homeland Security and Public Safety Committee, to author a bill amending the meeting requirements and the base membership. Sen. Wyrick introduced Senate Bill 14,⁶⁵ which reduced the quarterly meetings to biannual and added a Council of Government (COG) representative to each council. The measure passed both the House and Senate unanimously and it was signed into law June 6, 2005.

⁶⁴ Oklahoma Homeland Security Act of 2004, 6.

⁶⁵ SB 14, amending Section 4, Chapter 157, O.S.L 2004 (74 O.S. Supp. 2004, Section 51.3) can be found in Appendix C.

In addition to SB 14, OKOHS requested two other bills during the 50th Legislature – SB’s 8 and 28 – each authored by Sen. Wyrick. SB 8 allows the Homeland Security Director to purchase “food, lodging and other authorized expenses necessary to host, conduct, sponsor, or participate in homeland security related conferences, meetings, workshops, seminars, exercises or training sessions.”⁶⁶ Both Houses passed the bill unanimously and it was signed into law June 5, 2005.

OKOHS’ most controversial bill was SB 28 – requesting exemptions from the Oklahoma Open Records Act. Although the Oklahoma Press Association was openly against the bill, an editorial in the Daily Oklahoman stated, “Of all state agencies, Homeland Security perhaps has the most legitimate claim to keep some of its activities out of the public eye.”⁶⁷ The primary reason for requesting Open Records exemptions was to ensure OKOHS meets its DHS obligations. For example, OKOHS is required to aid in the development of deterrence plans for critical infrastructure sites within the state. A vast majority of those sites (roughly 80% nationwide) are privately owned and those business owners are reluctant to provide OKOHS with proprietary information due to open records concerns.

After much debate in the media, SB 28 was signed into law June 7, 2005. Although OKOHS can now keep certain information confidential, all OKOHS financial records including those records relating to federal grants administered by OKOHS, records relating to the receipt and expenditure of public funds or records related to the financial performance or financial administration of OKOHS are open to the public.⁶⁸

Sustaining Oklahoma Homeland Security Efforts

It is a continuing concern of OKOHS that in the future, federal funding will be drastically cut or no longer obligated to Oklahoma for homeland security efforts. In the months following 9/11, Oklahoma began receiving domestic preparedness funding. Even then – as the country was reeling from the attacks – the perception by those administering the funding in Oklahoma was

⁶⁶ SB 8, amending 74 O.S. 2001, Section 500.2 can be found in Appendix C.

⁶⁷ “Volume of bills is staggering,” *Daily Oklahoman*, Jan. 2005.

⁶⁸ SB 28 can be found in Appendix C.

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that the money might one day run out. The question immediately became, “how does the state spend this funding in a way that guarantees every dollar goes as far as it can?”

The answer is “big picture” projects. Establishing statewide response systems, communications systems, even information sharing networks create a foundation that will benefit the state long term. If and when the funding drastically decreases or even ceases, the groundwork will be laid and the state will have something to show for what it has received financially. For that reason it is crucial that the state finish those projects already underway as well as indentify a funding source for sustenance.

On October 18, 2005, President Bush signed the “Department of Homeland Security Appropriations Act, 2006” (H.R. 2360) boosting DHS’ budget 4.7% from 2005.⁶⁹ The budget for Preparedness and Recovery – the money received by the SAA – has been cut by roughly 10% compared to 2005. According to this year’s appropriations bill, \$750 million is earmarked for the State Homeland Security Grant Program compared to more than \$1 billion last year. And in FY 05 \$885 million was obligated for grants to high-threat, high-density urban areas such as Oklahoma City. This year that funding has been reduced to \$850 million.

Under pressure from Congress to award federal homeland security funds based entirely on risk and need, DHS altered the FY 06 application process. In past years, each state received a base award of .75% with the remaining funding distribution based on population. In FY 06 it will be a competitive grant program with each state still receiving a base award of .75% but the remaining funding will be awarded to states based on risk and need. As a condition of receiving funding, all SAAs are required to conduct a statewide capability review. That capability review will be used to complete an investment justification which will then be used by DHS to determine the amount of funding – if any – OKOHS receives in addition to the base award.

Because of this, it is critical that OKOHS utilize DHS grant funds to complete current homeland security projects while other state and federal funding sources are leveraged to sustain those programs.

⁶⁹ United States, Department of Homeland Security, “DHS Receives \$2.4 Billion Increase for 2006 Appropriations,” 18 Oct. 2005, 24 Oct. 2005, <<http://www.dhs.gov/dhspublic/display?content=4894>>.



Oklahoma Homeland Security Strategy

GOAL TEN

Develop prevention strategies to reduce the vulnerability of critical assets

In 2005, OKOHS increased security measures at numerous critical sites across the state through two grant programs: the Buffer Zone Protection Program (BZPP) and Law Enforcement Terrorism Prevention (LETP) funding.

Buffer Zone Protection Program

The Buffer Zone Protection Program (BZPP) provides targeted funding through states to local jurisdictions to purchase equipment that will extend the zone of protection beyond the gates of critical facilities such as chemical facilities, dams, and nuclear plants.⁷⁰ The federal government – with state input – identifies the sites in each state that qualify as “critical infrastructure;” that information is then provided to the state who is tasked with working with local law enforcement officials to create the BZPP. More specifically the program accomplishes the following:

- Defines the buffer zone outside the security perimeter of a critical infrastructure facility
- Identifies specific threats and vulnerabilities associated with the buffer zone
- Analyzes and categorizes the level of risk associated with each vulnerability
- Recommends corrective measures within a buffer zone that will reduce the risk of a successful terrorist attack⁷¹

In FY '05, DHS obligated \$91.3 million to the states for BZPP. As previously stated, a vast majority of the critical infrastructure in the United States is privately owned, yet federal homeland security funding cannot be awarded to private sector entities. This is why DHS recognized the SAA as, “the administrator of FY 05 BZPP funds.”⁷² A partnership must be cultivated between the SAA, the jurisdiction(s) responsible for the identified critical infrastructure site (i.e. the local police department or sheriff’s office) and the site itself in order to accomplish the program’s objectives.

The first step in the BZPP is to conduct a site vulnerability assessment. This assessment will be used by the local law enforcement agency to develop a Buffer Zone Plan (BZP), which identifies

⁷⁰ United States, Department of Homeland Security, Department of Homeland Security announces \$91.3 Million in Buffer Zone Protection Program Grants, 2 Mar. 2005,

⁷¹ United States, Office for Domestic Preparedness, ODP Information Bulletin No. 132, (Washington, D.C., 1 Sept. 2004), 6.

⁷² United States, Department of Homeland Security, Fiscal Year 2005 Buffer Zone Protection Program, Program Guidelines and Application Kit, 1.

the required training, information, equipment, resources and recommended buffer zone protective measures necessary to address any potential shortfalls in a site's security.⁷³ Next a Vulnerability Reduction Purchase Plan (VRPP) must be completed. The VRPP outlines the spending plan necessary to execute the BZPP. Both the BZPP and the VRPP are submitted to DHS, via the SAA, for review and approval. Once DHS approves the BZPP, the SAA may drawdown the funds from the U.S. Comptroller and pass them through to the local law enforcement agency tasked with implementing the BZPP.

The specific sites and locations are considered sensitive information, therefore, a list of Oklahoma sites will not be provided in this report. There are a number of critical sites within the state that will receive the benefits of FY 05 BZPP funding.

In the 2006 Homeland Security Appropriations Act, another \$50 million is earmarked specifically for buffer zone protection grants.

Local Target Hardening Project

More than \$5.6 million was obligated to OKOHS in FY 05 for LETP grants. LETP funds are earmarked specifically for law enforcement agencies to enhance their capabilities for detecting, deterring, disrupting and preventing acts of terrorism.⁷⁴ In the grant guidance there are a number of suggested uses for the funding including "Target Hardening to Reduce Vulnerability," a grant program that allows local law enforcement to purchase security equipment to make vulnerable targets in their community more resistant to attack.

Due to OKOHS's shift in focus in FY 05 from equipping to preventing, roughly \$2.6 million in LETP funding was obligated for local target hardening projects. Applications were posted to the OKOHS Web site and nearly one hundred law enforcement agencies from across the state applied to participate in the program. To apply, agencies were asked to include a list of sites within their jurisdiction they consider vulnerable to attack. After the applications were submitted, OKOHS requested the law enforcement representatives on each of the eight regional

⁷³ FY 2005 Buffer Zone Protection Program, Program Guidelines and Application Kit, 16.

⁷⁴ FY 2005 Homeland Security Grant Program, 74.

advisory councils review the list of specific sites and identify a manageable number of categories from the original submissions. The following nine categories were recommended as the most critical to a local community's ability to function after a disaster:

- Court Rooms (City or County)
- City Administration Buildings
- County Courthouses
- Fire Stations
- 911 Centers
- Police Stations/Sheriff's Offices
- Water Treatment Plants
- County Jails
- Communication Towers

To be eligible to receive FY 05 Target Hardening funds, law enforcement agencies that applied had to include a local site from one or more of the above categories in their application. Similar to the BZPP, eligible agencies must attend a training course and then conduct an assessment of the site and write a plan for improving security at the location to receive a subgrant. Those plans will be submitted to OKOHS and upon review, funds will be awarded to local law enforcement to purchase the equipment needed to harden the target.

Oklahoma Homeland Security Advisory System

The Homeland Security Advisory System (HSAS) was created in March of 2002 when the President issued Homeland Security Presidential Directive 3 (HSPD 3).⁷⁵ The directive called the advisory system a, "comprehensive and effective means to disseminate information regarding the risk of terrorist acts to Federal, State and local authorities and to the American people."⁷⁶ There are five threat conditions: Low (Green), Guarded (Blue), Elevated (Yellow), High (Orange) and Severe (Red). The higher the threat condition, the greater the risk of terrorist attacks although there is no guarantee at any given threat condition that an attack will not occur.⁷⁷

In 2005 the threat level was elevated only once, on July 7, 2005 after terrorists detonated bombs on three underground trains and one doubledecker bus during rush hour in London killing 52

⁷⁵ Homeland Security Presidential Directive – 3 (HSPD-3) can be found in Appendix D.

⁷⁶ United States, The White House, Homeland Security Presidential Directive (HSPD) 3 (Washington, D.C. 2002).

⁷⁷ HSPD-3.

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people.⁷⁸ According to Scotland Yard the attacks had the characteristics of an Al Qaeda operation. Although the bombings took place in Europe, the effects were felt in the United States and in Oklahoma.

Within hours of the attack, the Secretary of Homeland Security, Michael Chertoff, briefed state homeland security advisors on the situation in London. After the conference call with the Secretary, Oklahoma's Homeland Security Director updated the Governor with the latest information. The Director then called the Chiefs of Police in Oklahoma City and Tulsa – the communities with the largest public transportation systems – to inform them about the developing situation in London.

By mid-morning on July 7, DHS informed State Homeland Security Directors that the HSAS would be increased from yellow (elevated) to orange (high) for U.S. mass transit. The focus was primarily for two specific sectors: regional and intercity rail and intercity bus systems. The Governor and the Oklahoma Homeland Security Director determined that Oklahoma should raise its alert level for mass transit as well.

In conjunction with the Governor's Office, OKOHS issued a press release stating that the Oklahoma alert level was being raised from yellow to orange. All Oklahomans were urged to be vigilant and report anything unusual or out of place to their local authorities or the FBI. Thousands of Oklahomans were directly notified of the change in alert level via email or text message as a result of signing up for alert status notification through the OKOHS Web site. The OKOHS Web site notification was and continues to be a valuable tool for advising the general public and directing them to the appropriate place for factual information regarding the Oklahoma and National threat levels.

With no attacks in the United States and no credible information that an attack on U.S. mass transit was imminent, five weeks after the London bombings DHS lowered the alert level to "elevated." Oklahoma did the same.

⁷⁸ CNN, "2 London Bombers Visited Pakistan," 20 Jul. 2005, 26 Oct. 2005, <<http://www.cnn.com/2005/WORLD/europe/07/18/london.attacks/>>.

Since its inception, there have been complaints about the HSAS and the vague warnings that follow an increase in the threat level. In a report to Congress titled “Homeland Security Advisory System: Possible Issues for Congressional Oversight,” a number of issues with the HSAS are cited including: the vagueness of warning disseminated by the system; the system’s lack of protective measures recommended for state and local governments and the public; the perceived inadequacy of disseminating threats to state and local governments, the public and the private sector; and how best to coordinate HSAS with other existing warning systems.⁷⁹ In July, Secretary Chertoff issued his Second Stage Review – a study of DHS programs, policies, operations and structure. One of six new policy initiatives stemming from the review is better information sharing under which refining the HSAS is listed.⁸⁰ Although its effectiveness is under review, no changes to the HSAS have been made at this time.

Cyber Security

The Oklahoma Homeland Security Director relies on the Office of State Finance (OSF), the OSBI and the FBI’s Cyber Crimes Unit to keep current on virtual terror threats. An Oklahoma Highway Patrol Trooper is also tasked to OKOHS to focus on Cyber Security threats and other Cyber issues. Participating in monthly teleconferences with the Multi-State Information Sharing and Analysis Center (MS-ISAC) is one of the trooper’s responsibilities. The MS-ISAC’s mission is two fold: 1) to provide a focal point for gathering information on cyber threats to critical infrastructures and 2) two-way sharing of information on critical infrastructure, cyber incidents and threats.⁸¹ The monthly MS-ISAC teleconferences allow member states to discuss their Cyber Security readiness and resilience as well as exchange ideas. By devoting an individual full time to focus on Cyber issues, the Oklahoma Homeland Security Director is up to date on all threats facing Oklahoma and other states.

In 2005, the state began developing a system for state agency network administrators to report Cyber crimes to law enforcement. If the system is adopted, system administrators would report cyber incidents to their agency’s director and a pre-determined cyber security officer. The cyber

⁷⁹ CRS Report for Congress,

⁸⁰ United States, Department of Homeland Security, Homeland Security Secretary Michael Chertoff Announces Six-Point Agenda for Department of Homeland Security, 13 Jul. 2005, 31 Oct. 2005, <<http://www.dhs.gov/dhspublic/display?content=4598>>.

⁸¹ Multi-State Information Sharing and Analysis Center (MS-ISAC), Establishment of the Multi-State ISAC, 31 Oct. 2005, <http://www.escic.state.ny.us/msisac/about_msisac.htm>.

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security officer would then input data about the incident to a secure Web site. The information would then be forwarded to the OSBI and FBI to be investigated. OSF and the Oklahoma Computer Crimes Alliance (OCCA) will determine if the new system provides a sufficient avenue for reporting network attacks and other cyber crimes. Adoption of this system will be at the recommendation of OSF and OCCA.

For the second consecutive year DHS, in conjunction with the MS-ISAC and the National Cyber Security Alliance (NCSA), proclaimed October Cyber Security Awareness Month. The objective of Cyber Security Awareness Month was to arm citizens, businesses, schools and the government with the knowledge needed for a safe Internet experience as well as to promote overall cyber security preparedness. OKOHS requested a proclamation from Governor Henry declaring October Cyber Security Month and Oklahomans were encouraged to take several simple steps to ensure their time online is safe and secure.



Oklahoma Homeland Security Strategy

GOAL ELEVEN

*Enhance and expand Oklahoma Citizen
Corps programs*

After September 11, 2001, President Bush called on Americans to continue giving back to their communities with the same spirit and enthusiasm as in the days and weeks following the attacks. During his 2002 State of the Union address he announced the creation of USA Freedom Corps; a coordinating entity in the White House charged with promoting a culture of service, citizenship, and responsibility in America.⁸² A central component of USA Freedom Corps is Citizen Corps. Through Citizen Corps, Americans are not only encouraged to volunteer but also to better prepare their families for emergencies.

The mission of Citizen Corps is, “to harness the power of every individual through personal responsibility, training and volunteer service to make communities safer, stronger and better prepared to respond to emergencies and disasters of all kinds.”⁸³ There are a number of different programs under the Citizen Corps umbrella including: Community Emergency Response Teams (CERT), Volunteers in Police Service (VIPS) and the MRC. The Citizen Corps mission is accomplished through councils established at the local, state and tribal levels of government. The councils work with local first responders, government officials and volunteer groups to implement the various citizen corps programs.

In Oklahoma there is one state, three tribal, 26 county and 36 local Citizen Corps Councils. Although DHS coordinates and manages Citizens Corps at the federal level, OEM is the Citizen Corps point of contact within Oklahoma.

Despite the fact that Oklahoma’s Citizen Corps funding was cut drastically between FY 04 and FY 05, a number of key programs continue to flourish.

Medical Reserve Corps

The Medical Reserve Corps (MRC) provides an opportunity for those with a medical or public health background to donate their time and expertise to their community. MRC volunteers are

⁸² United States, USA Freedom Corps, “Overview,” 2 Nov. 2005, <http://www.usafreedomcorps.gov/content/about_usafc/overview/index.asp>.

⁸³ Citizen Corps Opportunities for America, (FEMA, August 2003).

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available to supplement existing emergency and public health resources during an emergency but also to promote healthy living throughout the year.⁸⁴

The Emergency Medical Service Authority (EMSA) manages the Oklahoma MRC working closely with the Oklahoma State Department of Health and the Oklahoma Department of Emergency Management to coordinate the program. The following information was obtained from EMSA for inclusion in this report:

- January 2005: There were 140 MRC volunteers in the state database and monthly meetings were taking place in Tulsa, Chickasha and Lawton.
- February 2005: The MRC Web site, www.okcmrc.org, was up and running a month later. Marketing of the Oklahoma MRC began with commercials airing on television and radio.
- March 2005: The Oklahoma MRC was officially unveiled during a press conference at the Capitol. Officials from OSDH, OEM and OKOHS were there to highlight the advantages of the program with respect to their particular fields. The number of MRC volunteers increased to 672.
- April 2005: Monthly meetings began in Oklahoma City and officials from the Oklahoma MRC were asked to present at the National MRC conference.
- July 2005: Oklahoma MRC volunteers participated in OSDH's SNS exercise in Tulsa, Oklahoma City and Lawton. A MRC Educator was hired and began conducting monthly training across the state. Total number of MRC volunteers statewide is up to 1,103.

⁸⁴ United States, Office of the Surgeon General, [About the Medical Reserve Corps](http://www.medicalreservecorps.gov/page.cfm?pageID=5), 2 Nov. 2005 <
<http://www.medicalreservecorps.gov/page.cfm?pageID=5>>.

- August 2005: All Oklahoma homeland security regions are represented on the National MRC Web site. Multiple cities in each region conduct monthly or bi-monthly MRC meetings.
- September 2005: More than 500 Oklahoma MRC volunteers responded to the aftermath of Hurricane Katrina – 31 of those were deployed for two-weeks in Louisiana. In Oklahoma, MRC volunteers staffed the medical clinic at Camp Gruber (where Gulf Coast evacuees were housed), staffed the Falls Creek operation (where additional evacuees were expected), assisted the Lawton and Tulsa American Red Cross chapters with medical needs, assisted with National Disaster Management System (NDMS) patient transfers and manned a centralized MRC phone bank that was active for 29 days and received more than 3,000 calls.
- October 2005: Total number of volunteers is up to 2,395.
- November 2005: Total number of volunteers exceeds 2,600.

The Oklahoma MRC will continue actively recruiting volunteers in 2006 as well as training those who have already signed up to participate in the program.

Community Emergency Response Team

Community Emergency Response Teams (CERT) are comprised of citizens who are trained to be better prepared to respond to emergency situations in their communities.⁸⁵ CERT members do not act as first responders during an emergency nor should members interfere with responders as they perform their duties. CERT training enables members to augment responders by providing critical support to their family, loved ones, neighbors or associates in their immediate area until help arrives.

⁸⁵ United States, Department of Homeland Security, Programs and Partners, Community Emergency Response Teams, 3 Nov. 2005, <<http://www.citizen corps.gov/programs/cert.shtm>>.

OEM manages and coordinates CERT training in Oklahoma. Currently, there are 29 CERTs across the state.⁸⁶ Members include retired police officers and firefighters, City officials, county employees, college and public school employees as well as paramedics and emergency management personnel.

⁸⁶ United States, Emergency Management Institute, "Directory of Community Emergency Response Team Programs by State." 30 Jan. 2006 <<http://training.fema.gov/emiweb/CERT/dir.asp>>.