

How will a catastrophic terrorist attack on the nation's Capitol impact a medium-sized urban California law enforcement agency by 2008?

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This Command College project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future; creating it, constraining it, adapting to it. A futures study points the way.

The view and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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## CHAPTER ONE

### Issue Identification

#### *Introduction*

On September 11, 2001 the American understanding and comprehension of terrorism changed forever. A concerted effort was made by the Al Qaeda terror network to strike at the heart of American world dominance. The World Trade Towers were struck in a one-two punch as the symbol of the American economy and culture. A third strike at the Pentagon, the symbol and headquarters of the American military machine, was a glancing blow that killed many, yet sent a specific message of military vulnerability. A fourth strike, believed by many to have been aimed at the White House or the nation's Capitol in Washington D.C., failed because of the heroic efforts of ordinary American citizens. Only through good fortune and heroic action was a potentially catastrophic attack on the nation's Capitol averted.

As noted by Taylor (2002), this was not America's first experience as the target of terrorists.

The same World Trade Center had been targeted in 1993 by Islamic terrorists, but the results had been negligible. The worst of such acts on American soil came in 1995 at the hands of a homegrown terrorist whose hatred for the government led to the bombing of the federal

building in Oklahoma City. The blast killed 168 people—19 of them children.

The attacks of September 11<sup>th</sup> were much different than other attacks in America. It was terror on a frighteningly well-planned, larger scale, carried out by nineteen men from the Middle East whose hatred of the United States drove them to the most appalling suicide mission the world had ever witnessed (p. 6).

The attacks, while localized to three buildings and a destroyed airliner in an open field, were felt around the world. Up to this point, Americans had felt themselves to be fairly impervious to international terrorism. While many families were hurt by terrorist attacks on American interests abroad, including the attacks on the USS Cole, the Marine barracks in Beirut, and the embassy attacks in Kenya and Tanzania, the full impact of terrorism did not reach the soul of America until September 11, 2001. This day forever changed the way Americans view terrorism and greatly reinforced the necessity of preparing for other attacks.

### Terrorism Defined

Scholars have offered numerous definitions of terrorism. Sociologically it is seen as a practice of creating intense fear or suffering to create political change. The acts of terrorism are carried out without humanitarian restraint or rules. Terrorism often involves individual acts of violence deliberately

intended to create a psychological effect on certain people (see appendix A for additional information).

For the purposes of this project, terrorism is an act of violence or sabotage designed to shake the faith of ordinary citizens in their government and its representatives through unconventional acts without humanitarian restraints or rules.

### Terrorist Goals

Through the act of terrorizing, terrorists seek to fulfill one or more goals to further their cause, political agenda, or religious beliefs. According to Berry, a noted expert on Asian security issues, the goals of terrorists are to weaken a hated political authority viewed as having illegitimate policies or rule. The main tool of terrorists is the threat and use of violence. Their actions are more like crime than war in that their actions are often on a smaller scale than war and are investigated by police.

The focus of terrorist groups is usually a political authority; however, their targets are often innocent civilians. Civilians are viewed as an easy target that produces more dramatic results. Through attacks, terrorists seek to show the political authority they target are unable to protect their citizens, protect symbols of their authority, or society's institutions, infrastructure, or officials. Terrorist efforts also seek to destabilize governments by showing the inability of the government to remove the threat of terrorism or maintain peaceful conditions in society.

According to Berry (2002), terrorists seek to produce these effects by attacking government assets and officials, economic institutions such as banks or brokerages, business assets and officials, public monuments, civilian gathering points, public infrastructure such as water and power supplies, sources of communication, and computer networks.

Considerations in the selection of targets include the degree of surprise in the attack and the resulting panic and paralysis; the drama of the attack causing awe and fixation; the availability of the media to publicize the attack, causing lingering effects; the magnitude of the attack, enhancing the terrorists' power; and the ability to repeat the attacks, leading to endemic insecurity.

According to Berry, more than 400 acts of terrorism were perpetrated in 2000. The U.S. State Department lists those attacks in six categories:

1. Bombing - 273
2. Arson - 9
3. Firebombing - 10
4. Kidnapping - 55
5. Armed attack - 68
6. Other - 8 (Berry, N., 2002).

Based upon the history of terrorism and the types of religious fanaticism fueling most of the terror groups in the world today, it is highly unlikely that terrorist organizations will refrain from striking out at western

countries, especially the United States of America. History has shown terror groups continually seek ways to enhance the impact of their acts, bringing recognition and support to their cause. The bigger, the bolder, the more death and destruction, the better to gain publicity and notoriety.

### History of Terrorism

The earliest recorded incidents of terrorist activities were in the first century when the Zealots drove the Roman occupiers out of Jerusalem and began murdering and terrorizing Jewish collaborators of the Romans. Fanaticism is a typical trait of people involved in terrorist activity (see appendix B for additional information).

Hassan Ben Sabbah led a group with its own interpretation of the Koran around 1060 A.D. When Hassan was unsuccessful at convincing the two main Muslim sects to follow his version of Islam, he embarked on a terror campaign against rival leaders. According to Krystyniak (2002):

Hassan Ben Sabbah has been credited with conditioning and organizing a band of fearless political killers willing to lay their lives down in the struggle for dominance, said Roth. These individuals were selected for their lower than average intellects, and were known as the "fedai", or Fedayeen, which translates to "Men of Sacrifice." Middle Eastern revolutionaries today call themselves Fedayeen. As then, many are apparently convinced that their reward for dying for their beliefs is automatic entry into paradise (p. 2).

## Statement of the Issue

As seen in the preceding information on the history of terrorism, terrorist organizations are very resourceful, creative, and dedicated. They often lack significant funding in comparison with those they struggle against. Lack of funding does not deter them; they merely find ways to work around obstacles and to meet their objectives. Terrorists conceived the idea of using devout followers, laden with explosives, as sacrificial lambs to walk explosives into target areas turning themselves into precision-guided human bombs. They also use vehicles for the same purpose, giving the terror group even greater opportunity to move larger bombs into positions of advantage.

The attacks of September 11, 2001 were merely the next logical evolution of the car and human bomb. They very effectively took an aircraft, overpowered the crew, and, for the cost of a few flying lessons and airfare converted it into a horrific bomb capable of causing an estimated \$9 billion in damage, killed thousands, and inflicted a great emotional impact upon the nation.

Due to the high potential for continued terrorist activities against the United States, the focus of this paper is on the impact of a catastrophic attack the nation's Capitol on a medium-sized California law enforcement agency. An attack of this nature is defined as being of such magnitude that the ability of the federal government to function is at least temporarily interrupted. The interruption in government function could be as little as a

few hours to more than a week. The chain of command of the executive branch of government is decimated, and it takes a substantial amount of time to reorganize and determine who has responsibility for vital functions. Based upon this issue, it is wise to look at various methods terrorists may use to attack America.

### Weapons of Mass Destruction

As terrorists continue to refine their tactics, they seek new weapons that normally are available to large state governments. Reports abound of the desire of terrorist organizations to secure nuclear and biological weapons, known as weapons of mass destruction. Such weapons would become the ultimate trump card for terrorist organizations seeking to assert their position in the world. According to Chomsky (2000), rogue states were identified by the U.S. State Department as Cuba, North Korea, Iran, Iraq, Libya, Sudan, and Syria. As rogue states gain access to weapons of mass destruction, the likelihood of these same weapons falling into the hands of terrorist organizations increases significantly.

The decline of a once-mighty super power has also enhanced the likelihood of terrorist organizations obtaining weapons of mass destruction. When the Union of Soviet Socialist Republics (U.S.S.R.) collapsed, accountability for weapons-grade nuclear material and weapons of mass destruction was compromised. In an interview, former United Nations Chief Weapons Inspector Richard Butler said:

The Soviet Union broke down, and, Paula, we don't know where they all are. We don't have an inventory, including weapons that could be carried in a suitcase. So bottom line for me is that if there is another terrorist action in the future, and please God this won't be true, it could be with a nuclear weapon.

Also, we don't know — this is — this is a real bedrock that, you know, sustains this concern I have. We don't know, and I don't even believe the Russians know, how much special fissionable material they made. That is the stuff that is the core of a nuclear weapon. I don't think they even know how much of it they made. And I know that a man like Saddam Hussein will pay breathtaking sums of money for such material. Material the size of a cantaloupe, that's it. That's the core, the pit of a nuclear weapon (Zahn, P. Interview with Richard Butler on CNN Live at Daybreak).

To further highlight the problem with Soviet nuclear material, a U.S. bipartisan commission chaired by Howard Baker, former Senate Republican majority leader, and Lloyd Cutler, former Clinton White House counsel, reported:

The most urgent unmet national security threat to the United States today is the danger that weapons of mass destruction or weapons-usable material in Russia could be stolen and sold to terrorists or

hostile nation states and used against American troops abroad and citizens at home (Isenberg, D. 2002).

Another problem with the breakdown of the U.S.S.R. is the over 7,000 people who worked directly on its weapons programs. In the same interview, Richard Butler commented that most of these people lost their jobs and have no money at all. These people have valuable information in their heads about the process of making nuclear weapons and their whereabouts is unknown.

### *Missiles*

The world, and America in particular, can continue to expect to see terrorist activities centered on mass killings through small arms fire and bombings. These activities will be focused on inducing fear in the population, disrupting the infrastructure of the country and economy, and bringing discredit to government. Simultaneously, terrorist organizations will continue to look for ways to increase their effectiveness through new weapons platforms and tactics designed to bring them notoriety. This can be accomplished through several potential means, including the successful deployment of biological weapons, missile attacks, and nuclear attacks, including radioactive dirty bombs and the use of an electromagnetic pulse as a weapon.

There are currently more than 80,000 cruise missiles, comprised of 75 different systems, deployed in at least 81 countries around the world.

Approximately 90 percent of the missiles use short-range systems, having a range of about 100 km or less. Initially, this would seem to be reassuring, until it is considered that a ship-launched 100 km missile, fired from outside U.S. territorial waters, could easily reach the homeland. Multiple missiles could be deployed instantaneously from different directions and can fly circuitous routes to get to different targets in the continental United States.

No terrorist groups have used a cruise missile; however, since September 11, 2001, it is conceivable that they could obtain one from a state sponsor or even build one on their own. The technology is widely available, and it is possible that short- or even long-range missiles could spread to new actors. According to Isenberg in his article The Real Missile Threat, "Many of the components of a cruise missile or an Unmanned Aerial Vehicle (UAV), i.e., GPS guidance, digital flight management systems and composite materials are dual-use or completely civilian (p. 2, 2002)."

Although terrorist groups have not used cruise missiles to date, smaller missiles have been used, such as the attack in Kenya on November 28, 2002. In this attack, two 30-year-old shoulder-launched, surface-to-air, Soviet SA-7 missiles were fired at and missed a commercial Israeli Boeing 757 during takeoff. A former senior counterterrorism advisor to President Bill Clinton, Daniel Benjamin, admits this has been a major concern for years and sees the threat increasing. The FBI recognizes 29 incidents where

civilian planes were hit by missiles causing at least 550 deaths (Shanker, 2002, p. A21).

### *Biological Weapons*

Terrorism is wide-ranging and takes on many forms. One of the most feared is biological terrorism, which is primarily used surreptitiously to attack or poison an unsuspecting enemy. Biological warfare and terrorism have been practiced throughout the ages. In the sixth century B.C., the Assyrians used rye ergot to poison the wells of their enemies (see Appendix C for additional information). More recently, the Germans were suspected of attempting to spread cholera in Italy, plague in St. Petersburg, and biological bombs over Britain during World War I. In the 1930s Japan conducted substantial biological weapons tests in Manchuria resulting in the deaths of over 9,000 people. In 2001, several people died on the east coast of the United States from poisoning by anthrax sent through the mail. The use of biological agents continues to grow and such agents are known to be in the possession of states that support terrorism (“History of Bioterrorism,” 2001).

There are also concerns about managing the security of municipal water and food supplies. As an example, in the spring of 1993, Milwaukee was hit by the nation’s largest outbreak of a waterborne disease. More than 400,000 illnesses were caused by *Cryptosporidium*, a protozoan that passed undetected through two water treatment plants. This resulted in between

50 and 100 deaths out of some 800,000 customers who drank the water. The source of the Cryptosporidium was never detected, although it was suspected to have come from a nearby sewage plant (Isenberg, 2002).

### *Dirty Bomb*

It could be quite easy for a terrorist group to secure a quantity of nuclear waste, possibly medical waste, and combine it with a large bomb for detonation in a major metropolitan area of the country. This has the potential to create serious issues for the immediate blast area; however, it would not significantly impact the nation as a whole.

### Electromagnetic Pulse

The procurement of nuclear devices, combined with the right delivery system by terrorist organizations, creates the greatest threat to America. A detonated nuclear device creates an electromagnetic pulse (EMP) that destroys most electronic equipment in its path. As explained in an interview with Dr. Lowell Wood, Jr., a Congressional Commissioner on the National Commission on EMP Threat, an electromagnetic pulse is formed when a nuclear device is detonated at high altitude. The explosion rapidly deploys radiation that, when exposed to the earth's magnetic field, converts the atmosphere into a great antenna, which radiates an intense pulse of energy toward the earth. The pulse of electromagnetic energy is 100,000 times faster than lightening. In one millionth of a second, the pulse will short-circuit all unprotected electrical equipment in its path. According to Dr.

Wood, most electronic equipment will be disabled or destroyed.

To illustrate the power density of an EMP, consider that the typical radio receiver is designed to receive signal strength of .001 watt per square meter. In comparison, the power density of an EMP is 1,000,000 watts per square meter. This demonstrates the significant electrical infrastructure damage that would be caused by an EMP and the need to find a solution to the problem (Cajohn, p 9).

A secondary effect of a high altitude nuclear explosion involves a rapid direct current surge that will be picked up by power transmission lines on the ground. The power surge will travel through the national electrical grid destroying most large transformers, effectively disabling the system. These transformers are so difficult to replace that, under normal circumstances, when one fails, it takes from six to twelve months for the transformer to be manufactured and replaced. In an EMP event, the manufacturing infrastructure of the country would be destroyed. It would take significantly longer than six to twelve months to replace the more than 1,000 transformers nationwide.

It is important to remember that without electricity the ability to pump fuel would end, which would stop the transportation sector. This in turn would interrupt the food supply. Further, long-term power interruption would stop water and sewage treatment, the banking industry would grind to a halt and most electronic bank records would be destroyed, and in the

winter, most home heating systems would fail. In short, the sudden elimination of electricity would return America to a time equivalent to 1900.

Another concern involves the Supervisory Control and Data Acquisition (SCADA) system, an industrial measurement and control system used extensively across America. This is a system of inexpensive, reliable valves and switches electronically linked through computers, microwave relays, and telecommunication lines that remotely control everything from the flow of fuel through pipelines, to dam spillways, and traffic signals. There is no way of knowing how these systems will react to the sudden surge of power caused by an electromagnetic pulse.

Another concern is correctional facilities with electric locks. There are many manufacturers of these systems, and none of them are designed to withstand an electromagnetic pulse. It is possible they could lock in an open or closed position. Either way, there is a great potential for critical issues in correctional institutions in such an event.

If the device is detonated at ground level, the effects of the electromagnetic pulse are minimal, in that the pulse only spreads out in a line of sight configuration. Therefore, buildings, hills, and mountains contain the pulse and limit the damaging effects. However, if the pulse is detonated at a high altitude, the line of sight becomes much greater for the pulse and the damage area grows significantly. It is possible to detonate a nuclear device at altitude and send an electromagnetic pulse from coast to coast and

in a billionth of a second wipe out most of the electronic infrastructure of America. Low voltage circuits, conductors, sensors, and systems common in most modern electronic technology are especially susceptible to an electromagnetic pulse.

To make matters worse, the nation's power cables, telephone lines, towers, antennas and railroad tracks form a huge grid over the entire country that would act as a collector of EMP energy and transfer the energy to anything connected to them. Thus, anything connected to a telephone or power line would be subjected to a powerful energy pulse during an EMP event (Cajohn, p 10).

This means computers, communication equipment, the banking industry, automobiles, transportation systems, the power grid, and any other unprotected electronic device would be vulnerable to complete failure. The failure would also extend into space where commercial satellites that traverse the Van Allen radiation belt would be subjected to "electron densities several orders of magnitude higher than the natural electron environment" (Ullrich, p6). This would result in rapid failure of satellite systems. This would immediately paralyze the North American continent, leading to confusion, panic, and chaos, obviously placing a heavy burden on local law enforcement agencies of all sizes.

## National Vulnerability

One of the great strengths of the United States of America is the freedom enjoyed by all people within the country. This is also one of the greatest weaknesses to the security of the country. There are thousands of miles of borders covering all types of topography. It is difficult at best to secure the borders and nearly impossible to prevent the smuggling of contraband into the country. On September 25, 1998, U.S. Customs officials discovered a fully operational Scud B missile that had been imported into the country by a weapons collector. The missile, minus warhead and fuel, was discovered in Port Hueneme, near Oxnard, California. The Scud B has a range of 300 kilometers (186 miles) and can carry a payload of 1,000 kilograms (2,204 pounds).

The article "U.S. Borders Still Open to Nuclear Smuggling" states that on October 18, 2002, Gary Jones, Director of Natural Resources and Environment at the General Accounting Office, told the House Energy and Commerce Subcommittee on Oversight and Investigations about his concerns over the lack of a comprehensive plan for installing and using radiation detection equipment at all U.S. border crossings (2002).

The following emphasizes the availability of missiles and the lack of accountability for their whereabouts: On November 6, 2002 an International Security Assistance Force (ISAF) patrol discovered three Scud B warheads and three Frog 7 rocket motors in an abandoned building outside of Kabul,

Afghanistan. In the article "Scud missile parts found," ISAF spokesman Terry Hay said, "These six missile components, lying in an abandoned building, represented a significant threat to security had they fallen into the hands of hostile factions or terrorists" (2002).

Based on this information, it is clear terrorism will remain a threat to the safety and security of America into the foreseeable future. It is also clear that a catastrophic terrorist attack on the nation's Capitol is a serious possibility. The prudent course of action in light of these facts is to consider and plan for the impact on local law enforcement agencies. In order to refine the scope of research, this project will focus on the impact of such an event on a medium-sized, urban, California law enforcement agency. In upcoming chapters, research will focus on developing possible futures and strategically planning for possible events.

## CHAPTER TWO

### Futures Forecasting

An exercise was conducted using the Nominal Group Technique to gain a more thorough understanding of the effect on a medium-sized, urban, California law enforcement agency of a catastrophic terrorist attack on the nation's Capitol by the year 2008. The Nominal Group Technique is a process designed to generate ideas and elicit the knowledge and opinions of a small diverse group of informed people in relation to a specific topic. The exercise lasted approximately six hours and was quite successful at identifying trends, apparent in society today, indicating the potential for a catastrophic terrorist attack on the nation's Capitol. The exercise also developed potential events.

#### Description of Process

The Nominal Group Technique (NGT) was conducted in September, 2002. The panel was composed of seven members from throughout the community of Vacaville. For a complete list of panelists refer to Appendix D.

The assembled panel focused on identifying trends that indicate a medium-sized, urban California law enforcement agency may have to contend with the aftermath of a catastrophic terrorist attack on the nation's Capitol by 2008. In selecting trends, the panel was asked to consider positions from a broad spectrum of points of view. The perspectives included social, technological, economic, environmental, and political, while

considering them from the local, regional, or national perspectives.

Based upon the identified trends the panel focused on events that would impact the ability of the agency to contend with the results of such a devastating attack. In selecting events, the panel was asked to consider positions from the same broad-spectrum points of view utilized earlier. From the list of potential events, the group was then tasked with selecting the event that would be the most problematic for a medium-sized, urban California law enforcement agency to resolve (and to develop implications and recommended actions).

The process gave NGT panelists an equal opportunity to speak, share thoughts, and to individually vote for the trends and events they perceive to be of the greatest importance. There was very thoughtful and insightful discussion, which led to the development of key trends and potential events for medium-sized California law enforcement agencies to consider and plan for.

### Trends

The panel was asked to note trends or tendencies they have noticed in relation to the issue statement. The panel identified over twenty interesting trends (see Appendix E) and selected the six most critical trends currently seen in the region. Those trends are shown in the Trend Summary Table which sets the standard level of occurrence today at 100 for comparison with five years ago and projected five and ten years into the future. The chart

also shows the panel's level of concern for each trend on a scale of one to ten.

Table 2.1  
Trend Summary Table

TREND	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
T1: Law Enforcement's Ability to Handle Terrorist Attack	67	100	130	160	9
T2: Level of Citizen Preparation to Survive Without Government Services	80	100	130	145	8
T3: Amount of Restrictions Placed on Pre-9-11 Civil Liberties	70	100	140	140	9
T4: Federal Government's Commitment to Monitor Global Events	75	100	130	145	7
T5: Amount of Suspicious Activity Reported by Public	65	100	125	130	6
T6: Emergency Alert Systems	65	100	145	170	8

*T1: Law Enforcement's Ability to Handle Terrorist Attack*

The NGT panel thought that the terrorist attacks on September 11, 2001 increased awareness of vulnerabilities and served to enhance the ability of law enforcement to respond to similar attacks. The terrorist attacks increased awareness of the potential for further attacks and forced law enforcement to develop contingency plans. The panel cited increased organizational ability of local law enforcement to support each other through mutual aid capabilities. The panel sees increasing efforts to standardize

methodologies in the response to crisis and enhanced focus on the need to be prepared. Acceptance of the Incident Command Structure on a statewide basis is a significant development and enhancement in the ability to respond to a crisis anywhere in the state. There is a movement to adopt the Incident Command Structure on a national level, which has the potential to further enhance the ability of local law enforcement to respond to terrorist attacks. The panel has seen significant improvements in these areas in the last five years and expects to continue seeing improvements over the next ten years.

*T2: Level of Citizen Preparation to Survive Without Government Services*

Another trend discussed is that of the ability of the general public to independently survive for 72 hours, without government assistance, in the event of a catastrophic event. In the past, this focus has been linked with natural disasters such as earthquakes and hurricanes. There is now a trend to link public preparation and the ability to self-sustain in the aftermath of terrorist acts. Training in the preparation for dealing with mass casualties is being expanded to include the public and thus enhance citizen preparation. The panel sees this trend continuing to expand over the next ten years.

*T3: Amount of Restrictions Placed on Pre-9-11 Civil Liberties*

The panel perceived that the terrorist attacks on September 11, 2001, made it easier for governmental agencies to track the activities of people in America. The panel sees this as eroding civil rights. The panel also thought that the public is supportive of reduced civil rights and that they are

extremely concerned for their safety and the well being of America. The panel cited the acceptance of increased screening and searching at airports, train stations, and even bus stations as evidence of public support for governmental intrusion into their lives. The panel felt that as time passes and further terrorist acts take place, further restrictions will be placed upon the Bill of Rights. These restrictions will be accepted and even endorsed by the public as a necessity to maintain security at home.

*T4: Federal Government's Commitment to Monitor Global Events*

The federal government is seen as paying closer attention to global events. The panel felt that the government let this slip in the past and ignored or failed to detect signals of terrorist activity. The panel sees significantly more attention focused on this area and expects it to continue to grow in the future. As time passes, the panel expects there to be improved methods of sharing information, which could significantly improve the ability of local law enforcement to respond to terrorist attacks or the threat of attacks.

*T5: Amount of Suspicious Activity Reported by Public*

The terrorist attacks on September 11, 2001 appear to have increased the level of awareness of the general public, which has resulted in increased reporting of suspicious activity. The panel expects this trend to increase slightly over the next ten years. The panel believes that the ability of law enforcement to analyze each report of suspicious activity will diminish

because of overburdened workers. The panel seriously doubts the ability of existing agencies to deal with the increased amount of information being generated. The panel also sees the creation of new jobs and possible career fields in the analysis of these reports and the dissemination of pertinent information to the appropriate authorities, including local law enforcement.

#### *T6: Emergency Alert Systems*

The NGT panel expressed enthusiasm for the recent improvements in emergency alert systems. The panel cited the work done with the Amber Alert System in many urban areas throughout the country in an effort to quickly find abducted children. This successful program could be used as a building block for other systems that will serve to warn the public in the event of a terrorist attack or natural disaster. The panel anticipates further developments and significant improvements in the ability of government to communicate with the public during times of crisis.

#### Events

The panel was asked to note potential events or occurrences in relation to the issue, utilizing a brainstorming process similar to the process used to identify trends. They developed over twenty events (see Appendix F) that could take place in the next five to ten years that would impact the ability of a medium-sized, urban California law enforcement agency to deal with a catastrophic terrorist attack on the nation's Capitol by 2008. From these events, the panel selected five events that would most significantly

impact the issue. The panel felt that a catastrophic terrorist attack on the nation’s Capitol would increase the vulnerability of individual law enforcement agencies and impact their ability to cope with the identified events. The panel then estimated when each event could first take place and the likelihood of these events taking place in the next five years and the next ten years. They also assessed the impact the event would have on the issue on a scale of minus 10 to plus 10.

Table 2.2  
Event Summary Table

Events	Year >0	+5 Years	+10 Years	Impact (1-10)
E1: Nuclear attack severely damages the ecosystem of the country/ continent	3	50	65	-4
E2: Electromagnetic pulse wipes out state electrical grid and electrical infrastructure	4	50	60	-9
E3: Severe earthquake hits Bay Area shortly before or after a catastrophic terrorist attack	3	60	85	-3
E4: Biological assault on a small community	2	50	75	-3
E5: Interstate travel halted – state borders closed	4	35	55	-2

*E1: Nuclear Attack Severely Damages the Ecosystem of the Country/Continent*

The NGT panel thought that a nuclear attack could strike this country in as little as three years. The panel thought there is a 50 percent chance of a nuclear attack striking the United States within the next five years and a 65 percent chance in the next ten years. The panel envisioned the nuclear

attack seriously affecting the ecosystem of the country and continent, leading to catastrophic impacts upon the health of humans and wildlife and the weather, resulting in a serious interruption of the food chain. The impact upon all of these systems would cause a domino effect that could seriously affect the health of many in the country regardless of where the event happened. The panel envisioned health issues involving respiratory diseases, such as asthma and potential new diseases, could suddenly gain a foothold in the changing conditions. Potential food shortages caused by severe climatic changes are also a serious concern. These circumstances could lead to severe staffing shortages for medium-sized California law enforcement agencies, which could experience both a reduction in healthy employees and an increase in service demands brought about by public uncertainty and concerns about food shortages.

*E2: Electromagnetic Pulse (EMP) Wipes Out the State Electrical Grid and Electronic Infrastructure*

The NGT panel discussed concerns about an electromagnetic pulse that is capable of seriously disrupting the transmission of electricity as well as the functioning of all electrical devices. The EMP is a by-product of a nuclear explosion. When a nuclear device is detonated at high altitude, the EMP has the potential to disrupt electrical transmissions and devices across the country. Since California has only two power grids as the source for all electricity in the state, it is feared that a terrorist could easily wipe out the ability of the state to import and distribute power. Such an event would

seriously disrupt all segments of society, which is increasingly dependent upon electricity and electrical devices. If the electromagnetic pulse were successful in interrupting service for extended periods of time, it would impact the public's sense of security and adversely affect the military, commerce, communication, and all forms of emergency services in urban medium-sized California police agencies. The panel felt an EMP could first be used against the country in four years. The panel also felt there was a 50 percent chance of this happening in the next five years and a 60 percent chance in the next ten years. The panel considered the electromagnetic pulse to be something that would have the greatest impact on the greatest number of people of any terrorist act. This is due to dependence on electricity and technology in the electronic age. For medium-sized, urban California communities, the effects would be devastating. Loss of power would interrupt the water and waste removal systems, traffic control systems, emergency response systems, and communication systems for an extended period of time.

*E3: Severe Earthquake Hits Bay Area Shortly Before or After a Catastrophic Terrorist Attack*

The NGT panel considered the impact a major earthquake would have on the ability of local law enforcement to deal with the effects of a catastrophic terrorist attack on the nation's Capitol. If a magnitude 7.0 or greater earthquake were to strike the California Bay Area shortly after a catastrophic terrorist attack, the resources of state and local government

would be seriously stretched. The panel thought that such an earthquake, in conjunction with a terrorist attack, could first occur in three years. The panel thought that there is a 60 percent chance of such an event taking place in the next five years and an 85 percent chance in the next ten years. Although such an event would cause considerable damage, the panel did not think it would have as great a psychological impact on the issue in comparison with a terrorist act. The panel thought that the psychological impact of a natural disaster would be much easier for a medium-sized, urban California law enforcement agency to recover from, compared with a catastrophic terrorist attack on the nation's Capitol.

#### *E4: Biological Assault on a Small Community*

The NGT panel felt that a biological assault on a small community anywhere in the United States would create major safety concerns for all communities in the country. The attacks on New York and Washington D.C. shook the fabric of America, yet, as time passes, it becomes easier for people to convince themselves that it happened a long way away and could never happen in their piece of small-town America. For example, a biological assault delivered through an airborne carrier or the water supply would suddenly create the perception that no one in America is safe. The face of the terrorist would never be seen, and many people would be killed or sickened before anyone knew what was going on. The panel felt that the earliest such an event could take place would be in two years. The panel felt

that there is a 50 percent chance of a biological attack on a small community within the next five years and a 75 percent chance in the next ten years. The panel considered the actual impact on medium-sized California law enforcement agencies would be low to moderate while the psychological impact on communities across America would be much greater.

*E5 Interstate Travel Halted—State Borders Closed*

The NGT panel felt that an increase in terrorist activity could lead to the closing of state borders. Whether all states would close their borders remained unclear, however, the panel felt that California, with the fifth largest economy in the world, could find it essential for security reasons to close the borders. The panel recognized that closing the borders would significantly impact commerce, however they felt it might become necessary to protect the public and infrastructure. The panel felt the earliest the state borders could be closed would be in four years. The panel also felt that there was a 35 percent chance of the state borders being closed in five years and a 55 percent chance in the next ten years. The panel also felt there would be a minimal impact on medium-sized, urban California law enforcement agencies if the state borders were closed. If the state borders were closed, there would probably be a significant impact to the California Highway Patrol, which could be tasked with staffing border crossings.

## Cross Impact Analysis

A few days after completing the Nominal Group Technique exercise, the author met with one panel member to analyze the data. A cross impact analysis process was used that compared each of the six identified trends with the five potential events. A plus or minus scale of five was used in the comparison. A rating of zero indicates the event would have no impact on the trend, a plus score indicates an increasingly positive impact upon the trend, and a minus score indicates an increasingly negative impact on the trend relative to the issue.

The NGT panel was most concerned about the effects of a nuclear attack on the ecosystem of the continent in terms of the long-term health concerns for people and the food chain (E1). When comparing this event with the top six trends, it was found to have a negative impact on only one of the trends. The panel felt it would seriously hamper the ability of a medium-sized, urban California law enforcement agency to handle future terrorist attacks (T1), although the impact would diminish over time as recovery efforts were completed. The main concerns for law enforcement in relation to the nuclear attack were in the area of having adequate healthy staffing to deal with other terrorist attacks. The panel felt that if the nuclear attack affected a significant portion of the population through environmental issues, these issues would also affect law enforcement officers.

Table 2.3  
Cross Impact Table

Event/Trend	T1: Law enforcement ability to handle terrorist attack	T2: Prepare survive without services	T3: Loss of Civil Rights	T4: Gov't eye on global events	T5: Reporting of Suspicious activity	T6: Emergency Alert System
E1: Nuclear attack effect ecosystem of country/ continent	-2	+3	0	+5	+2	+5
E2: Electromagnetic pulse wipes out state electrical grid	-5	+3	0	+5	-2	-5
E3: Severe earthquake hits Bay Area shortly before or after a catastrophic terrorist attack	-3	0	0	0	-1	-1
E4: Biological assault on a small community	+2	+2	-4	+4	+5	+5
E5: Interstate travel halted state borders closed	+2	+1	-2	+3	+3	0

The most troubling event in relation to impact upon the top trends was an electromagnetic pulse wiping out the state electrical grid. This type of event was seen as touching nearly everyone in the state and having a significant impact on all segments of society. This single event has the most potential to cause the greatest adversity for a medium-sized, urban,

California law enforcement agency in dealing with other terrorist attacks.

The greatest concern lies in the ability of law enforcement to communicate and respond to calls for service if the electromagnetic pulse is successful in disabling most electronic devices. American law enforcement and society in general is very dependent upon electronics, and the loss of them could be crippling.

In a surprising outcome, the panel felt that a biological assault on a small community would actually be viewed as fairly positive in relation with top trends and the issue. Such an attack was seen as helping to bolster the ability of a medium-sized, urban California law enforcement agency to respond to terrorist attacks through increased spending on staffing and equipment, while increasing the focus of citizens and governmental agencies on the need to be prepared for and vigilant toward radical groups that seek to harm America. The only negative impact to a trend was seen in the area of civil rights, where the panel thought people would be willing to severely restrict personal freedom in exchange for security.

#### Secondary NGT

In an effort to seek other perspectives on the problem statement, a second NGT involving a panel of Vacaville Police Department employees was conducted in July 2002. This panel was not intended to produce as thorough an analysis as the main panel. The thought was this panel would produce interesting observations and ideas unique to the law enforcement

perspective. The panel was comprised of supervisory level police employees both sworn and civilian. This panel utilized the same process and came up with surprisingly different results, with a few similarities.

### *Secondary NGT Trends*

The top five identified trends were:

- Changes in civil rights in order to provide greater homeland security
- Overall support for law enforcement as a result of the large number of public safety deaths at the World Trade Center
- Sense of national loss and chaos brought about by the terrorist attacks
- Level of support for the environment
- The financial impact on social programs and local government caused by fighting the war on terrorism

### *Secondary NGT Events*

The top five events were:

- A smallpox outbreak
- Gasoline rationing brought about by the United States being cut off from the Middle East oil supply
- Significant reduction in state funding to local government (15%-20%) brought about by the state budget crisis and the need to spend significantly more on security
- A stock market crash defined as a rapid reduction in the value of the market over a one-month period of at least 2,500 points

- A foreign military invasion of the United States

The results of the secondary NGT helped in the research and development of potential futures and planning for those futures. It provided another perspective of potential events based upon the issue and incorporated the thoughts of people who are professionally involved in public safety, thus providing a more balanced research project.

### Scenarios

In order to illustrate potential futures and establish a basis for planning, the trends and events identified by both NGT panels were used to create scenarios. Three alternative scenarios were created: pessimistic, optimistic, and normative.

#### *Pessimistic*

Fifty years ago, Americans feared nuclear winter and now we have come face-to-face with an unanticipated cousin, terrorism winter. It is the first day of summer in 2008 and America remains firmly in the grip of the winter of terrorism. America has been reeling since the great terrorist attack on Washington, D.C. five years ago. In that attack, terrorists deployed four Scud missiles with nuclear warheads from freighters in international waters off the coasts of the continental United States and from the Gulf of Mexico. One of the missiles landed in the heart of Washington, D.C., and the other three were detonated at an altitude of 300 kilometers.

The resulting electromagnetic pulse damaged or destroyed 75 percent of America's electrical infrastructure, seriously hampering communication and crippling commerce, transportation, banking, and nearly everything electronic. The electromagnetic pulse wiped out the electrical power grid across the country, leaving many areas without electrical power for over four years. It cost over a trillion dollars to repair the grid system, which remains vulnerable to another attack five years later.

Shortly after the missile attacks, the terrorists dispersed the smallpox virus in post office buildings in 300 small communities across America. The sense of national chaos and loss has been nearly overwhelming. All aspects of government have been seriously impacted. Funding nearly disappeared for all but emergency services since state governments began closing their borders and earmarking 70 percent of all taxes to go toward funding state and national security. It took almost two years to reestablish the executive branch of the federal government after dozens of militia groups saw the terrorist events as an opportunity to implement their interpretation of the Constitution. For eighteen months, local law enforcement teamed up with federal law enforcement agencies to quell uprisings. They also stopped attempts to subvert the Congress and prevent the resurrection of the executive branch of government.

Shortly after beginning to stabilize the country, the new president was faced with the smallpox attack. No part of the country was left untouched

by the epidemic, which reduced the U.S. population by 25 percent in the first year and an additional 10 percent in the last three years.

On the bright side, gasoline rationing should come to an end within the next year. Initially, rationing was hardly needed because only 10 percent of the vehicles in the country remained operable, and there was little electricity available to pump fuel after the electromagnetic pulse. The addition of 100 oil drilling platforms coming into production off the California coast, along with the unprecedented expansion of oil production into the Alaskan wilderness, will soon have the U.S. producing nearly 100 percent of domestic oil requirements. This will be welcome relief for Americans who have been forced to ration gasoline and pay in excess of \$10.00 per gallon since the OPEC oil embargo of 2003. The President may delay the benefits of increased domestic oil production by forcing the country to replenish the National Oil Reserve, which has dwindled down to 15 percent of capacity over the past six years.

### *Optimistic*

On the evening of January 24, 2008, President Jimenez addressed Congress for her first State of the Nation address. Noted as an historic occasion, President Jimenez paid tribute to the thousands who gave their lives in defense of America against terrorism over the past four years. President Jimenez honored the efforts of federal and local law enforcement officers, who prevented at least three major terrorist events from taking

place on American soil in the past three years. These attacks included the eleventh-hour interception of a plan to create a smallpox outbreak in 300 small communities across America. She also noted the seizure of two large freighters off the Atlantic and Pacific coasts intended to be used as firing platforms for Scud missiles armed with nuclear warheads. Investigation revealed that one of the Scud missiles was programmed to impact Washington, D.C., and the other four were programmed to detonate at high altitude over various parts of the continental United States. The high altitude explosions were designed to send out an electromagnetic pulse, which could have wiped out the entire electronic infrastructure of America. With unprecedented teamwork, thousands of federal and local officers worked together to prevent these attacks and bring those responsible to justice. Their efforts have significantly reduced the ability of these groups to spread terror around the globe, and President Jiminez joined a grateful public in thanking its first line of defense for a job well done.

President Jiminez also spent fifteen minutes extolling the virtues of Americans from coast to coast who have been responsible for returning America to greatness after the catastrophic terrorist attack on Washington, D.C., two years ago. President Jiminez spoke about the heart of the people and their commitment to democracy, demonstrated by their ability to rally and rebuild the country, in spite of facing horrific odds and a decimated government. America became so focused on rebuilding that, six months

after the attack, the economy stabilized and Wall Street responded with a bull market that continues to routinely set records. Americans actually seemed to thrive on the adversity caused by gasoline rationing and horrendous cuts in services, which were necessitated by the need to fund the War on Terrorism and pay for Homeland Security. People have been so focused on preserving America that the largest drop in the crime rate in U.S. history has been under way for the past 18 months. In fact, what started out as a sort of national chaos quickly turned into a national passion and purpose. The Eagle has been transformed into a Phoenix and risen from the ashes.

#### *Normative*

Looking back in 2008 over the past six years, we have witnessed America in transition...a transition brought about by terrorist groups seeking to obliterate our way of life. America has struggled with this transition and changed in ways that the terrorists clearly never considered. Although some of the terrorist attacks on the United States were extremely successful on an operational level, they failed to break the American spirit. While these changes have been painful for America, they have also served the citizens' interests and made us more vital and determined to preserve our lifestyle.

America faced several serious obstacles over the past six years. The most significant were the smallpox outbreak and terrorist use of a nuclear weapon to generate an electromagnetic pulse to wipe out our electronic

infrastructure. Smallpox was a medical emergency of cataclysmic proportions, which was rapidly contained and controlled. Although thousands died as a result of this attack, the losses were much smaller than anticipated, and credit rests with the medical community and the American public. The medical community began planning for such an event over two years before the attack. Their planning included public participation and education, which proved to be the key to success. The public knew what to expect and how to react, thus saving valuable time and preventing useless hysteria.

Even though small-town America was hit hard, the people rallied together and refused to give in, instead working together to rebuild and hold together the fabric of the country. In fact, it was the invention of a rural Californian that led to the development of an inexpensive shield to protect electronic devices everywhere and render useless the electromagnetic pulse of a nuclear explosion. This ended the threat to America's power grid, the banking industry, and electronic infrastructure.

Another serious obstacle was the ongoing effect of gasoline rationing. The loss of Middle Eastern oil significantly changed the lifestyles of most Americans. Commuting great distances to work in a car without the benefit of carpooling became impossible. Americans were forced to change their habits. These changes have brought about social migration changes and improved the environment. The exodus out of large metropolitan areas has

stopped, and overall air quality has improved over 10 percent in the last two years.

The oil shortage has also turned into a financial success story and the source of the next great economic boom. Alternative fuel and transportation systems are becoming the cutting edge companies of the future. The level of innovation and willingness to invest in these new technologies has helped the stock market to rebound and provided a whole new tax base to support governmental services.

In retrospect, it is the very adversity we faced that enabled America to cope so well with these changes. A couple of setbacks may well have been more devastating to America than the continuous onslaught faced over the last four years.

### Summary

The nominal group panel provided valuable information and direction for researching this project. The scenarios illustrate the need for local agencies to develop plans to prepare for and mitigate the effects of terrorist attacks. It is important to understand that through creating a vision and a plan people are able to influence their future. With the future in mind, the NGT will serve as the foundation for developing strategic and transition management plans that will be addressed in the next two chapters.

## CHAPTER THREE

### Strategic Plan

The tragedy of September 11, 2001, brought the vulnerability of the nation to the consciousness of the general public. It also raised questions about the state of preparedness of local law enforcement agencies. If the nation's Capitol were to suffer a catastrophic terrorist attack, such as a nuclear missile attack from off shore, what effect would that have on a medium-sized California law enforcement agency? Such an event could effectively stop the functioning of the federal government for a considerable period of time, leading to confusion and possibly anarchy. The role of restoring order throughout the nation could fall to local law enforcement on a community-by-community basis. This role could be further complicated by subsequent events ranging from other terrorist attacks to natural disasters and reductions in economic stability. With the realities of terrorism in the world today, it is critical for law enforcement agencies to contemplate and plan for future events of a catastrophic nature. "For a system to preserve its integrity and survive, its rate of learning must at least match the rate of change in its environment" (Esensten, T. Command College October 7, 2002). This chapter seeks to develop a strategic plan for coping with and mitigating catastrophic terrorist acts on a local level.

## Objectives

For any plan to succeed it must have goals and objectives upon which to measure progress. The objectives and goals of this plan are to develop a strategy that will allow a medium-sized, urban California law enforcement agency to:

- Take preparatory actions in advance to minimize or negate the local level impact of a catastrophic terrorist attack on the nation's Capitol.
- Maintain the peace.
- Restore order.
- Give the public a sense of security through their confidence in law enforcement.

## The Local Environment

For the sake of clarity, in creating a strategic plan, it is important to understand the nature of the organization the plan is intended to serve. For illustrative purposes, Vacaville, California was used as the basis for planning. This city is like many California bedroom communities. It has a population nearing 100,000 people and is situated on a major interstate freeway. Many of the residents commute at least 25 miles to work in a large metropolitan area. Over the last 20 years, the city has experienced more than 100 percent growth and continues to grow at a steady pace. Growth has brought

about increased congestion and traffic problems, crowded schools in financial crisis, and rapidly-rising property values that are outstripping the ability of local employers to pay a wage that allows residents to afford home ownership in the community where they work.

In Vacaville, 108 sworn officers and 75 civilian employees staff the police department. The police department is committed to the philosophy of community policing and is very much involved in the community. The department enjoys a good public image and is supported by the community. This is largely due to the innovative programs designed to reach youth and provide support for families through collaborative efforts with other agencies and non-profit groups. The department faces a growing emphasis on traffic enforcement in response to growth and traffic congestion, and makes use of grant funding to implement new programs. The department offers a variety of challenging assignments for staff, including part-time SWAT and hostage negotiation teams. Rapid growth has caused the need to build a new police facility. No one in the community contests the need, however, a grass roots organization living near the proposed building site is trying to stop construction based upon environmental concerns involving conversion of some park space to a parking lot.

Rapidly escalating property values are making it increasingly difficult for new employees to buy a home in the community, causing more and more officers to commute to work. City officials are concerned about the level of

commitment police employees will have for the organization when they spend the bulk of their time living in another community.

The strategic plan is intended to plan for the impact on medium-sized California law enforcement agencies in the wake of a catastrophic terrorist attack on Washington, D.C. The strategic plan will also plan to avoid or at least minimize the impact of subsequent terrorist attacks including bioterrorism and the effects of an electromagnetic pulse as illustrated in the scenarios presented in the last chapter.

### SWOT Analysis

SWOT analysis is a process in which organizational strengths and weaknesses are considered with environmental opportunities and threats in the context of sociological, technological, environmental, economic, and political (STEEP) factors. Another critical component of a SWOT analysis is identifying all of the stakeholders for the circumstances. This provides a clear analysis of all factors affecting a given set of circumstances, increasing the opportunity for complete analysis of the situation and the formation of a sound strategic plan.

### Internal Assessment

The following are internal strengths and weaknesses that may help or hinder the Vacaville Police Department in meeting the goals of this plan.

### *Strengths*

- Department managers are aware of and concerned about biological threat.
- New facilities are in planning stage allowing for protections to be designed into the facility.
- Training and equipment are being provided to staff to enable appropriate response to terrorist act and or the maintenance of civil order.

### *Weaknesses*

- Shrinking budgets and limited resources hinder ability to develop a sense of urgency.
- Medical/biological terrorism issues are outside realm of local law enforcement expertise and influence.
- Competing local priorities – street maintenance, sewer expansions, water system security, equipment needs to support day-to-day business.
- Resources are not in place to cope with long-term loss of electrical power supply.
- Potential employee division over use of resources.

- Employee disagreement with management actions.
- Department electronic infrastructure not protected from EMP attack.
- Long-term employees retiring.

### External Assessment

The following are external opportunities and threats that may help or hinder the Vacaville Police Department meet the goals of this plan.

#### *Opportunities*

- Public concern about terrorism.
- Links built through community collaboration enhance planning ability.
- Relatively inexpensive to build EMP protections into new construction.
- Interoperability radio systems are in planning stages – good time to build in safeguards against EMP.
- Newly created Department of Homeland Security could provide funding sources for local preparedness.
- Technology exists to protect electronics from EMP effects.
- Public supports local law enforcement.

## *Threats*

- State economy and budget deficit reduces funding for local preparation.
- Local leaders and public are not aware of electromagnetic pulse (EMP) threat.
- Public mindset that it won't happen here – it is a big city problem.
- Local electronic infrastructure requires retrofitting to protect from EMP.
- Inadequate border security.
- Terrorist sleeper cells already in the country.
- Limited cooperation between federal, state, and local law enforcement.
- Biological agent could spread throughout the country before being detected and identified.
- Growing possibility of terror groups having access to nuclear weapons.
- U.S. vulnerable to sea or inland short-range nuclear missile attack.
- Difficulty investigating local groups or individuals suspected of involvement in terrorist activity due to legal limitations on the sharing of information and protection of personal rights through constitutional guarantees.

- If it happens, there will be nowhere to turn for assistance; everyone will be overwhelmed.

## Stakeholders

Stakeholders are people and groups who are involved in, affected by, or have the ability to affect the implementation of the strategic plan. It is important to include stakeholders in the planning process so that obstacles can be identified and mitigated before attempting to implement the plan.

The following people and groups are stakeholders for this strategic plan:

- Police department employees - largely responsible for implementing the plan.
- Police department union representatives – concerned with safeguarding the interests of the employees.
- Police department supervisors – responsible for supervising the work associated with the plan.
- Police department managers – responsible for coordinating and managing the work associated with the plan.
- Police Chief – overall responsibility for entire plan.
- City Council – responsible for approving and then providing the support needed to bring the plan to reality.

- City Manager – responsible for coordinating the response of each department in the implementation of the plan.
- City Information Technology Department – responsible for providing technical support in the implementation of the plan.
- Building maintenance – responsible for completing facility retrofit projects outlined in the plan.
- Public –responsible for preparing for personal survival after terrorist acts.
- Architects involved in building design and retrofit – design and build protections for public facilities from EMP threat.
- Media – inform public on local efforts to prepare for terrorist acts and educate public about what they can do to personally prepare for such acts.
- Interoperability group for emergency services communication – develop communication systems that will work after an EMP event and provide communication between all emergency service providers.
- Medical community – prepare for mass casualties from terrorist act and protect hospital infrastructure from EMP threat.

- Community action groups – unexpected opposition (“snail darter”) voiced about the location of a new police facility.

### Alternative strategies

After looking at strengths, weaknesses, opportunities, and threats, the next course of action is to develop alternative strategies to deal with the impact of a catastrophic terrorist attack on the nation’s Capitol on a medium-sized California law enforcement agency, such as the Vacaville Police Department, by 2008.

The first option is to do nothing: Continue to focus on day-to-day operations and hope a catastrophic terrorist attack does not recur.

The second option is to only plan for a catastrophic terrorist attack employing EMP in which redundant systems are developed to provide communications, utilities, banking, and emergency services. This would require significant expenditures on infrastructure placed in reserve including communications equipment, pumping equipment for water, sewer, and fuel. It would also require the maintenance of a significant number of replacement electronic parts and devices to make repairs to damaged equipment after an EMP event. It would be necessary to prioritize services and equipment since it would be impossible to have redundant systems for all electronic devices.

A third option is to develop a complete set of plans to safeguard the

local community in the event of a catastrophic terrorist attack on the nation's Capitol. The plans should include issues surrounding EMP, biological terrorism, and maintaining peace and security in the community. The EMP plan should safeguard the electronic infrastructure from the effects of EMP. Once the plan is completed, it is imperative to immediately secure funding, and implement the plan. A plan for coping with a biological terrorist attack and disease outbreak must be developed. Plans for managing EMP and biological attacks should consider the effect the attack would have on staffing emergency response organizations, including long-term hardships of providing shelter, food, clothing, and water for staff and their families. Consideration must also be given to alternative forms of transportation and fuel supplies that can be accessed without electricity.

In developing these plans, changing operational strategies and requirements must be considered. For example, if there are sudden food, water, banking, fuel, and medical service shortages, there is a likelihood of the development of civil unrest. If communications are interrupted to the point where television and radio cease to function and newspapers are unable to print, serious issues could develop with the citizenry from fear and a lack of understanding about what is happening around them. Militia groups may seek to capitalize on the situation to further their goals while fearful citizens take up arms to protect themselves from opportunistic criminals. To safeguard the community, plans must be developed to

maintain order and to give the public a sense that responsible people are in charge and the crisis is being managed.

In considering these three options, it is important to compare them against the objective of the strategic plan. For example, the first strategy will do nothing to prepare the organization for a catastrophic terrorist attack; however, if one never occurs, the agency will have saved a substantial amount of money. By maintaining the status quo, the first option enables the organization to continue to respond to calls for service and maintain the peace under normal circumstances. It is apparent, however, that under the extreme conditions forecast earlier, this plan would quickly fall short, and the agency would soon find itself overrun with circumstances for which it was ill prepared to resolve. This would quickly erode public confidence in the organization and lead to a complete loss of security for the community.

In the second option, the organization would spend vast sums of money on one potential scenario involving EMP. It is highly unlikely there would be any additional funds left to provide for planning or training to deal with a biological terrorist attack or the needs of employees and their families following such an attack. It is important to consider the impact of these events on the employees and their families; otherwise the organization would be caught off guard when a significant number of employees are either unable or unwilling to report for duty. This could significantly impede the ability of the organization to cope with a large-scale crisis situation. In

this option, the organization has wasted a tremendous amount of money on redundancy when the money could have been better spent on retrofitting existing infrastructure for protection against EMP and purchasing or building new infrastructure with built-in safeguards. The redundant systems may have minimized the effects of an EMP event, provided they were properly stored; however, it is so costly that it does not allow any financial leeway to plan for other contingencies. The lack of contingency planning could significantly impact the organization's ability to respond to other threats and undermines the confidence of the community in the organization and the community's sense of security.

The third option is the most complex and thorough option in the quest to meet the objectives of the strategic plan. The thoroughness of the plan makes this the most cost-effective of the three strategies. This plan takes a broad-spectrum approach to the problem and seeks long-term, permanent solutions. This plan meets the objectives of the strategic planning process by minimizing the impact of an EMP or biological terrorist attack and allows the community to remain secure and calm while government at the federal level is restored. The only stakeholders who would oppose such a plan would be militia groups, which prefer to operate against an unprepared government. This plan would significantly undermine their ability to successfully implement any plans against the government.

The development of the third option will give the local law enforcement

agency a distinct advantage in a crisis. Since it is exceedingly difficult to exactly forecast the future, it is doubtful the plan will completely prepare the agency to deal with the crisis. The creation of a plan from option three will help prepare the agency for dealing with any crisis, and, if periodically tested through training scenarios of disaster situations, it will build the confidence of the agency. Performance measures associated with the training will also stress the level of importance leadership places on preparation and will encourage staff to maintain competence in new skills brought about by implementation of the plan.

This chapter presented the need for a strategic plan and explored the internal and external factors that will likely influence the plan. It also identified the stakeholders and gave three options for development of a strategic plan. From reviewing the options, it is clear for local law enforcement to successfully manage the effects of a catastrophic terrorist attack on the nation's Capitol, it must have well thought out plans in place coupled with the support and resolve to implement them. Based on the assessment of the three plans, the next chapter will explore transition management and how to take the third option and convert it into a functional plan of action.

## CHAPTER FOUR

### Transition Management

The events of September 11, 2001 established beyond a shadow of a doubt the lengths terrorists will go to hurt America while drawing attention to their cause. Earlier chapters document the threat of future terrorist activity in America and the need to prepare medium-sized California law enforcement agencies for a catastrophic terrorist attack on Washington, D.C. The strategic plan in the last chapter described what must be done to prepare for other terrorist attacks, and this chapter will describe the process needed to transition the plan to reality.

To summarize Kotter (1996) there are eight key stages in the process of creating major change. These stages are:

1. Establishing a sense of urgency
2. Creating the guiding coalition
3. Developing a vision and strategy
4. Communicating the change vision
5. Empowering broad-based action
6. Generating short-term wins
7. Consolidating gains and producing more change

## 8. Anchoring new approaches in the culture (p. 21)

### *Establishing a Sense of Urgency*

The establishment of a sense of urgency was created for America by the Al Qaeda terrorist network with the attacks on the World Trade Centers and the Pentagon, on September 11, 2001. The sense of urgency generated then may be waning and in need of additional support. The release of the anticipated Congressional report by the National Commission on EMP Threat should renew the sense of urgency for local law enforcement to take a more proactive role in preparation to cope with catastrophic terrorist attacks. It could become critical to the survival of the nation for local law enforcement to become involved in managing the transition to a state of preparedness for local communities in dealing with the aftermath of a terrorist attack.

### *Critical Mass*

Implementation of the strategic plan requires the support of the six key stakeholders identified in Chapter Three. These stakeholders are also known as critical mass, because their support of the plan is critical to success. The level of commitment for each stakeholder is demonstrated in the Commitment Chart (Table 4.1). In the chart "X" indicates the current level of commitment for each of the key stakeholders and "O" indicates the level of commitment necessary for success. Based on this chart, each group is going to need increased levels of commitment for the strategic plan to

succeed. For example, the city council, city manager, and other city departments are all capable of blocking the strategic plan. The strategic plan will require large sums of money that will deplete funding in other areas of city government. It is the responsibility of the chief of police to work with these leaders to develop a sense of urgency and move their level of support to the make change happen category.

Table 4.1  
Commitment Chart

Key Players	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
PD Employees		X —————>	O	
City Council	X —————>			O
Other City Departments	X —————>		O	
PD Mgmt.			X —————>	O
City IT Dept.		X —————>	O	
City Manager	X —————>			O

X = current level of commitment

O = minimum level of commitment needed

*Commitment Planning*

Developing the appropriate level of commitment for each of the key stakeholders is the starting point. Commitment planning involves educating each stakeholder on the significant threat facing America today and the role the City of Vacaville and its police department will play in securing the future of America. Education should significantly increase the level of commitment from the stakeholders.

### *Creating the Guiding Coalition*

The creation of a guiding coalition to facilitate the necessary changes should be one of the highest priorities. To visualize areas of responsibility for the stakeholders in critical action areas, a chart of responsibility was created in Table 4.2. The chart divides the stakeholders according to their level of responsibility for each of the critical actions. Levels of responsibility are categorized as having responsibility, required approval, provide support, and being kept informed. Each of the critical actions is discussed following Table 4.2.

The stakeholder with the greatest level of responsibility, as outlined in Table 4.2, should facilitate the transition management process or assign facilitation responsibilities to one individual in the coalition. Since the city manager is the stakeholder with responsibility for the greatest number of actions (Table 4-2), it would be prudent for the city manager to delegate facilitation of this project to the chief of police. It is also the responsibility of the chief of police to develop a sense of urgency and convince the city manager of the need to support this effort. The city manager is pivotal to the success of the strategic plan because of his ability to block implementation. The chief of police should expect support from above and below for meeting the objectives of the project and should proactively keep the city manager informed of both progress and needed resources.

Table 4.2

Responsibility Chart of Key Stakeholders for Critical Actions

Actions	Actors					
	PD Employees	City Council	Other City Dept	Police Mgmt.	City IT Dept.	City Manager
Competing priorities	S	A	S	S	S	R
EMP threat awareness	I	I	I	R	I	A
Investigative limitations	R	I	I	A	I	I
Mindset – big city problem	S	A	S	R	S	S
Retrofit electronic infrastructure	I	A	S	S	S	R
Resources for long-term power loss	I	A	S	S	S	R
Budget shortfall	I	A	S	S	S	R
De-Politicizing the threat	I	A	S	S	S	R
Containing Militia groups	R	I	I	A	S	S
ID Terrorist sleeper cells	R	I	I	A	S	S
EMP safeguards in new facilities	I	A	S	R	S	S
EMP safeguards for equipment	I	A	S	S	S	R
Radio interoperability project	S	A	S	R	S	S

R = responsibility (not necessarily authority)

A = approval (right to veto)

S = support (put resources toward)

I = inform (to be consulted before action)

### *Competing Priorities*

The competition for funding among the various governmental organizations is often fierce. The onset of the new priority created by terrorism requires a skillful leader, able to determine and manage priorities. Preparing for future terrorist attacks is going to be expensive and will likely be underfunded by federal and state authorities. This places a great burden on the city manager who is responsible for working with the city council to set priorities and determine where funding will be spent. This will also mean that some programs and services will suffer or be eliminated in order to provide sufficient funding to assure the greater good and, possibly, community survival. It will be essential to the success of the transition for all other actors to actively support the city manager and provide him or her with the information needed to educate the city council, helping them to make informed decisions.

### *EMP Threat Awareness*

It is reasonable to assume that local leaders and the public are grossly unaware of the threat posed by EMP. Using the information in this project and the upcoming report by the National Commission on EMP Threat, it is the responsibility of police management to inform city management and council of the threat and recommended courses of action to mitigate. It is also the responsibility of police management to develop a plan of public education that not only explains the threat, but explains what local

government is doing about it and what personal measures citizens can take to minimize the threat to their families.

### *Investigative Limitations*

Medium-sized law enforcement agencies have a difficult time investigating large-scale criminal enterprises because of limited resources and jurisdictional boundaries. When national security issues become a part of the equation, as they do in the investigation of terrorist groups, it becomes much more difficult for local law enforcement to contribute. Laws or the interpretation of laws that govern the sharing of information between federal agencies and local law enforcement contribute to the difficulty police agencies face in investigating terrorist groups within their jurisdiction.

It is the responsibility of field officers and detectives to fully investigate suspicious activity and groups to the best of their ability and within the confines of statutory and constitutional law. Furthermore, it is the responsibility of police management to work with other law enforcement jurisdictions to form partnerships and develop secure means of sharing information in the quest to prevent future terrorist attacks within the United States.

### *Mindset – Big City Problem*

Overcoming the mindset of “it won’t happen here, it’s a big city problem” is an educational dilemma that is the responsibility of police management. In order to gain support, police management must first

educate elected officials on the dangers of EMP. Information concerning biological attacks and other terrorist methodologies must be shared as well, in order to fully educate the council and public. A careful balance needs to be struck between being overly dramatic (with the accompanying risk of sounding like the boy who cried wolf) and providing enough information so people can make informed decisions about what they should do to prepare their families for a crisis.

### *Retrofit Electronic Infrastructure*

In order to protect the electronic infrastructure from the threat of an EMP, it is important to first identify all components of the electronic infrastructure and then prioritize them in order of importance. Those deemed the most important would receive upgrades to protect them from EMP; others would be improved as time and resources allowed. For example, it would be prudent to upgrade the water treatment and acquisition facilities ahead of traffic signals since people need water to survive. Likewise, decisions will have to be made about upgrading banking systems, communications systems, computer systems, sewage systems, fleets of vehicles, and anything else run or controlled by electrical devices. Further, it may be better to replace rather than upgrade some equipment. Unfortunately, most of the information about protecting electrical infrastructure will have to come from the upcoming report by the National Commission on EMP Threat and from military information that will hopefully

be declassified soon.

### *Resources for Long Term Power Loss*

Since it will take years to upgrade the electrical infrastructure of America, it is essential to acquire resources to allow the community to continue functioning for long periods of time without power. In this instance, long-term may mean being without electricity for well over a year. This will require planning for stockpiling and distribution of water, food, clothing, and other necessities of life in advance of a crisis. This will also prepare communities to deal with natural disasters and smaller-scale events. It is the responsibility of the city manager to achieve this level of preparedness.

### *Budget Shortfall*

This is where critical choices will have to be made. City manager and council will have to assess the threat level and take money from favorite programs and services to assure survival of the community in the event of a catastrophic terrorist attack. This assumes the budget will not support the strategic plan and status quo service levels. Ultimately, management needs to make these decisions before the crisis arises. If a wait and see stance is adopted, it will be too late to react and chaos will reign. These decisions will require fortitude and a long-term view for resolving the problem. It is critical for decision-makers to remember that the crisis could take only a billionth of a second to happen, but decades or centuries to overcome

without prudent decisions and a commitment to preparation.

### *De-Politicizing the Threat*

This ties in closely with budget shortfalls in that it will take a great deal of political will and fortitude to focus on facts and not turn the implementation of the strategic plan into a political debate. The time to act has come, and it is the responsibility of all managers in city government to support their city manager and elected officials in getting the job done.

### *Containing Militia Groups*

Militia groups may use the aftermath of a catastrophic terrorist attack to assert their interpretation of the constitution. They may see the time after an attack as being ripe for overthrowing the government. Proactive police intervention with these groups before such an attack will greatly aid local law enforcement in maintaining order in the days and weeks following an attack. Here again the need for interagency cooperation is of the greatest importance. The sharing of information and forging of relationships among various law enforcement groups will prevent militia groups from becoming a threat to America.

### *Identifying Terrorist Sleeper Cells*

Terrorist sleeper cells are very similar to militia groups. They are in the country waiting for their opportunity to act against the interests of America. The law enforcement response to these groups should be similar

to the response to militia groups and requires the cooperative building of relationships and sharing of information with all law enforcement agencies.

#### *EMP Safeguards in New Facilities*

The very best time to install EMP safeguards in buildings is during construction. The cost for safeguards in new buildings is only one to three percent of the construction cost. In comparison, the cost of retrofitting a building is about ten percent of the value of the building. Safeguards consist primarily of wrapping a building in foil and using metal screens across windows to transfer EMP energy to ground. All incoming utilities are also protected to prevent EMP energy from entering the building through utilities. It is the responsibility of police management to secure city council approval for installing safeguards in the construction of any new police facilities and the responsibility of the city manager to secure funding for protection of any other municipal construction.

#### *EMP Safeguards for Equipment*

Safeguarding equipment is very similar to safeguarding new facilities. There is a vast array of equipment that needs to be protected. In this case, since equipment is spread through all city departments, it is the responsibility of the city manager to prioritize the protection of equipment, and to obtain funding through the city council.

### *Radio Interoperability Project*

Communication is the cornerstone to crisis management. The radio interoperability project is designed to enhance the ability of regional emergency service providers to communicate. The eventual plan is to link these systems across the country providing a virtual communication network from coast to coast. It is critical that this system be able to withstand the effects of an EMP event. At the local level, it is the responsibility of police management to secure funding for equipment that is EMP-protected.

### *Developing a Vision and Strategy*

The vision and strategy for the project was described in Chapter Three. The vision involved four elements that are accomplished through a strategy focused on preparation and mitigation of the use of potential terrorist weapons. Those elements are:

- Take preparatory actions in advance to minimize or negate the impact of a catastrophic terrorist attack on the nation's Capitol at the local level
- Maintain the peace
- Restore order
- Give the public a sense of security through their confidence in local law enforcement

This strategy is focused on the first element in which local law enforcement implements preventive measures to safeguard the electronic infrastructure of local government. This will assure continuation of services

and the ability to communicate with the public and other governmental entities in a crisis. Accomplishing the first element enhances the ability of the local agency to maintain the peace and, if necessary, restore order during a national crisis. When citizens find local law enforcement prepared and appropriately managing the crisis, they will more readily feel a sense of security, listen to authority figures, and act responsibly.

### *Communicating the Change Vision*

Communicating the vision and strategy are essential to successful implementation of the project. Every level of responsibility within the city organization should be communicating to all other stakeholders the urgency for implementation as well as expectations for their involvement in the process. Additionally, the coalition should model expected behaviors and demonstrate support for the project. Key to the eventual success of the project during a national crisis is the effective communication with the public prior to the crisis. An important aspect of communicating the vision and strategy is the publication of plans and actions underway by local authorities. The release of this information should also include recommendations of steps every member of the community can take to prepare for a crisis. The strategy must include every member of the community. The interruption of municipal services for more than a few days requires civic preparation; this requirement and expectation must be communicated well in advance of the event. Failure to gather public

participation in preparatory efforts will greatly hamper the ability of the community to remain stable and eventually recover from the crisis.

### *Empowering Broad-Based Action*

Empowering broad-based action begins when the current objectives of the coalition are passed along to the lowest levels of the organization. The generation of ideas and concepts will greatly enhance the success of the project, enabling fresh minds to see and ponder the problem and participate in finding solutions. It is important to encourage risk taking and the development of nontraditional ideas and actions. While it is important to empower staff to take action, it is also important to keep moving forward with implementation of the plan. There are those who would subvert the effort through the desire to study and contemplate other solutions. Leadership needs to be strong with these individuals and be able to process new ideas and implement them, when appropriate, without losing the momentum of the transition.

### *Generating Short-Term Wins*

Generating short-term wins provides impetus for those involved in the transition to persevere. Short-term wins should be things that are readily achieved and worthy of recognition. Accomplishments, such as the securing of funding through grants or other means, are worthy of recognition and important to everyone involved. Visibly rewarding and recognizing those responsible for the accomplishment will help develop a positive attitude

toward the transition and inspire others to excel.

### *Consolidating Gains and Producing More Change*

As implementation of the strategic plan moves forward, it is important to consolidate gains and assess progress. Periodic evaluation of accomplishments will generate new ideas and keep people focused on meeting the overall vision of the project. Problems will be encountered and opportunities presented that the initial plan failed to recognize or consider. People will step forward who become leaders of the cause who were not considered for leadership roles prior to the project implementation. The ability to flow with the project and accept ideas and continual change will greatly enhance the final outcome and provide greater security for the community than staunchly remaining focused on the original plan. Essentially, the management of transition becomes an ever-turning wheel in which the transition moves through all eight steps, referenced at the beginning of this chapter, and then back to the start to keep moving forward. The generation of new ideas requires the creation of a new sense of urgency and refinements to the vision. The more adept the organization becomes at managing change, the more successful it will be at survival.

### *Anchoring New Approaches in the Culture*

Anchoring new approaches in the culture is the responsibility of the guiding coalition. This is accomplished through recognition and focus on those who are turning the vision into reality. It is also accomplished through

the development of leadership capable of managing change. An ongoing responsibility of the guiding coalition is to develop the leaders of the future, by articulating the nexus between converting the change into reality and the long-term success or, in this case, survival of the organization. Through the transition process, the leaders of the future will rise to the surface. It is the responsibility of the guiding coalition to recognize the new leaders when they appear and to mentor and prepare them for the leadership challenges of tomorrow.

This chapter has taken the strategic plan from Chapter Three and developed a template for transitioning the plan into action. The transition plan utilized the eight-stage process of creating major change to identify issues and obstacles to be overcome. The critical actions for success were identified and discussed in order to give the reader a more complete understanding of expected obstacles in implementing the strategic plan. The following chapter will summarize the steps of this project and conclude with final recommendations for action.

## CHAPTER FIVE

### Conclusions and Recommendations

The purpose of this project was to determine how a catastrophic terrorist attack on the nation's Capitol would impact a medium-sized California law enforcement agency by 2008.

Terrorism has been practiced for thousands of years. History shows that terrorist groups are usually associated with some type of fundamentalist religious group and that they seek new methods to expand their ability to cause harm and gain notoriety. Recent history has shown terror groups have expanded their capabilities through the use of human and car bombs. Terror groups are also seeking ways to acquire military weapons and have recently begun using surface to air missiles to shoot down aircraft. There is intense concern that terror groups may succeed in their efforts to acquire weapons of mass destruction, including biological or nuclear weapons.

The opportunity for terrorists to acquire weapons of mass destruction is certainly drawing near. Indications of this ability include: discoveries of Scud missile warheads abandoned in a building in Kabul in November 2002 and the successful smuggling of a fully operational Scud missile into Southern California in September 1998.

The most informative piece of research was the interview with Dr. Lowell Wood. He is a leading American astrophysicist who provided valuable insights into the effects of high altitude electromagnetic pulse (EMP). The

damage potential of this type of event is chilling, especially for a society as dependant on electronics as America. Fortunately, the effects of EMP have been known for forty years and the military has developed protective measures for critical military infrastructure. Unfortunately, the public infrastructure is unprotected and quite vulnerable. One thing seems clear: The aftermath of an EMP would leave America quite vulnerable to internal breakdown and attack.

Part of the research for this project included the use of the Nominal Group Technique. The panel, composed of a diverse group of community members did an exceptional job of spotting trends and creating possible futures for consideration in the project. The NGT panel was responsible for directing the author's research toward the threat of EMP. This threat had not been considered prior to the NGT. The NGT resulted in the creation of three scenarios based upon the trends and events identified by the panel. There was an optimistic scenario, pessimistic scenario, and normative scenario.

With the research documented, attention was turned to the strategic plan. The Vacaville Police Department, a medium-sized California law enforcement agency, was used for the development of the strategic plan. A SWOT analysis was conducted, which led to the development of lists of strengths, weaknesses, opportunities, and threats. Through this process, three optional strategic plans were developed. In light of the scenarios

created in the NGT process, the third strategic plan became the most viable option. The scenarios and research led to the conclusion that drastic preventative action needs to be taken at the local level to protect against the effects of an EMP event. Without such measures being taken in the near future, local law enforcement will find it nearly impossible to recover from the impact of a catastrophic terrorist attack on the nation's Capitol. The key concerns with such an attack is that there could be additional attacks around the country immediately following the attack on the Capitol, or an EMP event could happen during or immediately following the attack. At the current level of preparedness, an EMP event would conceivably set America back over 100 years technologically, resulting in the complete disruption of the banking industry, transportation sector, water and sewer treatment and fuel supplies.

The NGT and strategic plan identified the possibility of a biological attack on America. There is a serious risk of such an attack, especially since the borders are rather porous, and it is believed terrorist sleeper cells are within the country today. Unfortunately, the constraints of this project did not allow for further research into this area, which could become the focus of another study.

Upon completing the strategic plan, a transition management plan was developed to help assure successful implementation of the strategic plan. The transition plan utilized John Kotter's eight-step process for implementing

change. The transition planning process used a commitment chart to identify critical mass, or the six key stakeholders, as part of commitment planning. A responsibility chart was also used to identify 13 critical actions that need to be taken to bring the strategic plan to fruition. The process of creating these charts helped flush out obstacles and possible solutions along the road to implementation of the plan. Stakeholders play a key role in the success of any plan. Commitment is essential, as is change. The strategic plan designed the change that is needed; the transition management plan shows how it should be accomplished.

This project began as an exploration of the role of a medium-sized California law enforcement agency in the aftermath of a catastrophic terrorist attack on the nation's Capitol. Research showed that the role of law enforcement after the event would be nearly impossible to fulfill without prior implementation of planning and prevention strategies. In reality, this project is about survival and change. The events of September 11, 2001 were a huge warning call for America and her emergency responders to make critical changes. According to Kotter (1996):

The typical twentieth-century organization has not operated well in a rapidly changing environment. Structure, systems, practices, and culture have often been more of a drag on change than a facilitator. If environmental volatility continues to increase, as most people now

predict, the standard organization of the twentieth century will likely become a dinosaur (p. 161).

Kotter further states:

The single biggest argument offered against the need for transformation is that organizations can succeed with incremental change. A 2 percent improvement here, a 5 percent cost reduction there, and you win. In the short run, in certain industries, this can be true (1996, p. 173).

In policing, this is far from true. Incremental changes in preparation and planning will not maintain security across America within individual communities. This study is demanding action to safeguard communities and to prepare them for the realities of terrorism. Failure to act could significantly impact the ability of a law enforcement agency to provide service to its community in the aftermath of a catastrophic terrorist attack.

Through research, the author sought to determine how a catastrophic terrorist attack on the nation's Capitol would impact a medium-sized urban California law enforcement agency by 2008. Many variables come into play in determining the impact of such an event. The key variable is the type of attack on the Capitol. Whether it is a biological, conventional bombing, nuclear bombing, or an EMP attack has great influence on police agencies in California.

The worst-case scenario would be an EMP attack on the Capitol that

extended to the entire continent. This level of attack would significantly impact all California police agencies. An EMP attack would decimate the electronic infrastructure of the region affected, possibly interrupting electrical service for years. The electronic infrastructure includes all electronic methods of communication, banking, and the electrical power grids that supply electricity to all communities. Transportation would grind to a halt because of the lack of electricity to process and pump gasoline. This would immediately impact the ability of people to obtain the basic necessities of life including food and water. Even if shipping was available for the necessities of life, there would be serious cash shortages as the banking industry is heavily dependent upon electricity. Without electricity to run computers, the banking industry would cease to function and it would take a long time to recover computer data damaged by an EMP event. Cash, food, and water shortages could lead to civil unrest and potential panic in every community.

To emphasize the point about the effects of a sudden loss of electricity, consider the evening of August 14, 2003 when a large portion of the east coast of the United States and Canada was struck by a blackout. Television news accounts showed millions of people walking home on clogged streets. According to Botelho in his article, [Power Returns to Most Areas Hit by Blackout](#), twenty-one power plants shut down within three minutes, bringing commerce and transportation to a halt. Airports were

closed, cellular phone service was lost, and major cities ran out of safe drinking water. In New York City calls for emergency services more than doubled the average, and the city estimated it lost a half billion dollars in revenue (p.1-3, 2003). This significant event only affected one small portion of the country. Imagine if the entire continental United States lost power. The problems experienced in the east would be magnified a hundredfold. If it were the result of an EMP, power would not be restored for a long time.

California police agencies are increasingly dependent on technology and electronic components to meet demands for service. An EMP attack would destroy most police agency radio and telephone systems and bring most motorized forms of transportation quickly to a halt. This would happen at a time when community demands for service would be at an all-time high, and the balance of maintaining order in society would fall completely on the shoulders of local police. Police agencies would be faced with rapidly changing conditions, and few of the resources they have grown dependant upon would be available.

All of these risks underscore the need for preparation. Preparation requires planning for the worst-case scenario, and it enables organizations to develop contingency plans in the event of system failure. Preparation also allows safeguards to be incorporated into systems to protect them from potential threats, such as an EMP event. With proper preparation, police agencies would be able to rebound much more quickly from a worst-case

scenario and maintain order during the crisis. Preparation of this magnitude has the added benefit of enabling lesser events to be managed successfully. Effective management of crisis events instills a sense of confidence in local government. Confidence in local government leads to rational public behavior and the quick restoration of order.

## APPENDIXES

### Appendix A

#### *Terrorism Defined*

The following, from the Encyclopedia of Terrorism and Political Violence, by John Richard Thackrah and quoted by Taylor (2002), are some of the most useful attempts to explain in a few words this complex and controversial phenomenon.

“Sociologically, terror is a practice that causes intense fear or suffering, whose aim is to intimidate, subjugate, especially as a political weapon or policy. Politically, its main function is to intimidate and disorganize the government through fear, (so that) through this political changes can be achieved.” —J.S. Roucek

“Political terrorism is a special form of clandestine, undeclared and unconventional warfare waged without humanitarian restraints or rules.” —P. Wilkinson

“Terrorism can be used to create an atmosphere of despair or fear, to shake the faith of ordinary citizens in their government and its representatives.” —B.M. Leiser

[Terrorism is characterized by] “a series of individual acts of extraordinary and intolerable violence, a constant pattern of symbolic or representative selection [of targets], and is deliberately intended to

create a psychological effect on specific groups of people.” —M.

Crenshaw (p. 10)

## APPENDIX B

### History of Terrorism

As Taylor (2002) explained, the leader of the Zealots was Menahem, who convinced them he was the messiah, divinely sent to establish the kingdom of God on Earth. The Zealots' level of violence grew to the point where the entire community was afraid to leave the safety of their homes or even weep for the death of a loved one who died at the hands of the Zealots. In quoting Mitchel Roth Krystyniak (2001) said:

Middle Eastern terrorism over the centuries has been characterized by political killings and assassinations. In fact, the word "assassin" can be traced to a late 11<sup>th</sup> century Middle Eastern secret religious and political sect known as the Order of Assassins.

For 200 years that order waged a campaign of terror from India to Egypt, first under the leadership of Hassan Ben Sabbah, with a devoted band of terrorists carrying out the secret murder of prominent Moslem statesmen and generals.

Two major rival sects rose to prominence in the late 10<sup>th</sup> century—the Sunni and the Shia. Both followed versions of the Prophet Muhammed's teachings. Around 1060 Hassan Ben Sabbah attempted to convince the Shia, centered in Cairo, and the Sunni, with its core in Baghdad to forsake their own interpretations of the Koran and accept the Ishmaili version.

Hassan was not successful, and established himself as the Ishmaili political leader and embarked on a campaign of terrorism against the Sunni leaders.

It will never be known how many political murders were committed under the influence of Ben Hassan, but most authorities suggest that during his 30 years of activity it was hundreds. (p. 1-2)

## APPENDIX C

### A Brief History of Biological Terrorism

Highlights of the history of biological terrorism from the Biological Terrorism Response Manual include:

- During the siege of Krissa, Solon of Athens used hellebore (skunk cabbage) to poison the water supply.
- In 184 B.C., Hannibal's forces hurled earthen pots filled with serpents upon the decks of enemy ships in a battle against King Eumenes of Pergamon.
- In 1346, the Tartar army hurled plague-ridden bodies over the wall of Kaffa to end the siege.
- In the 15<sup>th</sup> century while conquering South America, Pizarro gave gifts of clothing contaminated with the variola virus to native people.
- In 1763, Captain Ecuyer gave two blankets and a handkerchief contaminated with smallpox to Native Americans.
- In 1797, Napoleon infected the citizens of Mantua with swamp fever in an effort to force surrender.
- During the American Civil War, Confederate soldiers poisoned ponds by dumping the bodies of dead animals into them.

(Biological Terrorism Response Manual 2001)

## APPENDIX D

### Nominal Group Technique Panelists

- Al Acuna, Director of Student Services, Vacaville Unified School District
- Gloria Diaz, Senior Master Social Worker, Vacaville Police Department  
Family Violence Unit, Clinical Supervisor
- Mike Ferguson, Security Manager for Genentech, Inc. Vacaville facility
- Debi McGuire, Community Activist and Volunteer
- Robert Powell, Emergency Services Manager for Solano County
- Ben Randall, Pastor, New Hope Christian Fellowship
- Carlos Trevino, Businessman/entrepreneur

## APPENDIX E

### List of All Trends Considered by NGT Panel

- Watchful eye on global events and disruptions by federal government—more alert—paying more attention to things—government let watchful eye slide in the past.
- Enhancing law enforcement ability to handle crisis events—administration/organization—enhanced mutual aid capabilities—prepared locally to respond to other regions—standardization of methodology to determine who will be sent into certain situations—need to be prepared with proper training and equipment.
- Strong communication through media but citizens feel a breakdown of communication during crisis—the public really does not know what is going on.
- Companies are developing a methodical approach to event and crisis analysis resulting in a realistic approach to responding to events and determining threat levels against companies and utilities—allocation of resources—more realistic threat analysis.
- The loss of civil rights is becoming accepted—loss of freedoms to increase security.
- Reductions in immigration to enhance security.
- Increase in hate crimes associated with the Islamic religion.
- People are listening to and taking threats more seriously—pay attention

to threats—higher vigilance—public level.

- Training the public to survive without public assistance—government preparing citizens for self-sufficiency.
- Support for military families in the area—major issue – plan ways and methods to support TAFB families—resources for families.
- Complacency of local area—failure to continue to take threats seriously—apathy—impact of moment has lost its intensity—actually gone down on some things.
- Business continuity, disaster plans being developed to support employees and their families—impacting budgets.
- Police and military are doing different things than they normally do. Getting out of the box of usual police/military duties. Doing different law enforcement jobs—expanded duties for military, police—form new partnerships/overlap—greater expectations of local law enforcement agencies—changing roles of law enforcement and military.
- Trend toward more pride in America—resurgence of citizenship—nationalistic pride.
- Mass casualty training – preparing and training for mass casualties—including the public in training—in beginning stages now.
- Preparing for the poisoning of food, water resources—broad-spectrum—vast opportunity for population destruction—many medians can be used for destruction.

- Living up to hero image for police officers and fire fighters—risen to hero status—it can be dangerous to live up to image—causes friction NYPD vs. NYFD.
- Increase in number of suspicious activity reports—need to analyze each threat individually—could overburden agencies—creation of new jobs not established before—ability for law enforcement to handle.
- Media communication—CNN vs. official government statements—newscasters telling us what is happening—not government officials—more and more public relying on TV newscasters—government officials may not be around to give out information—reliance on network TV for information over government officials—us (TV media and public) vs. them (U. S. government).
- Emergency Alert System (EAS) enhancements.
- Constant refinement of communication technology—cell phones keeping people communicating when regular phone lines may be down—variety of communication technologies, Nextel, cell phones, etc.

## APPENDIX F

### List of All Events Considered by NGT Panel

- Catastrophic event that eliminates Congress and the executive branch of the government (president).
- Standardized Emergency Response Plan implemented nationally.  
Mandated to all state employees—all cities must utilize in order to receive funding.
- Ambiguous declaration of war against non-state—concerns about what it means—Declaring war on too many things (i.e. war on drugs, etc.)  
enemy is not defined—activity is defined. Public does not know who enemy is—no substance to statement.
- Declaration of national emergency—martial law—military intervention—  
disruption of events (D.C. gone).
- Emergency Communication System implemented.
- Nuclear attack severely damages the ecosystem in the country/continent  
(health, weather, wildlife) Interrupting food chain. Asthma issues,  
domino effect.
- Stock market crash—stock market loses 2500 points in one month.
- Economic recession—timeframe 3 years and moving toward depression.
- Los Angeles hit by terrorist attack resulting in 1000 deaths during  
Academy Awards.
- Interstate travel halted—state borders closed.

- Food shortages.
- Energy shortages.
- Medical/services/supplies drastically reduced.
- Travis Air Force Base permanently closed.
- Significant biological assault on small community—once a small town in the nation is hit—no small town will feel safe.
- General panic and looting nationwide.
- National sense of loss and loss of hope.
- U.S. invades Mexico to stabilize government (unstable government susceptible to becoming haven for terrorist groups).
- A natural disaster occurs in Bay Area—earthquake—Fairfield becomes beachfront property.
- Survival and recovery begin—staging areas, shelters established—local people sent to nation's Capitol to aid in recovery.
- Drain on local resources.
- Catastrophes bring people together—increase in families returning to church—increase in volunteerism—increase in faith-based volunteerism.
- Electromagnetic pulse wipes out state power grid and electronic infrastructure.
- Natural gas supply cut off from Canada—studies being done to find out how long it will take to bring back up.

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