

# ***Proposal***

## **National Law Enforcement Deployment Teams**

Submitted by James Page – Executive Director Illinois Law Enforcement Alarm System (ILEAS)

### **Introduction**

In the post-Katrina/Rita era of emergency planning, it is obvious that a more coordinated law enforcement response to national-level disasters must be developed. The Major City Police Chiefs through the Frazier Group have provided vision by proposing the development of the National Law Enforcement Rapid Response Teams<sup>1</sup> (NLERRT). The Frazier Group paper accurately identifies several key issues:

- The Emergency Management Assistance Compact is the national model and, at present, the best method for interstate rendition of emergency assistance; however, at the time of Katrina, it also provided roadblocks and obstacles to efficient and rapid deployment of resources. NLERRT should be deployed pursuant to EMAC.
- Many law enforcement agencies “self-deploy” during large crises and eventually became part of the problem.
- The three “legs” of national response are fire, medical and law enforcement. There are already national response teams for fire (USART) and medical (DMAT) but not for law enforcement. It is evident there is a need for a national, organized law enforcement rapid response capability.
- NLERRT must comply with NIMS and fit into the unified command structure.
- NLERRT must be scalable.
- There must be a solid technology and communications component to NLERRT.
- NLERRT must have operations, logistics, planning and financial components.

Recently, the Major City Chiefs’ Association and the Major County Sheriffs’ Association worked on a joint proposal outlining their vision for the National Law Enforcement Deployment Team (NLEDT).<sup>2</sup> NLEDT is the name given to this concept by Congress in the 9/11 Commission Act enabling legislation which also created the Law Enforcement Advisor to the FEMA Administrator and an Assistant Secretary of Homeland Security for Law Enforcement.

The Illinois Law Enforcement Alarm System (ILEAS) has implemented a state-sized NLEDT in Illinois. In fact, ILEAS was one of the state organizations that, according to the Frazier Group paper, “overcame EMAC obstacles.”<sup>3</sup> ILEAS sent 300 officers to Louisiana pursuant to an EMAC request. Task Force Illinois, as it was known, arrived with its own power, water, food, equipment, communications, and logistical support train reaching back to Illinois. ILEAS “lessons learned” from the Katrina experience were:

- It is essential that national law enforcement responses in major disasters not be *exclusively* deployed “in theater” pursuant to Incident Action Plans (IAP). Rather a mix of IAP’s and a ***geographic*** responsibility seems to work best.
- It is essential that responding law enforcement teams be both logistically and administratively supported while deployed. They must be self-contained with regard to water, food, living quarters, etc.
- It is also essential that they bring their own unified communication and technology systems and such systems be compatible to other such systems deployed by other responding disciplines.
- Since Task Force Illinois consisted of 300 officers from 76 state and local agencies, the intra-state mutual aid system preparation was absolutely necessary. Any state attempting to organize that many

local agencies and officers from scratch during an emergency would find it almost a fruitless exercise. **Pre-event preparation was THE KEY element.**

- Pre-credentialing and Pre-team development is essential.
- Communication, or the lack of it, was the most important aspect of the deployment. This includes radio communication AND communication with the FEMA & Louisiana incident commanders.
- Combined forces MUST have a uniform. When Illinois first sent 150 officers from 80 agencies to Louisiana, it was very difficult for the Task Force commanders to track their subordinates given the facts that they did not personally know all of their officers and that they were housed with a plethora of other agencies – all wearing different uniforms. When a commander needed Task Force Illinois officers, he had to find them in a sea of dozens of uniforms. ILEAS purchased and sent to Task Force Illinois a basic uniform consisting of gray fatigue pants, a black boonie hat and a gray t-shirt screened with “TASK FORCE ILLINOIS” on the front and POLICE on the back. Once all the team members wore this uniform, they were easily identifiable in groups of other officers; it provided team/group identification and set Illinois apart from the rest of the states’ agencies. Additionally, it was much cheaper to pay for this uniform and dispose of it when the deployment was over rather than reimbursing all those agencies the cost of replacing very expensive uniforms.

Based on the ILEAS experience intra- and inter-state, and the Frazier Group concept, this paper documents a proposal to create the National Law Enforcement Rapid Response Team based on a NIMS “resource-based” with central and regionalized support and maintenance.

### **Summary of Proposal**

The National Guard, “citizen soldier” concept has been in place since 1636 - before the nation was formed<sup>4</sup>. The Guard has been a centerpiece of the states’ and the nation’s response to disasters from the very beginning. Being able to pre-train, pre-equip ordinary citizens and then deploy them in times of trouble is the cornerstone of their effectiveness. Instead of having a large standing full time armed service, the Guard supplements that force at a very effective price. However, in recent years the Guard has been stressed by its repeated deployment to the Middle East, the southern border, Katrina and other disasters. The heart of this proposal is to create a “National Guard-light” of full time professional police officers for the purpose of responding to national and regional level disasters. This National Law Enforcement Rapid Response Team (NLERRT) would provide direct support to the stricken area’s local law enforcement agencies; or in cases where the local jurisdictions are no longer able to function, provide direct services until such a time that the locals can reconstitute.

State and local jurisdictions in the United States employ 431,590 sworn officers and an additional 130,294 civilian law enforcement employees<sup>5</sup>. If the total NLERRT strength was 5,000 officers and 500 civilian support employees, that would only represent 1.1% of sworn staff and .3% of civilian employees. This is a very low figure considering that fire mutual aid often utilizes a 20% maximum deployment strategy.

The foundation for the development of the NLERRT is being done by the Law Enforcement Working Group (LEWG), assembled by the NIMS Integration Center. LEWG’s primary mission is the development of NIMS Resource Typing for the commonly available various law enforcement resources. These include<sup>6</sup>:

**Patrol Operations Team**  
**SWAT/Tactical Teams**  
**EOD/Bomb Teams**  
**Maritime Security/Rescue/Search/Dive Teams**  
**Aviation Units**  
**Mobile Field Forces**  
**Canine Teams**

**CBRN Teams**  
**Hostage Negotiation Teams**  
**Intelligence Teams**  
**Investigation Teams**  
**Mounted Units**  
**Temporary Detention Facilities**  
**Threat Vulnerability Assessment Teams**

The key to organizing the NLERRT is to:

- Define these Resource Types
- Create and catalog resources nation-wide

- Prepare them for deployment:
  - Train for the deployment
  - Pre-credential
  - Equip the teams with common communications
  - Provide rapidly deployable logistics support

In order to manage this process, an infrastructure needs to be created whose sole purpose is to:

- govern the development and deployment of these teams
- oversee the deployment training and equipping of the teams
- manage the various mutual aid and EMAC agreements and paperwork
- manage the follow-up reimbursement and financial issues
- manage contracts to support the teams
- oversee the actual deployments by providing:
  - on-scene ground preparation to receive teams
  - multi-team leadership and liaison with Incident Command

Organizing national law enforcement rapid response capability will not be easy and cannot be done ad hoc. It will require careful planning, extensive liaison with all the EMAC states and hundreds of law enforcement agencies. This infrastructure must initiate planning and preparations long before the need for the teams. This activity will include:

- Working with every state to inventory the NIMS Resource-typed teams already available
- Encourage state to develop teams that are underrepresented in various discipline areas
- Establishing a centralized authority to pre-plan deployments and to manage EMAC requests during the disaster.

Entirely too much time was wasted by law enforcement sitting in staging areas waiting for IAP's. The Task Force Illinois Commanders were very experienced Illinois State Police senior managers. Based on the situation, they concluded (and eventually convinced emergency managers) that law enforcement is more useful being deployed **geographically**, instead of mission tasking. Basically they said, "Give us a geographic area for which we are responsible and let us patrol it and organize the responses based on the mission taskings that arise in that area."<sup>7</sup> Task Force Illinois was deployed for 28 days and was finally responsible for a geographic area the last week. The improved performance results were remarkable.

### **Mission Statement**

The mission of the NLERRT teams would be:

*"To rapidly respond as a pre-established and equipped general purpose law enforcement resource to national or regional level crises to assist, support a stricken jurisdiction and/or, in extreme cases, to re-establish order and the basic enforcement of laws"*

### **Organization**

The NLERRT organization will consist of several components:

- Law Enforcement NIMS Resource Type (LENRT) Teams – Each state will be responsible for the identification, development, training and assembly of Law Enforcement NIMS Resource Type teams.
  - Each of these teams shall include a command and supervisory element which will report to the Regional Coordinators
- Regional Staff - Each FEMA region would have two staff representatives whose responsibility is to coordinate resources with each state in that region by:
  - Cataloging all Law Enforcement NIMS Resource Type Teams
  - Working with each state and team to organize and exercise deployment procedures
  - Act as overall command of that region's teams during periods of deployment
  - Oversee equipment inventory for each region

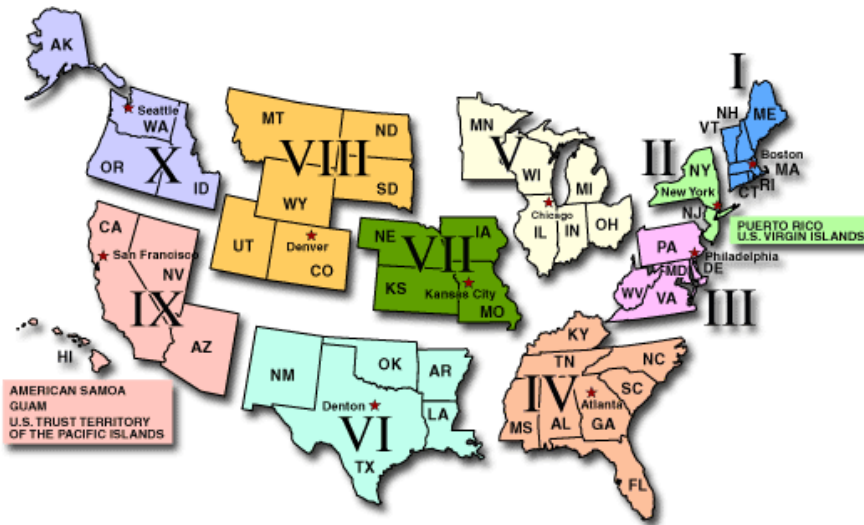
- Report to the Central Staff on the state of readiness of that region's teams
- Recruit for the development of new and more diverse teams within each region
- National Staff – The Central Staff will be responsible for:
  - Purchasing
  - Overall coordination
  - Policy development
  - Deployment Logistical Support
  - Training and Deployment Reimbursement
  - Oversight of the regional staff
  - Develop a database of national law enforcement resources available for deployment during crises

Given this structure, there will be a centralized management oversight of the NLERRT development and deployment strategies coupled with the regional and local control of the identification and training of the actual teams. Basically, the states and local agencies develop LENRT teams. The regional staff identifies all of the teams in the FEMA regions, recruits the development of new teams, and work to equip them as well as coordinate and exercise their deployment. The central staff oversees the entire process by providing national contracts for equipment and transportation, provides logistical support during a deployment, and manages the follow up costs, reimbursement and financial support.

Another perspective can be described as the “cafeteria” style of organization. The states develop a “buffet” of various teams. Each region’s “buffet” is built up, catalogued and managed by regional staff. The central staff has a list (database) of all law enforcement resources – what is on the “menu.” When there is a national or regional disaster, the central staff works with the disaster incident unified command and determines what team or teams – entrée’s – are necessary to activate. They utilize the database and activate the teams as

appropriate. In order to have a deployable force of 4,000 to 5,000 officers for national disasters, each region would have to develop teams with a total membership of 400-500 sworn employees.

This is the same approach the Department of Defense uses when determining what National Guard and Reserve units will be activated. The Pentagon has a database of all the Guard units, their capabilities and their deployment status, and then deploys the appropriate units as necessary.



## **Staff**

The Regional Coordinators should be recruited from and assigned to pre-established FEMA regions so as to have well-established Federal support as necessary. There should be two in each region – a Coordinator and an Assistant Coordinator. This provides for:

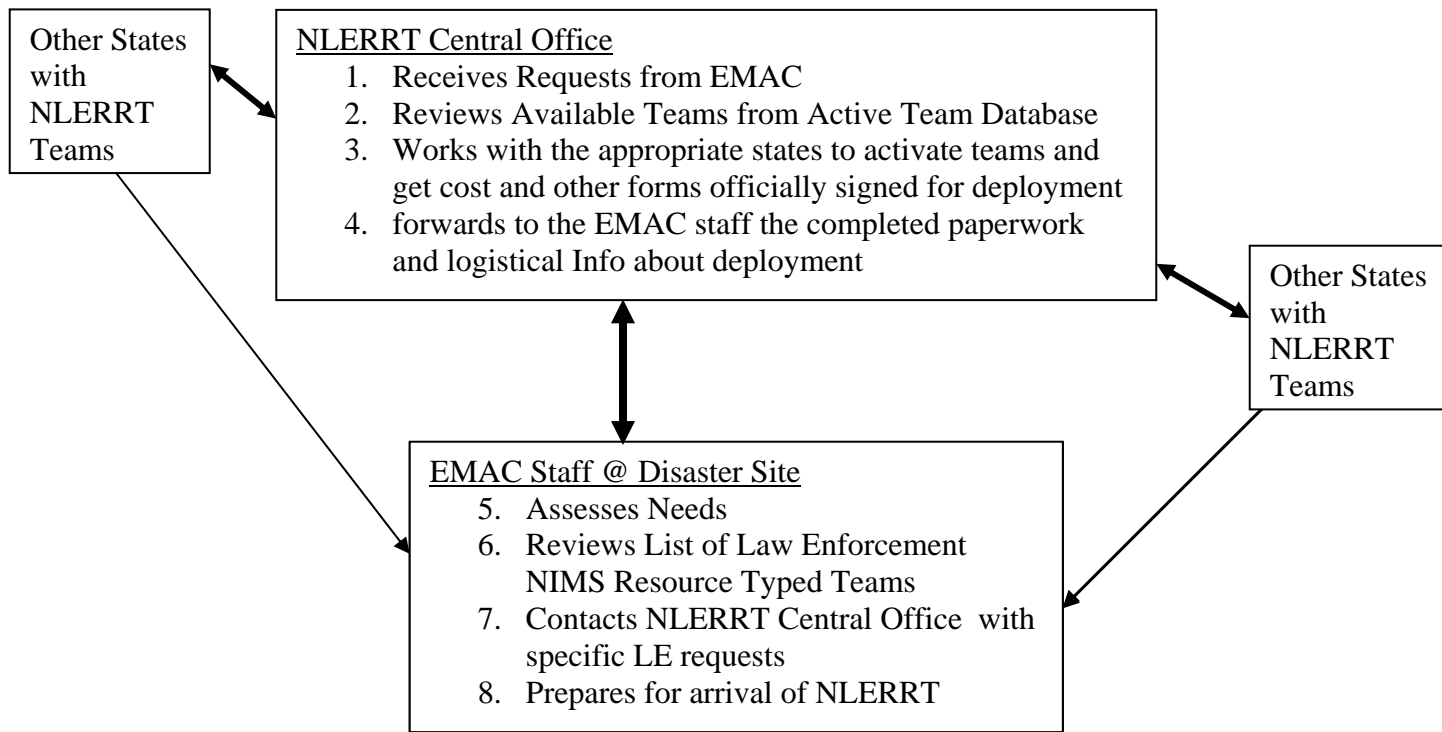
- Redundancy for deployments and preparation
- The ability during crises to deploy the Regional Coordinator to the disaster site in order to coordinate with local command and “get the ground ready” for the teams’ arrival. The Assistant Coordinator will remain in the region to oversee the regional activation process.

This regional staffing provides for 20 coordinators given that there are ten FEMA regions. The regional staff should be senior law enforcement executives with significant experience managing large groups of officers, large special events, military or other such experience managing large logistically intense events. The strategy is to recruit the regional staff who are about to retire, or have recently retired, from major state and local agencies.

The Central Staff would similarly consist of people with senior law enforcement operational experience. There would also have to be a support staff with experience such as ESDA/EMA, finance, federal acquisitions and contracts, military logistics, etc. The Central Staff senior management should have significant law enforcement mutual aid experience. It should be located in the center of the country to minimize travel and outside of any major urban area to increase its survivability during national disasters and/or terrorist incidents. Additionally, during a national emergency, a portion of the Central Staff would deploy ahead of the NLERT teams along with the affected Regional Coordinators to assist with the pre-arrival logistics.

**Emergency Management Assistance Compact (EMAC)**

EMAC is the basis for the mutual aid agreement that is essential for the NLERRT to work. The EMAC system during Katrina did not operate efficiently. For the purposes of NLERRT, a more centralized system of EMAC communication between the NLERRT central office and the EMAC desk at the disaster site unified command center needs to be established. The EMAC staff at the disaster site will use the “cafeteria” list of Law Enforcement NIMS Resource Types to base their needs request upon. They make the needs request to the NLERRT central office. The NLERRT central office then works with the responding states to complete the required paperwork. Therefore, after making their request for law enforcement resources, the EMAC staff at the disaster site will receive the completed paperwork (with cost estimates which are pre-determined). This relieves the unified command EMAC staff of an avalanche of paper.



**Deployment Strategy**

We want to make a quick mention of deployment strategies. It would seem that to provide a quick, effective and more inexpensive response, a “collapsing ring” response would be appropriate. If a disaster occurs in Illinois and there are law enforcement needs from other states, then Indiana, Iowa, Missouri, Kentucky, Wisconsin, etc. would be the first states whose resources are deployed. Unless there is some specialty team

that does not exist elsewhere, it would not make sense to deploy resources from Maine or California. As the need grows, so does the collapsing ring.

### Training

By utilizing the “cafeteria” structure, the NLERRT can be assembled with minimal training and equipment. The participating state and local agencies who create and develop LENRT teams will invest the funds necessary to train them in their specialties. For instance, NLERRT would not have to train a maritime security team. The only training necessary would be **DEPLOYMENT** training. In other words, how to most efficiently get the team from where they live & work to where they are needed. The Regional Coordinators would have to work with the teams, state, federal and military resources to develop deployment strategies for each team. In order to maintain readiness, each team should exercise deployment annually.

Through the experience of Department of Homeland Security grants, states have learned that it is much easier to get local agencies to create special teams if they can use federal funds to pay for overtime and backfill within certain guidelines. Funding should be made available to the participating state and local governments to provide this reimbursement. The NLERRT central administration should develop a web-based methodology for submitting overtime and backfill requests as efficiently as possible in order to minimize the staff required to process such requests.

### Equipment

As previously stated, the proposed organization is advantageous for cost efficiencies. Equipment needs are minimal given the fact that all specialty equipment used by the teams have already been purchased by state and local jurisdictions. There are five major exceptions to this:

#### Uniforms

Please refer to the “lessons learned” section about uniforms on page 2. The purchase and implementation of a uniform for each of the teams which identifies them as NLERRT members is imperative. When a police officer who is in the National Guard is activated by the Guard to deploy, he does not wear his work clothes – he changes into a nationally recognized and governed uniform which identifies him as part of a specific unit and assignment in theater. We believe the necessity for this is obvious. There are other benefits as well:

- Cost Savings – Providing a fatigue type uniform (identifiably and obviously different than military fatigues) would be much cheaper than replacing very expensive standard police uniforms.
- Logistical Savings – If an NLERRT team was deployed for 30 days, how many uniforms could each officer bring? What happens when they are destroyed/damaged and the officers does not have any more? It would be much simpler to have a supply of standard uniforms available which can be laundered instead of dry cleaned (like many police uniforms must be).

A complete set of uniforms could be established for all NLERRT teams with each unit being individually identified on the uniform itself. Upon deployment notification, the team commanders would issue the based on pre-determined sizes of team members. ILEAS currently manages such a system for all special team in Illinois. They are all multi-jurisdictional but when they deploy as ILEAS teams, they wear a common uniform. The purchase of these uniforms would be managed by the Central Staff and provided to the Regional Coordinators to distribute.

Note – Officers and deputies (and by extension, their employing agencies) who, as members of NLERRT, would be required to provide their own boots, web gear, weapon, handcuffs, respirator, gloves, etc. These are the types of equipment that, during times of stress, it is important that the user is intimately familiar.

#### Vehicles

When a LENRT team has specialty vehicles such as watercraft, aircraft, armor, trailers, etc., pre-arrangements would have to be made in order to deliver them anywhere in the United States. If the response is regional, they could just be driven to the incident site. However, if the teams have to travel some distance, arrangements must be made BEFORE the deployment as to how the vehicles will be delivered. This solution

may be rail, truck or air. No single logistical solution can be established system-wide given the diversity of units, locations and equipment. The responsibility for delivery of equipment and vehicles is shared between the local team commanders, the Regional Coordinators and the Central Staff. Employing ex-military staff with extensive logistical experience to oversee and coordinate this system of deliveries is mandatory.

The one exception to this is the standard patrol vehicle, squad car or cruiser. Our thought is that if a Patrol Operations Team(s) were to deploy over some distance, a special arrangement for patrol cars needs to be established – the Patrol Leased Fleet concept.

The Patrol Leased Fleet strategy involves the Central Staff:

- Establishing contracts with large national vehicle rental companies to provide vehicles of a certain type as needed.
- Developing a national contract to provide a package of emergency lights and radio equipment that can be stored in a ruggedized (pelican-type) case which can be installed in a leased vehicle in less than an hour by a non-technically trained police officer/sheriff's deputy. National companies such as Federal Signal, Motorola, etc. would compete to engineer such a product. It would be low voltage and provide common communications capability. It would include portable radios and other required patrol car equipment.

The national vehicle leasing companies, Hertz, National, Enterprise, etc. are very capable and adept at moving large fleets of vehicles throughout the country. Instead of driving squad cars hundreds or thousands of miles into an environment where they are likely to be damaged or destroyed, why not utilize the significant fleets of leased vehicles available nationwide? The advantages would be:

- Cost – The cost for the contracted vehicles would be borne by the emergency fund established by Congress to offset costs to manage a national or regional sized disaster. The cost for deployment training would be minimal given that the vehicles would not have to be driven by the officers – only deployed in exercises to test the deployment system itself. Additionally, utilizing leased vehicles would relieve the NLERRT system the cost of maintaining vehicles that are NOT being used.
- Likelihood of State and Local Agencies to Participate – State and local agencies will be more apt to participate in the development and creation of Patrol Operations Teams if they knew they would not have to “give up” squad cars to the cause. Patrol cars are at a premium in most state and local agencies and losing several to a national disaster would be a deterrent to participation. It is easier to provide employees than cars in most cases. ILEAS's experience in the Katrina response was that, given the environment, many patrol cars that were deployed needed rehabilitated when they returned.

Assume for a moment that a national disaster has occurred and 10 Patrol Operations Teams are deployed several hundred miles away from their home states. The following would occur:

- Those combined teams, consisting of 60 officers each, will require no less than 250 vehicles (assuming that 600 officers working 12 hour shifts in two-officer vehicles plus command and backups for maintenance/repair)
- The Central Staff contacts the contract leasing companies and requests that 250 similarly configured SUV's be delivered to a pre-determined location within a pre-determined number of days/hours.
- The officers and their personal equipment are flown/bused/railed to the site where the vehicles are delivered.
- The ruggedized cases with the emergency lights/communications/vehicle equipment would be delivered to the location where the cars and officers will meet.
- The cases are assigned to a vehicle – the entire process managed thru the use of an RFID or bar-coded inventory system.
- Officers assigned to each vehicle will install the equipment, place placards on the vehicles.

The result = one quickly-assembled, basic functional patrol car capable of performing given the circumstances.

GPS

Given that by the very nature of the circumstances, officers, troopers and deputies responding as part of an NLERRT team will not be familiar geographically with the area for which they are going to be responsible. This will be made worse by the fact that a significant disaster has taken place and normal geographic markers, street signs, house addresses, landmarks, etc. – may no longer exist. Each officer/deputy would be issued a personal GPS device so that they can find their way around the area.

**Communications**

Much has been written, developed and implemented with regard to disaster scene communication – including data, cellular and voice radio. As a result of the need for the NLERRT teams to be equipped with communications equipment that is interoperable, durable and robust is obvious. Interoperable mobile/portable radios, cell devices and Mobile Data Computers (MDC’s) are essential in order to conduct law enforcement business. Needless to say, this is something that the local/state responders cannot provide themselves. If they brought their own radios, they could not talk to each other. Radios and communications devices must be centrally provided, on the same system, constantly maintained and ready for deployment at a moment’s notice. There is no need to belabor the point in this document.

**Common Contingency Equipment**

There is a need to develop a stockpile of contingency or “sustainability” equipment. These are common law enforcement consumables such as:

- |                             |                                  |
|-----------------------------|----------------------------------|
| Ammunition                  | NATO-thread respirator canisters |
| Chemical agents             | Command post equipment           |
| Flexcuffs                   | Cots/Blankets                    |
| N95 masks                   | Water                            |
| Safety glasses/latex gloves | MRE’s                            |

This is NOT an all inclusive list. More work needs to be done on the design of these sustainability packages and how they will be deployed. The initial proposal is to develop 4 of these packages, strategically placed around the United States in a form that can be readily deployed (i.e., palletized, shrink-wrapped & pre-loaded into semi-trailers). Note that the above-described communications package can also be combined with these sustainability supplies.

**Credentialing**

One key feature to establishing the NLERRT is credentialing. A national NIMS-resource standard for credentialing must be established and all members of the every deployable team must be pre-credentialed. Credentials based on smart card technology with biometric, assignment, medical and authority data should be easily verified in the field and at deployment centers. They can also be integrated into the RFID/bar code equipment inventory system so that specific items of equipment can be assigned to specific officers/deputies for tracking and accountability.

**Cost**

Given what has been described to this point, a cost must be assigned to each of the NLERRT requirements. The following is a very rough estimate of costs to create a National Law Enforcement Rapid Response capability:

<b><u>Central Staff</u></b>	<b><u>\$750,000</u></b>
Eight employees are necessary to manage logistics, national contracts and oversight of the regional staff.	
<b><u>Regional Staff</u></b>	<b><u>\$1,400,000</u></b>
20 employees to recruit, coordinate, exercise and oversee regional teams.	
<b><u>Vehicle Contract</u></b>	<b><u>\$300,000</u></b>
This is the cost to contract with vehicle leasing companies to provide vehicles for 10 annual exercises. (Note – the costs for vehicles for actual disaster deployments would NOT be included in this cost estimate)	
<b><u>Patrol Vehicle Equipment</u></b>	<b><u>\$16,000,000</u></b>
Sufficient equipment to supply 2,000 vehicles.	
<b><u>Uniforms</u></b>	<b><u>\$2,475,000</u></b>

Sufficient uniforms for 4,500 NLERRT members.

Sustainability/Common Contingency Equipment \$8,000,000

This equipment will provide the initial support for the NLERRT's and, through pre-purchasing, will make available standard law enforcement equipment which may be in short supply during an emergency.

Overtime/Backfill for Deployment Training \$20,000,000

In order to encourage participation and to compensate state and local agencies for their out of pocket staff costs, an overtime/backfill reimbursement process should be established. Note – this figure is for deployment training only – the actual cost of deployment during a disaster would be funded separately.

Credentialing \$6,000,000

Every member needs to be pre-credentialed.

Administrative Overhead \$5,000,000

Costs to administer the NLERRT program for a contract oversight agency providing the staff and contracts. The total cost is \$59,925,000 to start. These are VERY ROUGH first draft cost estimates. They DO NOT include any actual deployment costs, only start up and maintenance costs of operating a 4,500 force of sworn officers/deputies to respond to national disasters.

### Summary

The highlights of the development of the National Law Enforcement Rapid Response capability include:

- Developing a central and regional staff to pre-plan, train and equip an approximate 4,500 member response capability.
- The response capability consists of Law Enforcement NIMS Resource Type teams made up of local and state sworn officers and deputies.
- The state/local participants develop the teams, train them in their specialty and deploy them through the EMAC system when needed.
- Team members must be pre-credentialed.
- The NLERRT staff coordinates and exercises the deployment procedures and the locals are reimbursed for their participation.
- A minimal amount of equipment is provided to the team members via pre-purchasing, stockpiling and national contracts.
- The NLERRT staff is also responsible for cost accounting before, during and after a deployment.
- The start up cost for such an operation would be nearly \$60 million.

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<sup>1</sup> See attached position paper submitted by the Frazier Group to the Law Enforcement Working Group on February 12, 2007)

<sup>2</sup> Law Enforcement Deployment Teams, Recommendations for a Rapid Response Law Enforcement Support System, 2008, Major City Chiefs/Major County Sheriffs/Lafayette Group

<sup>3</sup> Frazier Paper, et al

<sup>4</sup> National Guard History (<http://www.ngb.army.mil/About/default.aspx>)

<sup>5</sup> Crime in the United States – 2005 Tables 70 & 71 (<http://www.fbi.gov/ucr/05cius/police/index.html>)

<sup>6</sup> Law Enforcement Working Group Document – “Law Enforcement Resources”

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<sup>7</sup> Task Force Illinois Commander Rob Haley – debriefing Springfield, Illinois 10/26/05