

# **Critical Infrastructure Protection in the National Capital Region**

**Risk-Based Foundations for Resilience and  
Sustainability**

**Final Report, Volume 13:  
The Region and its Governance Structure  
in Perspective**

**September 2005**

**University Consortium for Infrastructure Protection**

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Critical Infrastructure Protection Program  
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### Final Report, Volume 13: The Region and its Governance Structure in Perspective

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September 2005

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University Consortium for Infrastructure Protection

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– **Notice** –

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# **The Region and its Governance Structure in Perspective**

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October 2005

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# I. Introduction

The National Capital Region is an extraordinarily complex socio-economic and political agglomeration. It consists of 14 overlapping jurisdictions (11 local, 2 states, the District of Columbia); all three branches of the federal government; a large private sector; thousands of trade, industry, and professional associations; the densest concentration of nonprofits in the country; and almost 5 million residents. It is arguably the most important place for public and private sector decision-making in the country, and carries significant historical and symbolic value as the seat of the federal government. The private for-profit and not-for-profit sectors contribute significantly to the NCR as a major region in its own right – its nearly \$300 billion economy is the fourth largest in annual business with major centers of the Internet, telecommunications, information, and bioscience technologies, and a large defense industry, as well as thousands of associations.

This report serves three purposes. One, it provides an overview of the structure and characteristics of the National Capital Region (NCR). Two, it summarizes research on regional governance in general and regional security partnerships in particular, including a typology of initiatives in other regions. Three, it proposes an organizational structure for coordinating critical infrastructure protection in the NCR that draws on the existing, yet in and of itself insufficient governance structure in the region. This coordinating council is the public sector-led element of the overall “Partnership” strategy suggested in Volume 1. The other element, the private sector-led stakeholder process, is outlined in Volume 12.

## II. Economic and Functional Characteristics

### *A. Economic Importance*

The region is one of the fastest-growing metropolitan areas in the country. The Gross Regional Product (GRP) has grown by 23% since 1998 (compared to 15% nationwide), and is projected to have 6.7 million residents by 2030.<sup>2</sup> While not as dominant as often perceived outside the region, the federal government’s impact is still significant. Economically, the presence of the federal government determines both the employment structures and the production of goods and services in the region. Of the regional workforce of nearly 3 million, 11 per cent work directly for the federal government. More importantly, government spending and procurement in the region is the single most important contributing factor for the higher growth rates of the GRP (currently US\$280 billion annually) and employment in the region compared to the national average. With increased spending on homeland security and defense, those traditionally strong sectors can be expected to expand even more, attracting more businesses and people to the region.

Almost as important as the federal government is the nonprofit sector.<sup>3</sup> It is the largest in any region in the country, consisting of over 7,600 organizations with approximately 218,000 employees or 11 percent of the total private employment. They include charities, foundations, think tanks, and trade and professional associations. They generate \$33 billion in revenues, and spend close to \$30 billion.

The third-largest Washington, DC, industry is the hospitality industry, including tourism. Symbolizing American history and political power, the region is a major tourist attraction and conference and convention venue that attracts 18 million visitors each year. The additional demand of goods and services by this large number of out-of-town visitors is an important factor not only for the regional economy, but needs to be considered for emergency planning purposes, in particular the delivery of basic services such as food and shelter.

Other important sectors are legal and consulting services, higher education, medicine/medical research, government-related research, publishing, finance, and telecommunications.

Over time, the structural and functional composition of the NCR has undergone significant transformations. The last major change to the regional economy before the current period was triggered by new technologies. Starting in the early 1990s, the emerging information technology and biotechnology sectors have led to the establishment of new clusters on the sub-regional level. While some were originally centered around large government facilities and contractors like the National Institutes of Health (in the case of biotechnology) and Lockheed Martin (in the case of information technology), others, like AOL, have developed independently. What they have in common is the reliance on a much higher than average educational attainment (nearly 45% have a college degree), and an elaborate mass transportation infrastructure with three major airports and a public transportation system that is used by more than 40% of commuters in the central city and the inner suburbs.

## ***B. Functional Complexity***

With its designation in statutory law, and its already numerous jurisdictions and entities, introducing an even larger view of the region might only seem to complicate matters further. However, such a view is necessary for two reasons: (1) to capture the existing functional relationships between individuals, businesses, and communities, and (2) to account for the interdependent networks of critical infrastructures and services. The boundaries of the region are constantly expanding to counties beyond the current core, thus increasing the strain on the existing infrastructure and the need for building new capacities. Currently, the majority of all day-to-day exchange of people, goods, and services takes place within what the U.S. Census Bureau designates the Washington DC-VA-MD-WV Metropolitan Statistical Area (MSA). For many other infrastructure functions, such as food supply and banking services, critical centers lie outside the immediate metropolitan area, either in other Mid-Atlantic States or along the East Coast. By contrast, much of the national and even global Internet traffic is routed through the NCR. Depending on their primary focus – local, regional, national – public and private actors have adopted different definitions of the Washington region. Table 1 compares six different expanses based on jurisdictional boundaries of the Washington metro area; showing the decreasing number of jurisdictions from the most inclusive 50-mile radius to the most exclusive NCR definition.

**Table 1: Scope of the Washington Metro Area**

<b>50 mile radius</b>	<b>U.S. Census Bureau</b>	<b>U.S. Census Bureau</b>	<b>Greater Wash. Board of Trade</b>	<b>Metro Wash. Council of Gov.</b>	<b>U.S. Dept. of Homeland Sec.</b>
<i>Geographical area</i>	<i>DC-MD-VA-WV Combined Statistical Area (CSA)</i>	<i>DC-VA-MD-WV Metro Statistical Area (MSA)</i>	<i>Membership area</i>	<i>Member jurisdictions</i>	<i>National Capital Region (NCR) in Title 10 USC</i>
<b>District of Columbia:</b>	<b>District of Columbia:</b>	<b>District of Columbia:</b>	<b>District of Columbia:</b>	<b>District of Columbia:</b>	<b>District of Columbia:</b>
Washington, DC	Washington, DC	Washington, DC	Washington, DC	Washington, DC	Washington, DC
<b>Virginia:</b>	<b>Virginia:</b>	<b>Virginia:</b>	<b>Virginia:</b>	<b>Virginia:</b>	<b>Virginia:</b>
Arlington	Arlington	Arlington	Arlington	Arlington	Arlington
Caroline					
Clarke	Clarke	Clarke			
Culpeper					
Fairfax	Fairfax	Fairfax	Fairfax	Fairfax	Fairfax
Fauquier	Fauquier	Fauquier	Fauquier		
	Frederick				
King George					
Loudon	Loudon	Loudon	Loudon	Loudon	Loudon
Prince William	Prince William	Prince William	Prince William	Prince William	Prince William
Spotsylvania	Spotsylvania	Spotsylvania	Spotsylvania		
Stafford	Stafford	Stafford	Stafford		
	Warren	Warren			
Westmoreland					
Alexandria City	Alexandria City	Alexandria City	Alexandria City	Alexandria City	Alexandria City
Fairfax City	Fairfax City	Fairfax City	Fairfax City	Fairfax City	Fairfax City
Falls Church	Falls Church	Falls Church	Falls Church	Falls Church	Falls Church
Fredericksburg	Fredericksburg	Fredericksburg			
Manassas City	Manassas City	Manassas City	Manassas City	Manassas City	Manassas City
Manassas Park	Manassas Park	Manassas Park	Manassas Park	Manassas Park	Manassas Park
	Winchester City				
<b>West Virginia:</b>	<b>West Virginia:</b>	<b>West Virginia:</b>	<b>West Virginia:</b>	<b>West Virginia:</b>	<b>West Virginia:</b>
	Hampshire				
Jefferson	Jefferson	Jefferson			
<b>Maryland:</b>	<b>Maryland:</b>	<b>Maryland:</b>	<b>Maryland:</b>	<b>Maryland:</b>	<b>Maryland:</b>
Anne Arundel	Anne Arundel				
Baltimore	Baltimore				
Baltimore City	Baltimore City				
Calvert	Calvert	Calvert			
Carroll	Carroll				
Charles	Charles	Charles			
Frederick	Frederick	Frederick		Frederick	
Harford	Harford				
Howard	Howard				
Kent					
Montgomery	Montgomery	Montgomery	Montgomery	Montgomery	Montgomery
Prince George's	Prince George's	Prince George's	Prince George's	Prince George's	Prince George's
Queen Anne's	Queen Anne's				
St. Mary's					
Talbot					
Washington					

### **III. Current NCR Governance Structure**

#### ***A. Jurisdictional Designations***

Officially, the federally designated National Capital Region consists of 14 jurisdictions: “The geographic area located within the boundaries of (A) the District of Columbia, (B) Montgomery and Prince Georges Counties in the State of Maryland, (C) Arlington, Fairfax, Loudoun, and Prince William Counties and the City of Alexandria in the Commonwealth of Virginia, and (D) all cities and other units of government within the geographic areas of such District, Counties, and City (Title 10 USC Sec. 2674 (f) (2).” This designation is in fact a military one related to service, supply, and procurement. It was originally used only to define operations and control of Pentagon and other local defense facilities’ property, namely all facilities located in the area described above. In the absence of an alternative statutory designation, this definition was then also used for the Homeland Security Act of 2002.

As the only region cited explicitly in the Homeland Security Act, and the only region with a Department of Homeland Security (DHS) office for coordination (the ONCRC) specified in legislation, the NCR is a unique construct. This statutory designation has created a regional entity that is entitled to receive special funding – provided that it comes *through* the designated District or State Administrative Agency. With it comes the need to develop structures to use the discretionary authority to allocate these funds to benefit the entire region. This is currently organized through the Senior Policy Group (SPG), which consists of the homeland security advisors to the Governors of Maryland and Virginia and to the Mayor of the District of Columbia, and the Director of the ONCRC. Each of these advisors and their staff is responsible for both their state’s and District affairs, but also for the NCR.<sup>4</sup> But while the Maryland, Virginia, and District members of the SPG have authority in their respective jurisdictions, the ONCRC is mainly limited to intra-governmental coordination, and their joint responsibility for the NCR is based solely on agreement.

There are numerous other legislative, executive, and administrative units that are fully or partially located within the NCR. For example, there are some 80 agencies that have some particular jurisdictional powers for security and emergency response purposes, ranging from the National Park Service to the DC Housing Authority. Another example is federal districts. The U.S. Army’s Military District of Washington maintains numerous installations with over 60,000 service members and civilians, some of which outside the NCR. By definition of the Federal Emergency Management Agency (FEMA), the NCR as a whole is part of its Region III. For all matters of public policy including public safety, security, and infrastructure protection and restoration, the region also has a plethora of *local, state and federal authorities*, ranging from Police Departments to Public Utility Commissions.

#### ***B. Regional Coordinating Bodies***

The large private and non-profit sector with major centers of Internet, telecommunications, information, and bioscience technologies, as well as thousands of trade, industry, and professional associations, has developed various *private sector initiatives* to further the local and regional economy, and the well-being of its residents, such as the Potomac Conference of the Greater Washington Board of Trade, or the Non-Profit Roundtable of Greater Washington.

Concerning truly *regional coordinating bodies*, three are of particular importance for CIP with resources and the responsibility to make decisions – though limited by the authorities under which they are constituted:

- The **NCR Senior Policy Group** (SPG), as supported by the Chief Administrative Officers (CAOs) and the Metropolitan Washington Council of Governments (CoG), representing the region’s jurisdictions;
- The **Greater Washington Board of Trade** (BoT), representing the region’s private sector, including business and not-for profit civic institutions; and
- The **Office of National Capital Region Coordination** (ONCRC) of the US Department of Homeland Security, representing the region’s largest stakeholder, and the conduit to the federal homeland security arena.

The presence of these collective actors in the public, private, and nonprofit sector presents a unique opportunity for truly regional governance. As indicated above, governance and government have a different connotation. “Government” is traditionally associated with hierarchical coordination and organization, while “governance” refers to coordination that involves a network of different actors. In functionally differentiated and federal systems such as the United States, most of the decision-making that involves both public and private actors now tends to be described as governance.<sup>5</sup> With long-established institutional relationships, personal ties, and a common history and understanding of the policy process these stakeholders – professional and trade associations, corporate headquarters, local, state, and federal executive agencies – a critical infrastructure protection (CIP) partnership can facilitate the integration of the various homeland security functions that are essential to the region. All current initiatives and plans, including the critical infrastructure elements of the Emergency Support Functions under the Council of Governments, are only partial solutions, and need to be combined in a single entity.

The basic challenge in the NCR is that there simply is no such single entity or organization with sufficient discretionary authority and funding for coordinating CIP, ESF, and other preparedness and response functions -- whether examining operational planning, resource allocation, infrastructure protection, or response mission assignment. This situation will not fundamentally change without federal legislation or major policy directives by the executive branch – which would result in the two states (and to lesser extent the District) ceding significant sovereignty over their NCR-included jurisdictions. This is unlikely to happen. However, a major increase in the effectiveness of NCR planning and operations could still be achieved without such legislative action, if an organizational structure can be established that combines existing public and private decision-makers around mutual security and resilience issues.

## **IV. Regional Partnerships in Perspective**

### ***A. Concept***

The United States is subdivided into numerous geographical and functional units; some of them independent, some overlapping, and some almost identical – there are counties, cities, states, and

countries, and military and congressional districts. In addition, localities in the U.S. and other countries are defined – or define themselves – as regions, zones, urban and metropolitan areas. While the first center around government and jurisdictions – local, state, and federal; the latter have a broader view of governance and stakeholders – public, private, not-for-profit, and even international. These actors organize around policy issues into organizations such as partnerships, initiatives, alliances, forums, roundtables, coalitions, and networks.

With this abundance of arrangements and configurations, a clear designation of authority and responsibility is becoming more and more complicated. For example, there is no uniform definition of what a region really is. In fact, it is often this very ambiguity of an uncharted territory that spurs the formation of a regional partnership. Regions thus fill gaps that are left by even the most elaborate federalist structures and divisions of power within government and between the public and private sectors.

In general, two broad types of public-private arrangements on the regional level can be distinguished:<sup>6</sup>

1. *Public Agency Driven: Regional governance institutions that are established to perform functions and/or take over certain powers from another level of public or private authority.* The most prominent examples are the so-called Metropolitan Planning Organizations (MPO). The Federal-Aid Highway Act of 1962 required the establishment of planning bodies in every urbanized area in the United States to ensure continuing, comprehensive and coordinated efforts when it became clear that the construction of major transportation projects cannot be isolated geographically or functionally, but needs to include local and state authorities as well as transit owners and operators. Currently, there are over 340 such MPOs. The internal governance structure (membership, voting rights, task forces, funding allocation) is a mix of federal requirements, state laws, and multi-lateral agreements that are often manifest in a Memorandum of Understanding.<sup>7</sup> In the NCR, the MPO is known as the Transportation Planning Board (TPB).
2. *Private Sector Driven: Regional leadership institutions that are established as voluntary collaborations of regional actors who address regional problems using their own resources.* Traditionally the strongest version of this type is comprised of community and economic development corporations and executive-level forums. Many of those corporations were founded in the 1970s in response to the decline of inner cities and old industrialized areas. As such, they are often led jointly by county and city officials and business representatives through the chamber of commerce, while others still retain a smaller, grassroots community focus. In the NCR, the Greater Washington Board of Trade Potomac Conference is such a leadership institution.

In the case of homeland security, the traditional geographic and functional structures established by law enforcement and emergency services are still the dominant frame of reference for action. Given the devastation and loss of life in the 9/11 attacks this is not surprising.<sup>8</sup> But with the increasing understanding of the vital importance of technical and societal infrastructures, and the subsequent designation of 17 such sectors and key resources as critical for national and economic security and public confidence, the concept of homeland security has expanded. The protection of critical infrastructures spans the risk management continuum from planning and preparedness

to response and recovery. Implementing comprehensive homeland security measures thus requires the integration of a broader spectrum of actors and issues. A regional arrangement seems to be the obvious solution to bridge the differences in mission and organization of public agencies, industry interests, non-profit and community groups for achieving disaster-resilient cities.

## ***B. Examples***

This section gives a brief overview of five initiatives<sup>9</sup> that vary considerably in different aspects of structure, function, and internal governance structure such as history, mission, membership, and funding, but are common in their attempt to bridge geographical and functional boundaries along the risk management continuum.

### **1. Potomac Conference Emergency Preparedness Task Force**

After the September 11, 2001 attacks the Potomac Conference of the Greater Washington Board of Trade convened a group of the region's leaders to establish a plan to restore public confidence and to build community preparedness. As a way to integrate businesses and non-profit organizations into emergency preparedness planning, the Emergency Preparedness Task Force was organized. The Task Force now meets on a quarterly basis and focuses its efforts on advocacy, business continuity and communications.

The Advocacy Work Group concentrates on identifying policies on state and federal levels to improve emergency preparedness in the region.

The Business Continuity Work Group develops continuity plans through seminars and direct support and mentoring, in particular for small and medium sized businesses. It is maintaining a private sector inventory for support of first responders, and has funded an economic impact study to assess risk and determine best practices for regional economic recovery.

The Communications Work Group addresses Greater Washington's emergency communications gaps including cross-jurisdictional coordination, infrastructure expansion, and contingency plan development. It has launched "Media and the First Response" a national model for helping federal, state and local public information officers and the media better communicate to the public during a crisis. In May 2004, this program was rolled out nationally in 10 cities across the country by the U.S. Department of Homeland Security.

The Potomac Conference was instrumental in achieving the re-opening of National Airport after the 9/11 attack on the Pentagon. At the time, the loss of its closure was estimated at \$326 million dollars, affecting 18,000 workers. A longer or even permanent closure would have been a major impediment of economic recovery of the region.

"Media and the First Response" is a national model for helping federal, state and local public information officers and the media better communicate to the public during a crisis. In May 2004, this program was rolled out nationally in 10 cities across the country by the U.S. Department of Homeland Security.

## **2. ChicagoFIRST**

ChicagoFIRST is indeed the first regionally based organization in the U.S. dedicated to enhancing the resiliency of the financial community in a specific geographic region. Formed as a coalition for business continuity in 2003, it fosters business recovery coordination and planning among its members, and implements programs at crucial interfaces between private businesses and governments at all levels.

In January 2004, the organization became a limited liability company owned by 15 financial institutions. ChicagoFIRST's key strategic partners include the City of Chicago, Department of Treasury, Department of Homeland Security, BITS, Securities and Exchange Commission, Commodity Futures Trading Commission, Federal Deposit Insurance Corporation, Illinois Commissioner of Banks and Real Estate, Federal Reserve Bank of Chicago, Board of Governors of the Federal Reserve, Office of the Comptroller of the Currency, U.S. Secret Service, Federal Bureau of Investigation, Financial Services Sector Coordinating Council, and the Futures Industry Association.

The coalition has a seat at Chicago's Joint Operations Center (JOC) and thus access to information about any disaster or emergency and how the city plans to respond. ChicagoFIRST members staff the center on a 24x7 basis when the threat alert level is elevated to orange or red, or the JOC is otherwise activated by local authorities.

A project team consisting of ChicagoFIRST, the City of Chicago, the City of Chicago Police Department, and Chicago's Building Owners and Management Association is developing an interim system to credential business personnel essential to the continuity of operations so that they can access sites otherwise restricted to emergency personnel in the aftermath of a disaster.

Finally, the coalition has participated in exercises with the City of Chicago to test evacuation procedures, and works on ways to coordinate how the central business district can be evacuated, if necessary, and ensure that the financial community's procedures complement those of the government.

## **3. Business Executives for National Security and the New Jersey Business Force**

The New Jersey Business Force (NJBF) was launched in March 2003 as a partnership between the Governor of New Jersey and its state agencies, and the Business Executives for National Security (BENS; founded in 1982). NJBF aims at complementing state efforts by providing private sector resources in preparing for and responding to catastrophic events or terrorists attacks. NJBF now includes over 30 companies, and is funded through corporate contributions and a grant by the DHS Office of Domestic Preparedness (ODP). Its initiatives focus on asset availability, business volunteers, medical preparedness support, information sharing, and training & exercise.

Through the Business Response Network and its inventory database, private sector companies pledge resources (e.g., trucks, warehouses) to the State during a major disaster based on pre-identified needs. Companies agree to have employees identified and trained as volunteers as part

of an overall community response to a terrorist event or other major disaster. In partnership with the Center of Disease Control's Strategic National Stockpile, a Point-Of-Distribution (POD) demonstration project for mass immunizations of has been conducted on-site at a member company. In conjunction with NJN Public Television & Radio, a private channel datasharing and datacasting program for NJBF members has been developed and piloted. In addition, NJBF private sector members received pro bono access to the NC4 system, a real-time, two-way communications capability. The BENS-NJBF model is now is being implemented in other regions as well, among them Georgia, MidAmerica, and Bay Area Business Force.

In April 2005, the New Jersey Business Force held a Private Sector Roundtable that served as a gap analysis of the TOPOFF 3 exercise. 20 private sector companies and organizations along with the DHS T3 Private Sector Controller and a NJOEM Private Sector Liaison Desk representative participated, as well as observers from academic, local, state, and federal agencies.

#### **4. PNWER and the Puget Sound Partnership**

The Pacific North West Economic Region (PNWER) is a public-private partnership consisting of the American states and Canadian provinces of Alaska, Alberta, British Columbia, Idaho, Montana, Oregon, Washington, and the Yukon Territory. Established in 1991 through legislative statutes in all member states, PNWER's overall mission is to foster sustainable economic development throughout the entire region. In response to 9/11, PNWER established the Partnership for Regional Infrastructure Security, which held its first meeting in November 2001. This was the first bi-national, regional meeting of stakeholders in North America and brought together over 120 private and public sector representatives to begin developing a cooperative preparedness strategy aimed at enhancing the security of critical systems region-wide. The goal was to enable stakeholders to quickly take the actions necessary to deal with disruptions to economy, public health and safety.

PNWER is now fostering the development of local partnerships for developing and sharing best practices. The Puget Sound Partnership, for example, is conducting regional exercises on critical infrastructure interdependencies called Blue Cascades. The most recent one was held in September 2004 in collaboration with the King County Office of Emergency Management (Region 6, Washington Homeland Security District), the Federal Emergency Management Agency (FEMA region X), Public Safety and Emergency Preparedness Canada (PSEPC), and the Washington State Military Department. The exercises are designed so that participants can discuss the impacts of attacks and disruptions on each represented infrastructure by "thinking aloud and outside the box." This setting allows participants to become familiar with other infrastructures and the potential for cascading effects as a result of interdependencies, and to develop a strategy for a disaster resistant region.

In February 2005, an Interdependencies Project Working Group (IPWG) has been established to work with technical experts from the U.S. Department of Homeland Security for developing requirements for information sharing protocols and other facilitation mechanisms. The process is intended to lead to a Memorandum of Understanding between the participating public and private sector organizations that identifies what needs to be done, who will do the work, how it will be undertaken, and costs associated with it.

The Blue Cascades II regional exercise enables participants identify the needs, priorities, and resource requirements for an Action Plan to assist the PNWER jurisdictions to become a disaster-resistant/resilient region. The lessons learned will help sensitize public and private sector decision makers to infrastructure reliability and security issues.

## **5. London Resilience**

London Resilience is a strategic partnership of key emergency preparedness and response organizations and bodies in the British capital in both the public and private sectors. Created in 2001 in the wake of the 9/11 attacks in the U.S., its task is to ensure the preparedness of the Greater London area for major incidents or catastrophes. There are two main components: The London Resilience Team as operative arm, and the London Regional Resilience Forum as strategic leadership arm.

The London Regional Resilience Forum oversees the work of all London Resilience actions. It is composed of senior officials representing the main emergency organizations and key sectors within the partnership. It is chaired by the cabinet-level Minister for London Resilience, with the Mayor of London as deputy chair. The Forum reports directly to the government, and has a number of sub-committees and working groups that concentrate on particular aspects of London's preparedness. These include:

- The Blue Lights Sub-Committee (dealing with matters related to the emergency services)
- The Utilities Sub-Committee (dealing with matters affecting the key utilities such as water, gas and telecommunications)
- The Business Sub-Committee (representing the general business community)
- The Health Sub-Committee
- The Transport Sub-Committee
- The Communications Sub-Committee (warning and informing the public)
- The Local Authorities Sub-Committee
- The Voluntary Sector Sub-Committee

The London Resilience Team grew out of an inter-agency team that reviewed the status quo of London's preparedness in 2001. The core of the team consists of civil servants, complemented by specialists from private sector organizations. The team is based within the Government Office for London, and has currently members from:

- The Metropolitan Police Service, the City of London Police, and the British Transport Police
- The London Fire Brigade and the London Ambulance Service
- The National Health Service
- The Greater London Authority
- Corporation of the City of London, Emergency Planning Department
- London Fire & Emergency Planning Authority (LFEPA)
- The Government Information and Communications Service.
- Transport for London, and the London Underground
- British Telecom
- The Salvation Army

The new strategic emergency planning regime embodied in the concept of London Resilience was put to the test during the Underground and bus bombings that hit the city on July 7, and the repeat attempts only two weeks later. During those incidents, the Commissioner of the Metropolitan Police took charge of the so-called “Gold Coordinating Group”, which brought together the top management of the London health service, local councils, emergency services, utilities, transportation and port authorities. While a detailed review is still being conducted, the fact that most buses and trains were running and the City was ‘open for business’ again the very next day appears to have proven the concept.

### ***C. Lessons Learned***

There are several lessons from the experience to date in establishing regional initiatives. One is that devising a membership and leadership structure that is inclusive of all stakeholders while remaining operationally and financially independent seems to be the biggest challenge.

Successful regional coordination initiatives typically have the following characteristics:

- Established by statutory law, or as a private-sector partnership spin-off
- Supported by an Executive Director and Secretariat
- Membership open to all interested parties, but with tiered structure
- Organizational mission evolving depending on stakeholder initiative

Another is that in the aftermath of 9/11, safety and security were, and still are, widely shared goals to rally around. There is a tremendous amount of goodwill by individuals in both public and private sectors. Translating this into actionable programs proves more difficult. There are some low-cost/high-benefit projects such as private sector inventories for use in disaster response, or electronic alert notification systems. More difficult and long-term issues such as cost recovery for investments in infrastructure service reliability require more than technical or administrative support through a regional initiative. While the need for more regional coordination due to the interdependency of systems is generally acknowledged among the stakeholders, it is difficult to sustain the initial level of awareness and action. The obvious dilemma of homeland security preparedness in general and CIP in particular is that it usually takes a worsening crisis and regular failures of systems to maintain alertness and investments, while the very purpose of these initiatives is just the opposite – to avoid crises and increase reliability. In light of this dilemma, the greatest strength of the regional approach might well be providing a platform for partnerships based on stable relationships and shared resources rather than one contingent upon changing threat environments or vulnerability levels.

The following section describes and discusses a proposed approach for a coordinating mechanism that builds on the current governance structure for homeland security and critical infrastructure protection in the jurisdictions constituting the NCR.

## V. Proposal for an NCR CIP Coordination Mechanism

### A. Issue

The need for a more coordinated approach to regional preparedness that systematically includes critical infrastructures has been stated frequently.<sup>10</sup> However, with the District of Columbia, Maryland, and Virginia, plus the Federal government, and a significant private sector presence, an independent authority with the power to assign resources and tasks across the region would require that participating entities cede some amount of sovereignty. This may not be practical, or even desirable.

In developing such a mechanism, “partnership” should be the key term; indicating a process that includes public and private stakeholders organizing in such a way that their own authority and accountability structures remain intact while taking on joint responsibilities for the region. The leadership and management of the partnership should be active in planning, preparedness, response, and recovery, and guided by an all-hazards approach and in recognition of regional infrastructure interdependencies. It should be adaptable to all hazards. It must address issues in both the public and private sectors of the NCR.

The key is a coordinated approach to setting goals, and a coordinated approach to achieving those goals.

### B. Approach

The first step in arriving at possible solutions is to develop a set of conditions. These will guide the direction and scope of the effort and will provide the measures by which to judge the effectiveness of proposed solutions:

- *Minimize administrative or legislative changes.* Any NCR solution will require some administrative changes from the current situation. In some cases legislation at the state or local level may be required – but this should be held to the absolute minimum, if for no other reason than reducing the delays involved. The development of the NCR management structure should always reflect this goal. Federal legislation should be avoided if at all possible.
- *Maintain state sovereignty.* The NCR entities with the broadest range of responsibilities and authorities are the two states and the District of Columbia. This situation should be maintained as a matter of law and principle.
- *Leverage existing successful models.* Organizational and management models for regional actions and for multi-jurisdictional coordination exist. These should be mined for elements useful in developing a range of suitable structures and management components.
- *Compact leadership.* The highest level of the NCR management structure should consist of the fewest members possible. This reduces the amount of management overhead required, ensures the most direct lines of communication between members, and helps to keep a strategic, region-wide focus. If, for some reason, it is determined (based on operational experience, for example) that broader representation at the highest level in the region is required, additional chairs can be added from either the public or private sector side. But experiences in organizational dynamics generally show that paring down an overlarge organization is much more difficult than enlarging one.

- *Public authority.* To be fully effective within the NCR, the representative of each public entity must be capable of speaking for his/her executive (governor, mayor, or President/DHS Secretary) and have the authority to commit resources, set goals, etc.
- *Private sector accountability.* Most of the region's – and the nation's – infrastructure is owned and operated by the private sector. Maintaining the viability of infrastructure will require a fully informed and fully participating sector representation. The private sector will not be able to structure itself in the same fashion as the public sector, but can develop an organization that ensures rapid, robust, and focused communication within the private sector and between the public and private sectors.
- *Ensure continuous communication.* Regardless what shape the management structure ultimately settles into, communications will be critical. Any management system proposed must be mindful of its technical and business rule requirements.

### **C. Structure**

The core membership of this NCR coordination council would be a single coordinator from the District, each state, the federal government, and private sector representatives. Each coordinator would have authority to assign and coordinate resources, set priorities, approve response actions, etc. The three coordinators from the three major NCR jurisdictional components would have authority as determined by their executive (the Mayor or their governors). The federal coordinator, the Director of the ONCRC, would function as the principal conduit for federal resources, and the private sector coordinators would likewise be able to fully represent private sector interests, especially critical infrastructure owners and operators.

For the NCR, the realization of this concept requires the following commitments:

- The Maryland, Virginia, and District members of the SPG must organize a council of their NCR jurisdictions with a dedicated coordinator from their offices.
- The Federal government must authorize and identify the ONCRC Director as coordinator (with deputies), and take the steps necessary to ensure that the ONCRC coordinator is, in fact, the single conduit for Federal interests.
- An executive director and supporting staff would need to be established. This position should *not* be held by anyone from the home organizations of the council members.
- Data exchange protocols would need to be established. Since the staffing at the NCR coordination center will be minimal, a strong hub-and-spoke communications system will need to be established. Each participating operational member will need to determine the staffing, information sharing/ network topology, and physical space requirements to support the NCR coordination center. (This is represented by the colored wedge beyond the gray “back shop” ring in the diagram below; Figure 1)

## **D. Conclusion**

The most promising planning choice for the NCR is a consensus-focused coordinating body with strong reach-back to the member jurisdictions and organizations. The specific structure and tasks for the NCR coordinating councils are intentionally undefined at this stage, but could be modeled after a notional structure suggested in Appendix C. They have to be developed in a self-actuated process among the five stakeholders groups, and finalized in negotiations between the five parties. Once rules of engagement are established, they will drive the creation of some performance goals and metrics. This, in turn, will guide the configuration of communications, information sharing, and support structures.

## **VI. Outlook**

As stated by the 9/11 Commission Report and other documents,<sup>11</sup> information sharing across the private sector, by agencies to the private sector, and the removal of obstacles to multi-jurisdictional response is paramount for increasing national security generally, and in regions such as the NCR in particular. This can only be achieved if all stakeholders commit political will and resources to collaboration. The cardinal challenge of regional coordination, mandated or voluntary, is that no one single actor or agency can make something happen, but that any one actor or agency can stop everything. The existing regional coordination bodies relevant for CIP issues with resources and the responsibility to make decisions – the Senior Policy Group, the Office of National Capital Region Coordination, and the Greater Washington Board of Trade – are limited in their overall coordinating capacity by the individual authorities and mandates under which they are constituted. Thus, the most pressing needs for the NCR as a whole from a governance perspective are to

- Establish an overall management framework for coordination of NCR CIP initiatives
- Ensure the adaptability of that NCR CIP partnership and coordination model to federal plans such as the National Infrastructure Protection Plan and the National Response Plan through the guidance of the ONCRC, and
- Examine the lessons learned from different regional partnership models.

The NCR coordination mechanism as suggested here, along with the private sector-led stakeholder process, need to be focused on the reality of interdependent infrastructures and mutual responsibilities for comprehensive, regional risk management across sectors, public/private boundaries and political jurisdictions. It permits the stakeholders to build the partnership(s) they want from the ground up, so they have maximum ownership in its success. Disruptions of essential services in the NCR have not only regional impacts, but national and global ones as well. The public and private sector leaders of the NCR are not only responsible for their own jurisdictions, but are stewards of a region whose impact extends well beyond the NCR

## VII. Appendix A: NCR Demographic Composition

The following tables were compiled using the datasets of the U.S. Census Bureau's State and County Quick Facts; available at <http://quickfacts.census.gov/qfd/states/00000.html>.

**Table 2: Population in the 11 local NCR jurisdictions, plus the District of Columbia**

	Manassas Park City	Manassas City	Falls Church City	Fairfax City	Alexandria City	Prince William County	Loudoun County	Fairfax County	Arlington County	Montgom. County	Prince George's County	District of Columbia
<b>People QuickFacts</b>												
Population, July 2004 estimate	11,519	37,615	10,781	22,062	128,206	336,586	239,156	1,003,157	186,117	921,690	842,967	553,523
Population, 2003	11,005	37,064	10,605	21,966	128,673	323,867	221,150	996,794	187,439	915,058	836,369	557,620
Population, 2003 estimate	10,990	37,166	10,485	22,031	128,923	325,324	221,746	1,000,405	187,873	918,881	838,716	563,384
Population, percent change, April 1, 2000 to July 1, 2003	6.80%	5.80%	1.00%	2.50%	0.50%	15.90%	30.70%	3.20%	-0.80%	5.20%	4.60%	-1.50%
Population, 2000	10,290	35,135	10,377	21,498	128,283	280,813	169,599	969,749	189,453	873,341	801,515	572,059
Population, percent change, 1990 to 2000	51.40%	26.60%	9.60%	7.80%	15.40%	30.60%	96.80%	18.50%	10.90%	14.50%	10.90%	-5.70%
Persons under 5 years old, percent, 2000	10.00%	8.60%	5.50%	6.00%	6.20%	8.50%	9.70%	7.00%	5.50%	6.90%	7.20%	5.70%
Persons under 18 years old, percent, 2000	31.00%	29.60%	23.40%	20.50%	16.80%	30.40%	29.80%	25.40%	16.50%	25.40%	26.80%	20.10%
Persons 65 years old and over, percent, 2000	4.30%	5.40%	12.20%	12.80%	9.00%	4.80%	5.60%	7.90%	9.40%	11.20%	7.70%	12.20%
Female persons, percent, 2000	49.10%	49.10%	51.30%	51.20%	51.70%	50.10%	50.60%	50.40%	49.60%	52.10%	52.20%	52.90%
White persons, percent, 2000 (a)	72.80%	72.10%	85.00%	72.90%	59.80%	68.90%	82.80%	69.90%	68.90%	64.80%	27.00%	30.80%
Black or African American persons, percent, 2000 (a)	11.20%	12.90%	3.30%	5.10%	22.50%	18.80%	6.90%	8.60%	9.30%	15.10%	62.70%	60.00%
American Indian and Alaska Native persons, percent, 2000 (a)	0.40%	0.40%	0.20%	0.30%	0.30%	0.40%	0.20%	0.30%	0.30%	0.30%	0.30%	0.30%
Asian persons, percent, 2000 (a)	4.10%	3.40%	6.50%	12.20%	5.70%	3.80%	5.30%	13.00%	8.60%	11.30%	3.90%	2.70%
Native Hawaiian and Other Pacific Islander, percent, 2000 (a)	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0.10%	0	0.10%	0.10%
Persons reporting some other race, percent, 2000 (a)	8.10%	7.90%	2.50%	6.20%	7.40%	4.30%	2.30%	4.50%	8.30%	5.00%	3.40%	3.80%
Persons reporting two or more races, percent, 2000	3.30%	3.30%	2.40%	3.30%	4.30%	3.60%	2.40%	3.70%	4.30%	3.40%	2.60%	2.40%
Persons of Hispanic or Latino origin, percent, 2000 (b)	15.00%	15.10%	8.40%	13.60%	14.70%	9.70%	5.90%	11.00%	18.60%	11.50%	7.10%	7.90%
White persons, not of Hispanic/Latino origin, percent, 2000	67.20%	66.30%	79.60%	66.70%	53.70%	64.70%	79.60%	64.40%	60.40%	59.50%	24.30%	27.80%
Living in same house in 1995 and 2000', pct age 5+, 2000	39.80%	48.40%	47.20%	47.70%	36.70%	45.60%	40.40%	49.20%	39.30%	52.70%	52.70%	49.90%
Foreign born persons, percent, 2000	15.00%	14.20%	16.10%	25.40%	25.40%	11.50%	11.30%	24.50%	27.80%	26.70%	13.80%	12.90%
Language other than English spoken at home, pct age 5+, 2000	20.00%	18.50%	18.70%	30.60%	30.00%	16.30%	15.00%	30.00%	33.10%	31.60%	15.90%	16.80%
High school graduates, percent of persons age 25+, 2000	76.40%	81.30%	95.90%	88.60%	86.80%	88.80%	92.50%	90.70%	87.80%	90.30%	84.90%	77.80%
Bachelor's degree or higher, pct of persons age 25+, 2000	20.30%	28.10%	63.70%	45.70%	54.30%	31.50%	47.20%	54.80%	60.20%	54.60%	27.20%	39.10%
Persons with a disability, age 5+, 2000	1,483	4,430	1,171	2,961	17,559	31,603	15,891	108,589	26,934	107,808	129,832	115,980
Mean travel time to work (minutes), workers age 16+, 2000	35.6	32.4	26.4	30.1	29.7	36.9	30.8	30.7	27.3	32.8	35.9	29.7

**Table 3: Housing and Business in the 11 local NCR jurisdictions, plus the District of Columbia**

	Manassas Park City	Manassas City	Falls Church City	Fairfax City	Alexandria City	Prince William County	Loudoun County	Fairfax County	Arlington County	Montgom. County	Prince George's County	District of Columbia
<b>Housing units, 2002</b>	3,645	12,317	4,705	8,588	66,615	108,004	74,235	372,209	91,848	345,102	308,929	272,636
Homeownership rate, 2000	78.70%	69.80%	60.60%	69.10%	40.00%	71.70%	79.40%	70.90%	43.30%	68.70%	61.80%	40.80%
Housing units in multi-unit structures, percent, 2000	1.10%	22.30%	38.30%	27.60%	63.80%	17.50%	14.60%	26.10%	59.10%	30.70%	34.20%	60.20%
Median value of owner-occupied housing units, 2000	\$116,000	\$154,500	\$277,100	\$192,100	\$252,800	\$149,600	\$200,500	\$233,300	\$262,400	\$221,800	\$145,600	\$157,200
<b>Households, 2000</b>	3,254	11,757	4,471	8,035	61,889	94,570	59,900	350,714	86,352	324,565	286,610	248,338
Persons per household, 2000	3.16	2.92	2.31	2.61	2.04	2.94	2.82	2.74	2.15	2.66	2.74	2.16
Median household income, 1999	\$60,794	\$60,409	\$74,924	\$67,642	\$56,054	\$65,960	\$80,648	\$81,050	\$63,001	\$71,551	\$55,256	\$40,127
Per capita money income, 1999	\$21,048	\$24,453	\$41,052	\$31,247	\$37,645	\$25,641	\$33,530	\$36,888	\$37,706	\$35,684	\$23,360	\$28,659
Persons below poverty, percent, 1999	5.20%	6.30%	4.20%	5.70%	8.90%	4.40%	2.80%	4.50%	7.80%	5.40%	7.70%	20.20%
<b>Business QuickFacts</b>												
Private nonfarm establishments with paid employees, 2001	182	2,119	899	2,208	4,449	4,447	4,724	25,811	5,233	25,967	13,960	19,686
Private nonfarm employment, 2001	2,962	27,555	15,325	31,981	79,901	61,690	74,593	533,482	114,282	408,770	252,837	422,549
Private nonfarm employment, percent change 2000-2001	17.50%	13.30%	-0.40%	-6.60%	-2.00%	-0.40%	9.60%	4.80%	-0.40%	1.10%	0.90%	1.80%
Nonemployer establishments, 2000	403	5,359	1,296	2,569	9,616	11,016	10,809	69,269	13,034	73,511	44,188	32,941
Manufacturers shipments, 1997 (\$1000)	NA	791,561	NA	NA	328,058	378,100	480,793	2,594,494	59,507	3,111,854	2,008,136	320,234
Retail sales, 1997 (\$1000)	28,702	647,495	355,628	1,288,014	1,507,569	2,563,138	1,282,010	9,261,010	1,819,374	8,914,414	6,390,538	2,788,831
Retail sales per capita, 1997	\$3,852	\$20,115	\$37,317	\$62,760	\$13,261	\$10,021	\$9,555	\$10,094	\$10,448	\$10,758	\$8,301	\$5,274
Minority-owned firms, percent of total, 1997	F	9.40%	29.20%	22.30%	19.80%	18.10%	13.10%	22.00%	20.50%	24.90%	50.20%	33.60%
Women-owned firms, percent of total, 1997	F	29.90%	24.10%	21.20%	24.40%	32.00%	36.60%	29.00%	30.60%	29.70%	29.10%	30.90%
Housing units authorized by building permits, 2002	213	142	2	27	1,244	6,014	6,108	5,979	17	5,013	2,563	1,591
Federal funds and grants, 2002 (\$1000)	15,950	740,127	1,161,320	2,834,042	3,009,687	1,629,517	1,628,437	#####	7,582,318	#####	8,915,993	#####
<b>Geography QuickFacts</b>												
Land area, 2000 (square miles)	2	10	2	6	15	338	520	395	26	496	485	61
Persons per square mile, 2000	4,129.00	3,537.00	5,225.80	3,406.90	8,452.00	831.3	326.2	2,454.80	7,323.30	1,762.50	1,651.10	9,316.40
Metropolitan Area	Washington	Washington	Washington	Washington	Washington	Washington	Washington	Washington	Washington	Washington	Washington	Washington

**Table 4: Statistical Comparison of the NCR, DC, Maryland, Virginia, and the U.S.**

	<b>NCR</b>	<b>DC</b>	<b>MD</b>	<b>VA</b>	<b>US</b>
Population, 2003 estimate	4,265,924	563,384	5,508,909	7,386,330	290,809,777
Per Cent Change 2000-20003	5.02%	-1.50%	4.00%	4.30%	3.30%
Population, 2000	4,062,112	572,059	5,296,486	7,078,515	281,421,906
Mean travel time to work (minutes), workers age 16+, 2000	31.525	29.7	31.2	27	25.5
Housing units, 2002	1,668,833	272,636	2,197,126	3,006,877	119,302,132
Median household income, 1999	\$64,784.67	\$40,127	\$52,868	\$46,677	\$41,994
Private nonfarm establishments with paid employees, 2001	109,685	19,686	129,301	176,532	7,095,302
Private nonfarm employment, 2001	2,025,927	422,549	2,091,198	2,943,854	115,061,184
Land area, 2000 (square miles)	2356	61	9,774	39,594	3,537,438
Persons per square mile, 2000	4,034.69	9,316.40	541.9	178.8	79.6

## **VIII. Appendix B: Regional Partnership Typology**

The following descriptions were compiled using publications provided by the partnerships or their lead organization. The intention is to give an initial overview of different types of partnerships, their scale and scope, and provide a number of categories along which they can be classified. Not all categories apply to all initiatives, and are thus left blank. Also, some of the information that would be helpful in comparing the initiatives could not be obtained, in particular budget data and funding source breakdowns.

The following 13 partnerships, initiatives, and organizations are included:

1. New Jersey Business Force (NJBF)
2. Pacific Northwest Economic Region (PNWER)
3. Puget Sound Partnership for Regional Infrastructure Security
4. The Pittsburgh Regional Business Coalition for Homeland Security
5. Iowa Partnership for Homeland Security
6. Great Lakes Partnership
7. ChicagoFirst
8. London Regional Resilience Forum
9. Potomac Conference Emergency Preparedness Task Force
10. Greater Washington Task Force on Nonprofit Emergency Preparedness
11. Regional Alliances for Infrastructure and Network Security (RAINS)
12. Homeland Security Information Network - Critical Infrastructures (HSIN-CI)
13. Operation Archangel

	<b>New Jersey Business Force (NJBF)</b>
<b>Structure</b>	
Legal Form	Non-profit corporation
Year of Establishment	November 2002
Membership	30 corporations
	State of New Jersey
Type of Involvement	Partnership
Lead Organization	
Affiliation	Business Executives for National Security (BENS)
Mandate	
Model	
<b>Function</b>	
Mission	Preparedness and Response - Private Sector
Activity	Company Asset Availability
	Business Volunteers
	Homeland Security Medical Preparedness (SNS Support)
Role	Information Sharing
	Exercises and Training
CIP Initiatives	Business Response Network (BRN)
HS Initiatives	
Outcome (achieved)	Inventory Database
	CERT Programs
	Immunization Point-Of-Distribution (POD) demonstration project
Outcome (planned)	
<b>Governance</b>	
Principle	Voluntary participation
Organization	Executive Director
Number of Staff	
Procedure	
Mode of Coordination	Network
Relationship	Private-Private
Funding Sources	corporate contributions
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.njbusinessforce.org/NJBF_About.htm">http://www.njbusinessforce.org/NJBF_About.htm</a>

	<b>Pacific Northwest Economic Region (PNWER)</b>
<b>Structure</b>	
Legal Form	
Year of Establishment	1991
Membership	State of Washington, Oregon, Montana, Idaho, Alaska Provinces of Alberta, British Columbia, Yukon Territory
Type of Involvement	
Lead Organization	
Affiliation	
Mandate	
Model	
<b>Function</b>	
Mission	Economic Development and Policy Coordination
Activity	
Role	Information Exchange Collaboration
CIP Initiatives	
HS Initiatives	
Outcome (achieved)	
Outcome (planned)	
<b>Governance</b>	
Principle	
Organization	Executive Committee Delegate Council Private Sector Council (PSC) Private Sector Board of Directors Secretariat Working Groups
Number of Staff	
Procedure	
Mode of Coordination	
Relationship	
Funding Sources	
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.pnwer.org/pris/manual.htm">http://www.pnwer.org/pris/manual.htm</a>

<b>Puget Sound Partnership for Regional Infrastructure Security</b>	
<b>Structure</b>	
Legal Form	statutory public/private partnership
Year of Establishment	October 2001
Membership	State of Washington, Oregon, Montana, Idaho, Alaska Provinces of Alberta, British Columbia, Yukon Territory
Type of Involvement	Partnership
Lead Organization	King County
Affiliation	Pacific Northwest Economic Region (PNWER)
Mandate	state statues and directives
Model	
<b>Function</b>	
Mission	Preparedness and Response
Activity	CI Interdependencies Template Database development Tabletop Exercises
Role	Information Sharing
CIP Initiatives	Interdependencies Project Working Group Cyber Regional Incident Management System
HS Initiatives	
Outcome (achieved)	
Outcome (planned)	
<b>Governance</b>	
Principle	
Organization	
Number of Staff	
Procedure	
Mode of Coordination	
Relationship	Public-Private
Funding Sources	
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.pnwer.org/">http://www.pnwer.org/</a>

	<b>The Pittsburgh Regional Business Coalition for Homeland Security</b>
<b>Structure</b>	
Legal Form	501(c)(3) non-profit
Year of Establishment	
Membership	9 corporate sponsors, 2 associate members, 2 participant members
Type of Involvement	
Lead Organization	Region 13 Task Force
Affiliation	
Mandate	
Model	
<b>Function</b>	
Mission	Continuity of Business
Activity	Currently developing program and research areas
Role	
CIP Initiatives	Threat/Vulnerability and Business Continuity Assessments Inventory of Assets
HS Initiatives	
Outcome (achieved)	
Outcome (planned)	
<b>Governance</b>	
Principle	
Organization	Board of Directors Executive Director Operations Council Task Groups
Number of Staff	
Procedure	
Mode of Coordination	
Relationship	Public-Private
Funding Sources	member contributions (\$25k or in-kind equivalent)
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.pittsburghcoalitionforsecurity.org/">http://www.pittsburghcoalitionforsecurity.org/</a>

<b>Iowa Partnership for Homeland Security</b>	
<b>Structure</b>	
Legal Form	Statutory partnership
Year of Establishment	IHSEM division in Oct 2001, public-private partnership in 2003
Membership	90 organizations participated in last CIP table-top exercise
Type of Involvement	
Lead Organization	
Affiliation	
Mandate	
Model	
<b>Function</b>	
Mission	
Activity	
Role	
CIP Initiatives	
HS Initiatives	Iowa Critical Asset Protection Plan (CAPP) streamlining
Outcome (achieved)	Interactive Threat Interface alignment with Federal guidelines
Outcome (planned)	
<b>Governance</b>	
Principle	
Organization	
Number of Staff	
Procedure	
Mode of Coordination	
Relationship	
Funding Sources	Federal funding
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.iowahomelandsecurity.org/">http://www.iowahomelandsecurity.org/</a>

	<b>Great Lakes Partnership</b>
<b>Structure</b>	
Legal Form	
Year of Establishment	Founded by Chicago Manufacturing Center
Membership	FEMA Region 5; DHS Office of the Private Sector
	NIST; Argonne National Laboratory
	Illinois EMA; Chicago Office of Emergency Management
	Industry leaders
Type of Involvement	
Lead Organization	
Affiliation	
Mandate	
Model	
<b>Function</b>	
Mission	Innovation and Investment for Business Continuity
Activity	Best Practice and Standards Development
Role	
CIP Initiatives	Gap identification in areas such as energy and critical supply chains
HS Initiatives	
Outcome (achieved)	
Outcome (planned)	
<b>Governance</b>	
Principle	
Organization	Managed by Chicago Manufacturing Center
	Professional business advisors
Number of Staff	
Procedure	
Mode of Coordination	
Relationship	Public-Private
Funding Sources	Membership, govt grants, contracts, foundation support
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.cmcusa.org/initiatives/greatlakes.cfm">http://www.cmcusa.org/initiatives/greatlakes.cfm</a>

	<b>ChicagoFirst</b>
<b>Structure</b>	
Legal Form	Limited Liability Corporation
Year of Establishment	2003
Membership	18 companies (members)
	21 government agencies (strategic partners)
Type of Involvement	Strategic relationships
Lead Organization	
Affiliation	
Mandate	
Model	
<b>Function</b>	
Mission	Resiliency of Financial Sector
Activity	Planning
	Training
Role	Operational
	Strategic
CIP Initiatives	Employee Credentialing
HS Initiatives	Business District Evacuation
Outcome (achieved)	Coalition seated at city's Joint Operations Center
Outcome (planned)	
<b>Governance</b>	
Principle	
Organization	Chair
	Vice-Chair
	Executive Director
	Treasurer
Number of Staff	
Procedure	
Mode of Coordination	
Relationship	
Funding Sources	Member dues and contributions
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.chicagofirst.org">www.chicagofirst.org</a>

	<b>London Regional Resilience Forum</b>
<b>Structure</b>	
Legal Form	
Year of Establishment	November 2001
Membership	Metropolitan Police, Fire, and Emergency Services City of London Planning and Communications Offices Transportation and Communications providers
Type of Involvement	Partnership
Lead Organization	Government Office for London
Affiliation	
Mandate	reports to the UK government
Model	
<b>Function</b>	
Mission	Preparedness and Response
Activity	
Role	Strategic
CIP Initiatives	
HS Initiatives	
Outcome (achieved)	
Outcome (planned)	
<b>Governance</b>	
Principle	Quasi-Governmental
Organization	Chair (Minister for London)+L34 Deputy Chair (Mayor of London) Sub-committees Working Groups
Number of Staff	
Procedure	
Mode of Coordination	Hierarchical
Relationship	
Funding Sources	
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.londonprepared.gov.uk/resilienceteam/index.htm">http://www.londonprepared.gov.uk/resilienceteam/index.htm</a>

	<b>Potomac Conference Emergency Preparedness Task Force</b>
<b>Structure</b>	
Legal Form	Non-profit corporation
Year of Establishment	2001
Membership	Businesses
	Academic institutions
	Non-profit organizations
Type of Involvement	Membership
Lead Organization	Potomac Conference
Affiliation	Greater Washington Board of Trade
Mandate	
Model	
<b>Function</b>	
Mission	Preparedness and Response
Activity	
Role	Leadership
	Advocacy
	Program Development
CIP Initiatives	
HS Initiatives	
Outcome (achieved)	Development of business continuity plans
	Private Sector Asset Inventory
	"Media and First Response" model
Outcome (planned)	EOC representation
<b>Governance</b>	
Principle	Voluntary participation
Organization	3 Co-chairs
	Working Groups
Number of Staff	4 part-time
Procedure	Monthly meetings
Mode of Coordination	Network
Relationship	Private-Private
Funding Sources	Board of Trade; grants
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.potomacconference.org/preparedness.html">http://www.potomacconference.org/preparedness.html</a>

<b>Greater Washington Task Force Nonprofit Emergency Preparedness</b>	
<b>Structure</b>	
Legal Form	Non-profit corporation
Year of Establishment	2002
Membership	none
Type of Involvement	Donorship
Lead Organization	Community Foundation for the National Capital Region
Affiliation	Community Foundation for the National Capital Region
Mandate	
Model	Oklahoma City
<b>Function</b>	
Mission	
	Preparedness and Response
Activity	Grant Administration
Role	Leadership
	Coordination
CIP Initiatives	
HS Initiatives	
Outcome (achieved)	9/11 Survivor's Fund
	Blueprint for Emergency Preparedness by Nonprofits (Report)
	Building Nonprofit Sector Capacity for Emergency Preparedness (Report)
Outcome (planned)	
<b>Governance</b>	
Principle	
Organization	
Number of Staff	
Procedure	
Mode of Coordination	
Relationship	Private-Nonprofit
Funding Sources	donor funds
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.cfncr.org/page13825.cfm">http://www.cfncr.org/page13825.cfm</a>

	<b>Regional Alliances for Infrastructure and Network Security (RAINS)</b>
<b>Structure</b>	
Legal Form	Non-profit corporation
Year of Establishment	2001
Membership	State of Oregon
	local first responder agencies
	60 high tech companies
	6 research universities
Type of Involvement	Partnership
	Sponsorship
Lead Organization	Oregon Economic and Community Development Department
Affiliation	
Mandate	
Model	
<b>Function</b>	
Mission	
	Preparedness and Response
Activity	Research and Development
Role	Information Sharing
	Technology Implementation
CIP Initiatives	
HS Initiatives	
Outcome (achieved)	Connect & Protect' alert notification network
Outcome (planned)	
<b>Governance</b>	
Principle	Voluntary Participation
Organization	Board of Directors
Number of Staff	
Procedure	
Mode of Coordination	
Relationship	Public-Private
Funding Sources	
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="http://www.rainsnet.org/downloads/RAINS_Fact_Sheet.pdf">http://www.rainsnet.org/downloads/RAINS_Fact_Sheet.pdf</a>

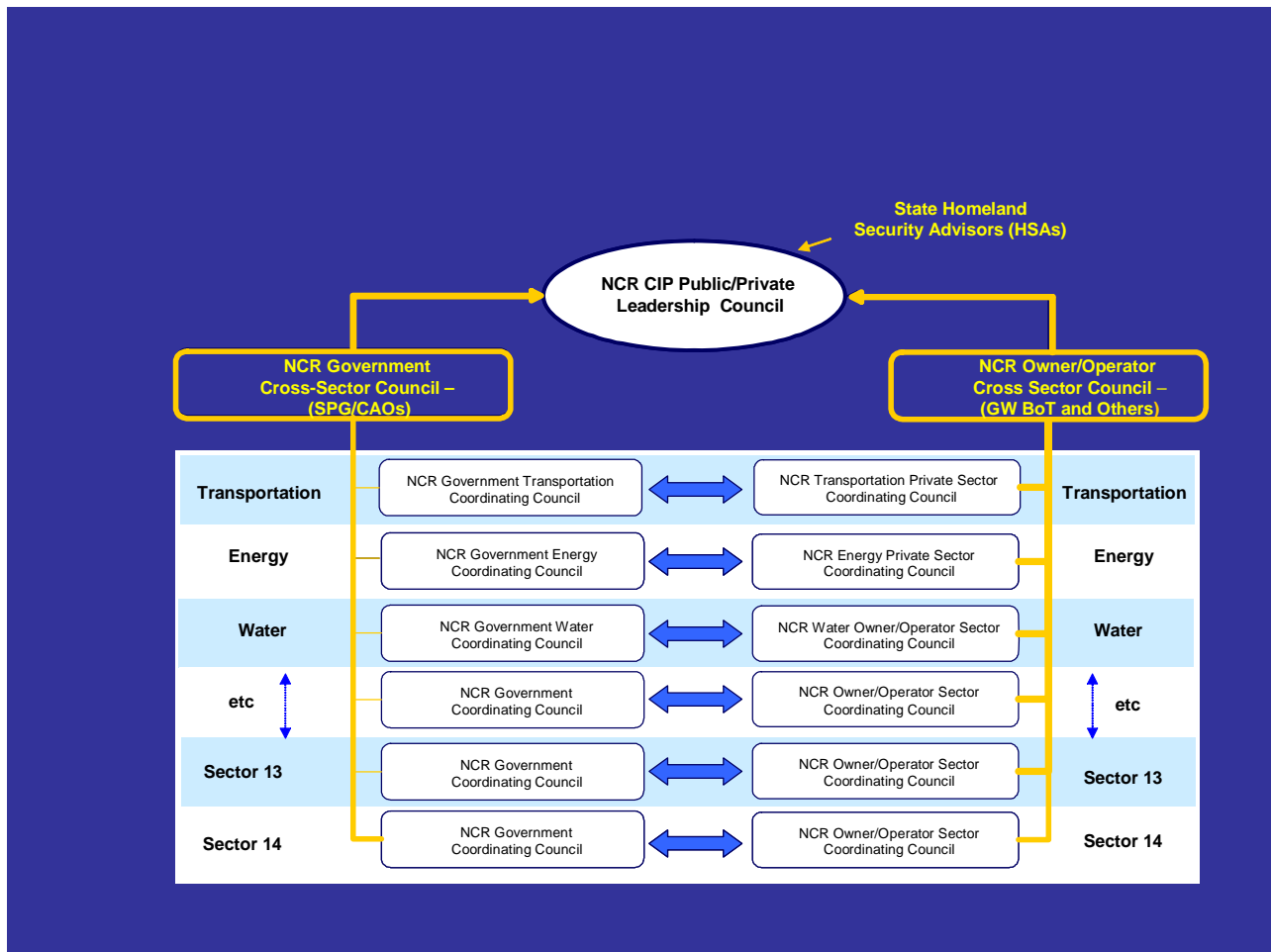
	<b>Operation Archangel</b>
<b>Structure</b>	
Legal Form	Part of LAPD
Year of Establishment	2005
Membership	City and County of Los Angeles
	California Department of Homeland Security
	U.S. Department of Homeland Security
Type of Involvement	Partnership
Lead Organization	Critical Incident Management Bureau
Affiliation	
Mandate	
Model	DHS National Infrastructure Advisory Council
<b>Function</b>	
Mission	Homeland Security
Activity	CI Identification and Examination
	Database development
Role	Law Enforcement
CIP Initiatives	Yes
HS Initiatives	Yes
Outcome (achieved)	Identification of 45 high-risk locations
Outcome (planned)	Interactive electronic target folders
<b>Governance</b>	
Principle	
Organization	
Number of Staff	
Procedure	
Mode of Coordination	Hierarchy
Relationship	Public-Public
Funding Sources	UASI
	LAPD budget
Annual Budget	\$15 million for IT support
Resource Allocation	Discretionary
<b>Sources</b>	<a href="http://www.lapdonline.org/press_releases/2004/">http://www.lapdonline.org/press_releases/2004/</a>

<b>HSIN - Critical Infrastructures</b>	
<b>Structure</b>	
Legal Form	Government pilot program
Year of Establishment	June 2004
Membership	Federal, State, Local government agencies
	Infrastructure Owners and Operators
	Citizen and Volunteer Organizations
Type of Involvement	Partnership
Lead Organization	DHS and FBI
Affiliation	Homeland Security Information Network (HSIN)
Mandate	
Model	FBI Dallas Emergency Response Network
<b>Function</b>	
Mission	Provision of unclassified sector specific information and alerts
	Preparedness and Response
Activity	Intelligence Gathering
Role	Information Sharing
	Coordination
CIP Initiatives	
HS Initiatives	
Outcome (achieved)	Alert and Notification through DHS Operations Center
Outcome (planned)	
<b>Governance</b>	
Principle	Voluntary Participation
Organization	Local Coordinator
	Federal Regional Coordinator
	Infrastructure Advisory Panel
Number of Staff	
Procedure	Sign-up and vetting
Mode of Coordination	Hierarchy
Relationship	Public-Private
Funding Sources	Federal
Annual Budget	
Resource Allocation	
<b>Sources</b>	<a href="https://www.swern.gov/index.php">https://www.swern.gov/index.php</a>

## IX. Appendix C: Notional NCR Partnership Structure

The Interim National Infrastructure Protection Plan (NIPP) suggests a notional organization for national CIP implementation that could serve as a guide for a NCR counterpart. In both, the respective infrastructures each have a public sector council and a private sector council, which can meet together as a public/private sector partnership. Public and private cross-sector councils address their respective issues and come together as a leadership council – a confederation of leaders with shared and individual accountability. Currently existing organizations could fulfill many of these roles, e.g., the NCR Senior Policy Group representatives could form the core of the Government Cross-Sector Council or the Board of Trade’s Emergency Preparedness Task Force could be the core of the Private Sector Cross-Sector Council. The NCR CIP Pbulci/Private Leadership Council in this model could evolve from the coordinating mechanism described in this chapter.

**Figure 1: Notional Structure for NCR CIP Partnership**



## X. Appendix D: Endnotes

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<sup>1</sup> I would like to thank Larry C. Clark for his substantial contribution to this report, Sachin Kandhari for valuable research assistance, and Jerry P. Brashear for very helpful overall comments.

<sup>2</sup> For a detailed overview of regional economic and demographic characteristics, see Appendix A.

<sup>3</sup> The Urban Institute (2005) *The Business of Doing Good in Greater Washington: How the Nonprofit Sector Contributes to the Region's Economy*. Washington, DC: The Nonprofit Roundtable of Greater Washington. Data were last available for 2003.

<sup>4</sup> In Virginia, the Office of Commonwealth Preparedness is responsible for developing a coordinated security and preparedness strategy including federal, state, and local officials, as well as the private sector, and is the single point of contact for the U.S. Department of Homeland Security. It is a Cabinet-rank office, headed by the Assistant to the Governor for Commonwealth Preparedness, and has a staff of five.

In Maryland, the Governor's Office of Homeland Security was established in June 2003 under Executive Order 01.01.2003.18. The Office serves as liaison to the U.S. Department of Homeland Security, as well as coordinator for Maryland state agencies, counties, and municipalities. The Maryland Emergency Management Agency (MEMA), which is part of the Maryland Military Department, provides logistical and infrastructure support to the Office of Homeland Security, and manages federal grants. It is headed by a Director, and has also five staff.

In the District of Columbia, oversight and support regarding homeland security is part of the responsibility of the Deputy Mayor for Public Safety, who is also the executive branch liaison to the federal justice agencies that provide services in the District. The Deputy Mayor's office has a total staff of nineteen.

The ONCRC was established in 2002 within the U.S. Department of Homeland Security to oversee and coordinate federal programs for, and relationships with, state, local, and regional authorities in the National Capital Region. The Director's post has not been consistently filled; the first ONCRC Director served from March to November 2003, and the current one was appointed on April 30, 2004. The ONCRC's staff includes full-time and contract employees and staff on detail.

<sup>5</sup> For further discussion on regional governance and coordination, see e.g.

Chisholm, D. (1989). *Coordination without Hierarchy: Informal Structures in Multiorganizational Systems*. Berkeley, CA: University of California Press. On the issue of municipal reorganization, see e.g.

Hamilton, D. K. (2000). Organizing Government Structure and Governance Functions in Metropolitan Areas in Response to Growth and Change: A Critical Overview. *Journal of Urban Affairs*, 22(1), 65-84.

<sup>6</sup> Wegener Torsten (2001) *Toward a Typology of Regional Leadership Institutions: Examples from the San Francisco Bay Area*. Working Paper 2001-10, Institute of Urban and Regional Development, University of California at Berkeley.

<sup>7</sup> U.S. Dept. of Transportation (2003) *Transit at the Table: A Guide to Participation in Metropolitan Decisionmaking*. Available at <http://www.planning.dot.gov/documents/tat.htm>

<sup>8</sup> The immediate aftermath of a crisis tends to dominate the public's view of a disaster, and also necessitates a concentration of public resources and efforts. But as the example of Hurricane Katrina in September 2005 has shown, those crises also reveal the need for better advance planning and coordination involving critical infrastructure services delivery and restoration.

<sup>9</sup> In Appendix B, a total of 13 initiatives and organizations are summarized in a typology along a number of functional, structural, and governance characteristics.

<sup>10</sup> U.S. General Accounting Office (GAO). (2004). *HOMELAND SECURITY: Management of First Responder Grants in the National Capital Region Reflects the Need for Coordinated Planning and Performance Goals. Report to the Chairman, Committee on Government Reform, House of Representatives* (No. GAO-04-433). Washington, DC: GAO.

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U.S. Government Accountability Office (GAO). (2005). *HOMELAND SECURITY: Agency Plans, Implementation, and Challenges Regarding the National Strategy for Homeland Security. Report to the Chairman, Subcommittee on National Security, Emerging Threats, and International Relations, Committee on Government Reform, House of Representatives.* (No. GAO-05-33). Washington, DC: GAO.

<sup>11</sup> National Commission on Terrorist Attacks upon the United States. (2004). *The 9/11 Commission Report. Final Report of the National Commission on Terrorist Attacks upon the United States.* New York: Norton.

U.S. Congress. (2002). Homeland Security Act of 2002, *P.L. 107-296.* Washington, D.C.: GPO.

U.S. Department of Homeland Security. (2005). *Interim National Infrastructure Protection Plan (NIPP).* Washington, DC: U.S. Department of Homeland Security.

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