



DowntownDC leadership paper

NUMBER 9 ■ MAY 2013

Creating the Strategy: From Public Safety to Homeland Security

EXECUTIVE SUMMARY

Since 1997, the DowntownDC Business Improvement District (BID) has implemented successful programs focused on public safety and combating street disorder leading to a clean and safe downtown for the nation's capital. Following the events of 9/11, experts recognized that the downtown core area may be vulnerable to a terrorist event. Subsequent snowstorms and an earthquake have demonstrated the area is equally vulnerable to a natural disaster.

Since September 2001, local, regional and national security experts have coordinated with local and federal homeland security agencies to share information about possible threats or targeted attacks. These coordinated exchanges, while essential, do not negate the need for an expanded and integrated homeland security initiative in the DowntownDC BID area similar to those operating in New York City and London.

Working with the Office of the Deputy Mayor for Public Safety, the D.C. Homeland Security and Emergency Management Agency (HSEMA), the Metropolitan Police Department (MPD) and other public agencies and private property owners, the DowntownDC BID is developing a comprehensive security program known as the DowntownDC BID Security Initiative (DBSI).



Because of 2001's 9/11 attack—which included Washington, D.C., as a target—and future threats of terrorists acts, Downtown remains a strategic terrorist location.

The mission of DBSI is to enhance the ability of Downtown property owners, managers and businesses to respond efficiently and effectively to man-made and natural security events through electronic surveillance and increased preparedness. DBSI brings together property managers, security managers, emergency services officials and police officials to help prevent foreign and domestic terrorist events and mitigate the impact of natural disasters. Additionally, the program establishes

The mission of DBSI is to enhance the ability of Downtown property owners, managers and businesses to respond efficiently and effectively to natural and man-made security events through electronic surveillance and increased preparedness.

preparedness training standards, continuity of operations planning and situational responses.

A major homeland security incident or national disaster, or terrorist situation that may necessitate the closure of parts of downtown, similar to what recently occurred in Boston, may not only cause the loss of human life, but could also cripple the downtown area, producing episodes that would hamper recovery efforts for weeks, even months. Many industries and markets would suffer, including:

- **Employment**—a decrease in the 181,500 BID area jobs
- **Hotels**—a loss of nonessential travel, impacting hotel sales tax revenue—which generated \$217 million, or 3.4 percent of gross local revenue—in FY 2012
- **Tourism**—a decrease in the 17.9 million visitors, who generated \$446 million in non-hotel sales tax revenue in 2011 (Destination DC)
- **Culture and entertainment**—a reduction in the \$80 million in local tax revenue and more than 14,500 jobs (2010, American for the Arts)
- **Retail and restaurant**—a negative impact on the 138 destination restaurants in the BID area and a major dent in BID area restaurant and retail sales tax revenues, estimated to be \$105 million in FY 2013

A catastrophic event within the DowntownDC BID area would have a devastating impact on D.C. and the surrounding National Capital Region (NCR) economies.

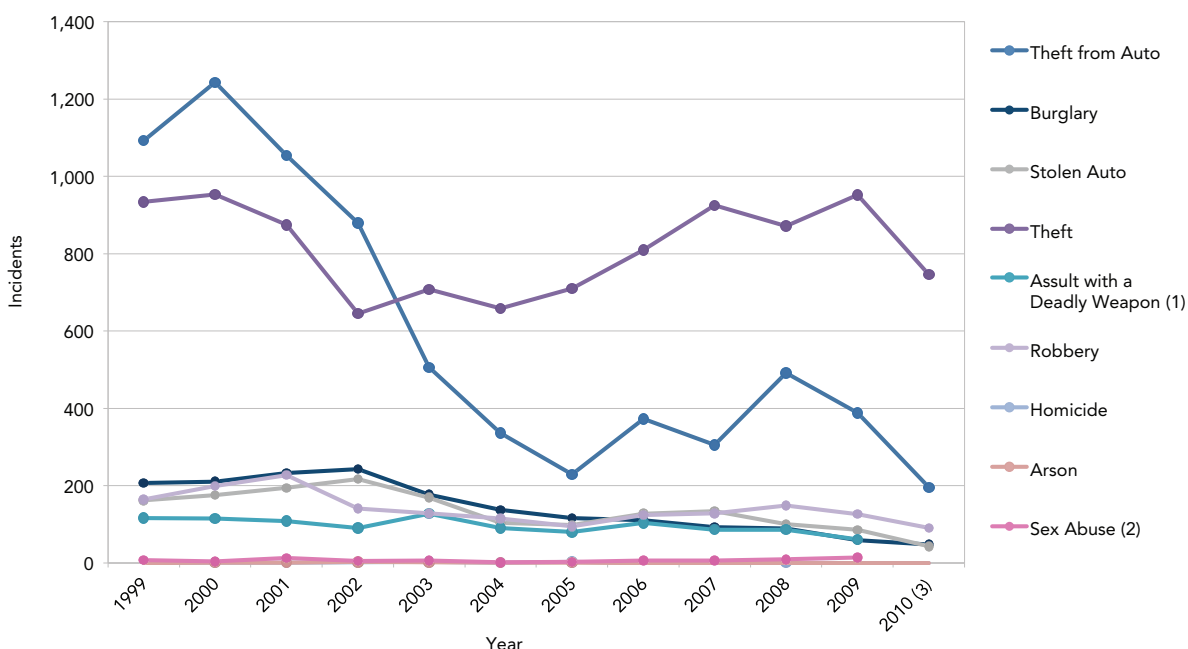
HISTORY OF BID INVOLVEMENT IN PUBLIC SAFETY

When the DowntownDC BID was established in 1997, Downtown D.C. was “dull, dirty and dangerous.” Making public safety and cleanliness a priority was the first order of business for the newly established BID. Thus, a corps of dedicated personnel known as Downtown Safety/Hospitality and Maintenance employees, or SAMs, was assigned immediately to attend to the many details of making guests feel safe, invited and welcome.

Today, Downtown SAMs are the most visible element of the BID. The Safety/Hospitality team provides a reassuring presence on the streets by assisting residents, workers and visitors, patrolling Downtown 362 days a year in the busiest pedestrian areas and during special events. They also serve as the “eyes and ears” of local and federal law enforcement agencies and are radio-equipped for instant reporting. The Maintenance crews ensure a clean public realm for all to enjoy by collecting trash and litter, sweeping sidewalks, removing gum and graffiti, planting

Figure 1

ANNUAL CRIME INCIDENTS IN THE DOWNTOWNDC BID BY CRIME TYPE (1999-2010)



(1) Years 1999 and 2000 reflect Assault
 (2) Years 1999 and 2000 reflect Rape
 (3) Crime data based on preliminary IMS crime data queried Feb. 14, 2011

flowers, hanging banners and painting public fixtures. Using state-of-the-art technology and equipment, the SAMs also identify and report hazards and defects in the public space.

In addition to creating the SAMs, the BID cultivated strong partnerships with the MPD, other public safety agencies and Downtown property managers and security personnel. To bring everyone together, the DowntownDC BID established a Downtown Property Managers' Safety Alliance which holds public-private meetings focused on enhancing safety and security efforts and sharing timely information on issues such as prevention and preparedness strategies.

SAMS' COMMUNITY EMERGENCY RESPONSE TEAM

The Community Emergency Response Team (CERT) Program educates people about disaster preparedness for hazards that might impact their areas. It offers training in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhoods or workplaces following an event when professional responders are not immediately available to help. CERT members also are encouraged to support emergency response agencies by taking a more active role in emergency preparedness projects in their community.

The DowntownDC BID's internal improvements and strategic partnerships were important for enhancing public safety. Today, reported crime is down by 48 percent from 15 years ago (see Figure 1.), and the "dull, dirty and dangerous" mantra used to describe Downtown has been replaced with "clean, safe and friendly."

Growing terrorist threats to major metropolitan areas, however, have motivated the DowntownDC BID to expand beyond its original role. The DowntownDC BID has positioned itself to establish public-private partnerships to improve video surveillance and to increase workforce preparedness for emergencies. (Recently, the DowntownDC BID began training the SAMs using the Federal Emergency Management Agency's Community Emergency Response Team (CERT)

course. CERT is a citizen's course that provides disaster preparedness for hazards and basic emergency response skills.)

MORE MUST BE DONE

The September 11, 2001, terrorist attacks included Washington, D.C., as a target. That single event, as well as subsequent terrorist threats, changed the dynamics of homeland security forever. It became increasingly clear that the nation's capital, the country's seat of power, is and will remain a strategic location for a terrorist event. Other security concerns beyond routine public safety include: critical infrastructure vulnerabilities, hostage taking, active shooters, workplace violence and natural disasters. The DowntownDC BID has decided to sharpen its focus on homeland security and emergency preparedness.

A July 2012 study by the National Consortium for the Study of Terrorism and Responses to Terrorism ranks the District of Columbia fifth nationally as a terrorist "hot spot." The city has been a target of terrorism reportedly 79 times over the past 40 years. The study, based out of the University of Maryland, also referenced the Global Terrorism Database, which cited more than 104,000 domestic and international terrorist attacks that led to more than 225,000 deaths and 299,000 injuries during this same period.

According to the 2011 Report on Terrorism by the National Counterterrorism Center, there were more than 10,000 terrorist attacks worldwide that affected nearly 45,000 victims and led to more than 12,500 deaths. Though mainly spared from the vast majority of those attacks, the United States saw close to a 17 percent increase in such incidents in the 10 years since 9/11. Nearly 3,200 were killed and more than 9,000 injured compared to the previous 10-year period.

Since 9/11, the NCR has remained a high-risk area for both terrorism and natural disasters. As shown in Figure 2, there have been numerous homeland security incidents and special events requiring regional resources and coordination.

National Capital Region Model

In the wake of 9/11, the Metropolitan Washington Council of Governments (MWCOC) mobilized quickly to improve emergency preparedness. The NCR's Homeland Security Initiative called for a working partnership with nonprofit organizations and private sector interests to reduce the vulnerability of a terrorist attack in the region. In addition, the 2010 NCR Homeland Security Strategic Plan called for working "together toward a safe and secure" region. Its mission is to build and sustain "an integrated effort

NEW CHALLENGES

"A man with a gun walked into the D.C. offices of the Family Research Council on Wednesday morning and fired on a concierge who confronted him in what is being investigated as a possible hate crime or act of domestic terrorism, authorities said.

The concierge was hit in the arm and taken to an area hospital. He was in stable condition Wednesday afternoon.

The shooting occurred at about 10:50 a.m. in the lobby of the Christian-based family organization in the 800 block of G Street. Police said the man, identified in multiple news reports as 28-year-old Floyd Corkins of Herndon, entered the lobby and was confronted by the guard. The man shot the concierge, who still was able to wrestle him to the ground with the assistance of some other people in the lobby, police said."

The Washington Times, August 15, 2012

to prepare for, prevent, protect against, respond to and recover from all hazards, threats or events." The plan helps identify the capabilities needed to strengthen the region's homeland security efforts and defines the framework for achieving those capabilities.

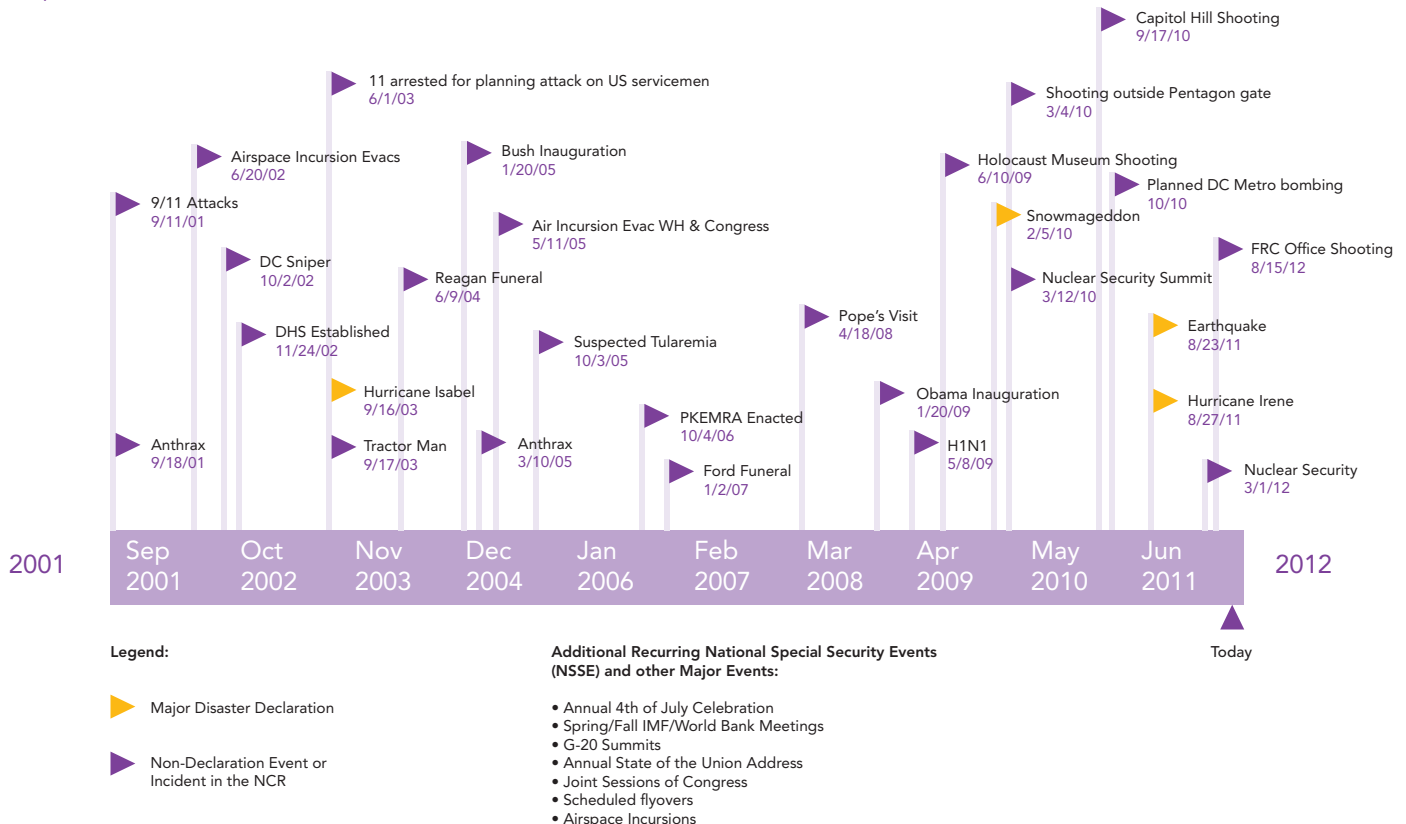
The U.S. Federal Emergency Management Agency (FEMA) identifies the private sector as a vital part of the emergency management team. The nation's vast network of business, industry, academia, trade associations and other non-governmental organizations are equally responsible partners in every phase of emergency response. FEMA's goal is to steadily increase private sector collaboration at all levels. It realizes that private sector and state and local partners typically handle emergencies every day which align closely with DBSI program objectives.

The National Incident Management System (NIMS) is a comprehensive national approach for multiple agencies or jurisdictions to work together to manage emergencies from preparedness to recovery, thereby enhancing the goal of the NCR program through an integrated network of enhanced technology. DBSI is a comprehensive

Figure 2

MAJOR HOMELAND SECURITY INCIDENTS AND EVENTS IN THE NATIONAL CAPITAL REGION

(September 2001-Present)



program that will build on the principles laid out in the NIMS and improve the effectiveness and efficiency of this preparedness using collaborative planning, communication, information sharing and coordination.

Once integrated, the goal is that DBSI will serve as a national as well as an international model.

GOAL AREA 1: SURVEILLANCE

The DowntownDC BID will act as a facilitator between private properties and local and federal government agencies to develop a state-of-the-art homeland security surveillance network for the Downtown area. Integrating public- and private-sector surveillance resources will lead to a system that can be monitored in as close to real time as possible. Different strategies for integrating these devices will be analyzed and may incorporate location, current network applications or desired use by the end user, such as MPD or HSEMA or both.

This surveillance goal aligns with two NCR Homeland Security Strategic Plan objectives:

CONTINUING COMMITMENT

"As MPD continues its commitment to innovation that integrates technology and progressive business systems, the Department is committed to continuing the use of CCTV cameras as one tool to help achieve its mission. As Chief of Police, I realize the importance of a robust public-private partnership like the DowntownDC Business Improvement District's Homeland Security Initiative to improve security downtown through an integrated network of public and privately owned cameras as an effective strategy in deterring crime and terrorist related events."

Chief Cathy L. Lanier, Metropolitan Police Department, Washington, DC

- **Objective 1.3** - "to ensure response partners can communicate and share necessary, appropriate video information in all environments and on a day-to-day basis;" and
- **Objective 1.3.1** - "to increase access to video systems capable of transmitting and receiving video information to and from NCR response partners."

Current elements of the DowntownDC BID's surveillance work program include the following:

1. Inventory. The DowntownDC BID will partner with other security-related agencies and firms to compile a comprehensive inventory of closed-circuit television (CCTV) cameras and related equipment within its area. A preliminary visual inventory of the BID area has been completed that identifies 869 external cameras on buildings with a public space field view.

2. Best practices and standards. The DowntownDC BID is examining national and international surveillance systems in peer cities such as New York and London. In addition, the BID is collaborating with major Downtown property owners, property managers and security companies to examine the state-of-the-art surveillance systems that many now operate. The BID will work with public- and private-sector entities to develop industry leading standards for security systems.

3. Demonstration projects. The DowntownDC BID is undertaking two demonstration projects to attain better networking of surveillance systems:

a. Physical Security Information Management. PSIM is a category of software that provides a platform and application designed to integrate multiple, unconnected security applications and devices. It controls them through one comprehensive user interface and collects and correlates events from existing, disparate security devices and information systems (video, access control, sensors, analytics, networks, building systems, etc.) to allow personnel to identify and resolve situations. Using software that can be connected to many different systems belonging to government agencies or private companies, the BID and its partners are developing a demonstration project to weave together an integrated network of CCTV cameras, no matter the type of technology or who owns the system, that is viewable by MPD or HSEMA or both.

b. National Capital Region's CCTV Integration Framework Project. This project allows video sharing over a secured web-based network (NCRnet, DCnet). The ability to share video images from multiple sources is enabled by a three-level interoperability framework:

- **Data Layer** - identifies where the video source is being streamed from
- **Integration Layer** - where the interoperability is achieved by normalizing the various data feeds and distributing them through a secured network
- **Presentation Layer** - after data is received and integrated it can then be seen by an end user (MPD/HSEMA)

ADDRESSING PRIVACY CONCERNS

Recognizing that electronic monitoring potentially diminishes the perception of privacy, the DowntownDC BID affirms the rights of individuals as outlined within the Fourth Amendment of the United States Constitution. There are regulations, policies and procedures in place concerning governmental monitoring of these devices.

In *Katz vs. United States*, 389 U.S. 347 (1967), the Supreme Court held that the Fourth Amendment provides constitutional protection to those areas in which a person reasonably expects privacy. The DBSI utilizes CCTV and monitoring devices that do not intrude upon an individual's sphere of privacy, rather they are intended to capture events occurring in public space and/or areas open to the public for which there is not a reasonable expectation of privacy.

Regarding the use of CCTV and other monitoring devices, this initiative will follow the standards established within DC Law (Title 24 DCMR, Chapter 25), as well as the MPD's policies, procedures and General Orders. It should be noted that to ensure the effective use of these monitoring devices and to guard against possible abuse, these policies are the most tightly regulated of their kind in the nation and currently meet the criminal justice video surveillance guidelines adopted by the American Bar Association (Electronic Surveillance Part B: Technology-Assisted Physical Surveillance). As such, this monitoring or review of recorded images will be for crime related matters, criminal intelligence and situational awareness purposes.

This demonstration project will stream private, external cameras from within Downtown's central core to a designated monitoring location to display the best situational awareness possible.

4. Public agencies. The DowntownDC BID is strategically working with MPD and HSEMA on several key initiatives:

a. Integration. Integrating critical systems that lead to cameras being pointed in the right direction at the right time.

b. Incident tracking management. Allowing 911 personnel to identify and access public and private cameras on a map with two main goals: 1) stream vital on-site information to first responders; and 2) provide a view of possible exit routes for incident command.

c. Other key devices. Placing electronic monitoring devices, not just CCTV cameras, throughout the BID area, including license plate recognition systems (LPR), chemical, biological, radiological and nuclear (CBRNE) detection devices, and ShotSpotter technology.

d. Privacy. Following established guidelines, the BID is addressing privacy concerns by developing and respecting standards that limit monitoring to public space or public access areas, where individuals do not have a reasonable expectation of privacy.

GOAL AREA 2: PREPAREDNESS

During an emergency, whether an act of terrorism or natural disaster, people who have received basic training are more resilient and likely to carry on. The DowntownDC BID is developing a series of projects and programs to ensure better preparedness for Downtown property managers, security managers and tenants. They include:

1. Training for SAMs. Basic training will allow the DowntownDC BID's SAM Team to assist emergency responders and serve as a "force multiplier" in the event of an emergency. As mentioned earlier, CERT provides basic knowledge about fire safety, hazardous material and terrorist incidents, disaster medical operations and search and rescue efforts.

2. Training for property managers. Property managers are central to accessing the 180,000 employees located in the BID area with relevant preparedness information such as the following:

a. Employee preparedness events and lobby days. The DowntownDC BID will promote employee preparedness using FEMA's Ready Campaign guidelines and provide a forum where employees can engage and ask questions. Furthermore, property and security

managers will have training opportunities using table-top and field exercises facilitated by the BID.

b. BID emergency preparedness brochure. The recently published basic guide will be distributed throughout the BID area. The brochure provides information about actions to take during different types of emergencies, identifies items to have in an emergency supply kit, lists contact numbers for D.C. services and offers ways to receive more detailed information.

c. Continuity of operations training. Working jointly with HSEMA, the DowntownDC BID will train property managers to produce a continuity of operations plan, detailing how their businesses or buildings should continue to operate in the event of an emergency.

d. Fire safety inspection checklist. The DowntownDC BID has developed a self-assessment checklist approved by D.C. Fire and Emergency Medical Services which outlines areas that property managers should inspect to ensure their buildings are safe and meet D.C. Fire Code.

3. Vulnerability assessments. The DowntownDC BID will help the U.S. Department of Homeland Security conduct vulnerability assessments in focused areas of Downtown where businesses and properties have unique needs and circumstances.

4. Defibrillators. The BID assessed the locations of all publicly accessible automated external defibrillators, or AED, units in the BID area. Recommendations were made to address gaps in coverage because the likelihood of someone surviving a cardiac arrest decreases 10 percent every minute. Identifying and improving AED access in the BID area can have a significant impact during a medical emergency.

5. Business Emergency Management Operations Center (BEMOC). During the 2013 Presidential Inauguration, the DowntownDC BID was invited to represent private sector stakeholders in the newly created BEMOC, at the HSEMA emergency operations center. The BEMOC model serves as a means to connect stakeholders and build stronger public and private partnerships during emergencies. The DowntownDC BID will be a key participant in the BEMOC as HSEMA works to expand and define the function and role of the BEMOC in future operations.

OTHER WORLD CITIES

LONDON - THE RING OF STEEL

The Ring of Steel originated as the popular name of the original one-square-mile security and surveillance cordon surrounding the City of London. The City of London encapsulates the financial center of Greater London and consists of historic and ancient churches nestled among state-of-the-art modern day buildings. The Ring of Steel was established to deter terrorist threats. Roads entering the City were narrowed and artificial turns created to force drivers to slow down, allowing them to be recorded by CCTV and, eventually, LPR equipment.

Still a commonly used term, the Ring of Steel now refers to an area that has expanded to include Greater London, an area consisting of 32 boroughs and more than 600 square miles, and incorporates a sophisticated network of CCTV and LPR surveillance equipment.

Greater London boasts state-of-the-art systems that are monitored through a variety of means, including individual borough video centers, London Metropolitan Police Stations and surveillance rooms run by private corporations that monitor equipment installed on private properties. Each system is independently monitored depending on its intended function:

- Crime and traffic cameras are monitored by the Borough Video Monitoring Centers
- Home Office (i.e., homeland security) cameras are monitored by the London Metropolitan Police
- Asset protection for private businesses and corporations without a centralized monitoring or Fusion Center utilize surveillance rooms

In 2011, the London Metropolitan Police rolled out Facewatch, the only police approved crime reporting system that allows businesses to upload still and moving images of an incident directly to the police. It is the first system providing the public with a direct “open platform” interface to the police. The London Metropolitan Police are on the cutting edge of the latest security and surveillance technology and continue to integrate the highest standards for homeland security programs worldwide.

NYC - LOWER MANHATTAN SECURITY INITIATIVE

In 2008, the New York City Police Department (NYPD) started monitoring live feeds from cameras placed strategically throughout the southern portion of the city at a high-tech command center in lower Manhattan. This area of the city is home to Wall Street, the new Ground Zero development and other important financial and international business sites.

The Lower Manhattan Security Initiative (LMSI) is broader in scope and much more sophisticated than London's Ring of Steel. The LMSI looks to expand by incorporating 3,000 closed-circuit security cameras carpeting the roughly 1.7 square miles south of Canal Street, the subway system and parts of Midtown Manhattan. This \$200 million upgrade, funded in part by federal grants and local and private investments, also includes an additional command center which will monitor 2,000 mobile radiation detectors to be carried by New York City Police Officers (NYPD) each day around the city. The detectors will send a wireless, real-time alert if a reading signals a dirty bomb threat.

The city is also pioneering "video analytic" computer software designed to detect possible threats, such as unattended bags and the retrieval of images of suspected criminals or terrorists.

CONCLUSION

The DowntownDC BID area is at the core of the United States of America's capital. It is an economic and financial center for the District of Columbia and the National Capital Region. With its numerous federal government buildings and employees, tourist attractions, economic significance to the city and popular entertainment destinations, the BID area is a target-rich environment for terrorist activity.

The lessons learned from 9/11 show that terrorism can strike with horrific speed and with significant and devastating economic and financial repercussions from which it can take years to recover. Catastrophic natural disasters can also severely impact quality of life and impede emergency response, as we have seen following the "snowmageddon" blizzard of 2010, earthquake in 2011 and various hurricanes and storms over the past years. Strategic preparedness planning is essential to provide for the safety of people in downtown as well as protect city and federal investments.

A comprehensive security initiative that effectively integrates surveillance systems, ensures safeguards for individual privacy rights, and arranges for preparedness training along with proactive preventative measures, is paramount to secure the Downtown area. The daily intelligence exchange between local and federal law enforcement agencies does not negate the need for an expanded, integrated security initiative located within the core of the DowntownDC BID area.

Working with local and federal governments, the DBSI will develop programs to enhance security in the DowntownDC BID core area and minimize the opportunity for terrorist acts. This robust network of integrated monitoring systems at a centralized location, advanced training and strategic preparedness and response plans will serve as a catalyst to bring the DowntownDC BID area to the advanced security levels being implemented in London and New York City and start to address potential future homeland security incidents, whether man-made or natural in occurrence.

ABOUT THE BID

The DowntownDC Business Improvement District (BID) is a private, non-profit organization that works to create remarkable urban experiences. With an annual budget of more than \$10 million, the DowntownDC BID provides services and programs to property and business owners in a 138-block area who pay a self-imposed tax to enhance economic vitality. The BID consists of a Board of Directors and has 135 employees. For more information, visit www.DowntownDC.org or follow on Twitter @downtowndcbid.

REFERENCES

- Metropolitan D.C. Police Department – www.mpd.cdc.org
- D.C. Homeland Security and Emergency Management Agency – www.hsema.dcc.gov
- U.S. Department of Homeland Security – www.dhs.gov
- Federal Emergency Management Agency – www.fema.gov
- Metropolitan Washington Council of Governments – www.mwcog.org
- National Capital Region Homeland Security Program – www.ncrhomelandsecurity.org
- National Consortium for the Study of Terrorism and Responses to Terrorism – www.start.umd.edu/start
- National Counterterrorism Center – www.nctc.gov
- The John Hopkins University Applied Physics Lab – www.jhuapl.edu
- The International Association of Chiefs of Police – www.theiacp.org
- New York City Police Department – www.nyc.gov/html/nypd
- United States Supreme Court Rulings – www.supremecourt.gov/opinions
- McCahill, M. & Norris, C, CCTV Systems in London – Their Structures and Practices – www.urbaneye.net
- MSNBC Report, Bloomberg Reviews London's Ring of Steel – http://www.msnbc.msn.com/id/37087582/ns/world_news-europe/t/bloomberg-reviews-londons-ring-steel/
- CNN Report, Ring of Steel Comes to New York – <http://www.cnn.com/2007/TECH/08/01/nyc.surveillance/index.html>
- UK Daily Mail Report, The Extraordinary Ring of Steel Around Ground Zero – <http://www.dailymail.co.uk/news/article-2020266/NYPD-steps-dirty-bomb-radiation-threat-protection-200m-Manhattan-project.html#ixzz1TWbES0bm>