



Utilizing Terrorism Early Warning Groups to Meet the National Preparedness Goal

Ed Reed
Matthew G. Devost
Neal Pollard

May 11, 2005

Vision

The Terrorism Early Warning Group concept fulfills the intelligence requirements outlined in Homeland Security Directive 8: Interim National Preparedness Goal. Existing and emerging TEWs can serve as a foundation for a national intelligence sharing and analysis network bringing critical information and capabilities to local jurisdictions.

This paper articulates a vision for expanding the Terrorism Early Warning Group (TEW) network that meets the local and national requirements as specified in, Homeland Security Presidential Directive 8: Interim National Preparedness Goal (HSPD-8). This paper contains two core sections; the first of which demonstrates how the TEW concepts meet the requirements of HSPD-8 specifically, those associated with the Goal and in the heart of the Goal, the Target Capabilities List (TCL); the second section describing the vision for utilizing TEW Groups to enhance our national capabilities in this critical area.

Introduction to the TEW Concept

The TEW Group, a concept first demonstrated in Los Angeles in 1996, facilitates multi-discipline information sharing and intelligence fusion that increases the preparedness of municipal, county, tribal, and state jurisdictions, by providing a process and products that increase awareness of local terrorist threats and consequences, increase the opportunities for early warning of terrorist attack, and - in time of crisis – provide operational net assessment, technical expertise reach back, and intelligence support to the incident commander. The TEW concept also contributes to national goals of homeland security, by providing an organizational model that can facilitate implementation of the National Incident Management System (NIMS), and help achieve the interim national preparedness goals directed by Homeland Security Presidential Directive 8.

Domestic predictive intelligence is the foundation of TEW operations and is built on four key functions: Vulnerability Analysis, Threat Modeling, Indications and Warning, and Situation Awareness. Predictive intelligence hinges on the notion that terrorist's attacks do not occur in a single, isolated moment in time, but rather an attack is the culminating action of a series of distinct, knowable and observable activities. Getting out in front of an attack—prevention—requires security and law enforcement agencies to have a comprehensive understanding of the potential threat's path to violence.

Achieving this understanding is the product of a detailed set of processes tied to the predictive intelligence functions. The effort highlights the activities that make up a potential threat element's course of action over time—*Vulnerability Analysis and Threat Modeling*. These highlighted activities make up the tips and indications domain, defining the set of those things that *can be* observed—*Indications and Warning and Situation Awareness*. As such, predictive intelligence provides the basis of true readiness, and



while emphasizing prevention; it is also a critical component of an effective response capability by providing support to incident commanders and crisis leadership.

The TEW deciphers indications and warning elements and links them to operational decisions required by decisions makers to prevent, prepare or respond to a terrorist attack. The Intelligence Preparation for Operations (IPO) concept is tailored into a predictive intelligence tool that meets the needs of an Emergency Operations Center or Incident Commander preparing or responding to an act of terrorism.

Through the IPO process, a TEW identifies the critical information requirements needed in order to develop a situational awareness of potential crisis events developing within their jurisdiction. The approach includes participation of subject matter experts from Law Enforcement, Fire, Health and Emergency Medical Services within the NIMS Incident Command System. TEW personnel use a Net Assessment technique that pulls together all-source and all discipline information in the effort to identify an event horizon far before an actual attack can occur.

TEW – Meeting the Requirement of HSPD-8

The TEW as currently established meets many of the requirements in HSPD-8. For example:

- It is a multi-jurisdictional jurisdiction-wide group with the core mission to serve as the focal point for analyzing the strategic and operational information (TCL#17) needed to respond to terrorism and protect critical infrastructure (TCL#5).
- In carrying out this mission, the TEW is responsible for information sharing (TCL#16), intelligence fusion (TCL# 17), detailed response planning (TCL# 25), and operational net assessment in support of NIMS incident command system (TCL# 8).
- TEWs monitor trends and assess threats (TCL#15) that could result in terrorist attacks in specific jurisdictions.
- TEW members evaluate media reports, information from federal, state, and local agencies, and additional open-source information (including input from local subject-matter experts and academicians) to determine threat credibility and impact (TCL# 17).
- As part of the intelligence assessment, TEWs identify pre-cursor events of terrorism so that prevention and mitigation efforts can be initiated (TCL# 32).
- The TEW also can serve to establish protocols to identify and distinguish those threats credible enough to warrant a response, and what level of response is required (TCL# 16). This has an added benefit of cost savings to local jurisdictions, as the TEW provides more complete information that can be used to calibrate the level of response necessary (TCL# 8), as opposed to sending a full force to every suspected incident.



Meeting the Target Capabilities List

The figure below describes how the TEW concept meets the guidance on the specific capabilities and levels of capabilities that Federal, State, local and tribal entities will be expected to develop and maintain. The current Target Capabilities List (TCL) identifies 36 capabilities; the TEW concept being expanded to UASI cities nation-wide fully meets at least 11 of those specific capabilities. (See Figure below)

| TEW Groups Meeting Requirements in National Preparedness Goal | |
|--|--|
| Required Capabilities | TEW Capability |
| 5. Critical Infrastructure Protection | A TEW collects & stores critical site data & characteristics about critical locations within a jurisdiction for use in planning or response to an incident. In collecting this information, site assessments are performed that identify weakness, requiring corrective measures. The collected information is used to build preplans that provide critical information required for an effective response to an attack. |
| 6. Critical Resource Logistics and Distribution | During a crisis, the TEW provides informational products to incident commanders to include, operational net assessment of resource requirements. Specifically this information becomes part of the TEW mission folder, provided to the Incident Commander, as he and his staff plan the response to an attack. |
| 8. Emergency Operations Center Management | The TEW provides the EOC with the impact of the attack on the operational area, gauge resource needs, monitors & assess situational status & develops courses of actions for incident resolution. The TEW concept fully supports NIMS ICS by integrating into the Plans Sections, during a response. |
| 11. Explosive Device Response Operations | Playbooks are developed by TEW Groups as guidance for responding to specific classes of threat to selected critical location. Playbooks include response to, explosive device, chemical release, & radiological event. |
| 15. Information Collection and Threat Recognition | A TEW specifically works with non-traditional & other intelligence partners, to collect & analyze information. Its indications & warning functions relies upon scanning & monitoring open source intelligence for trends & potentials and fusing other available data. The TEW provides predictive intelligence as the basis of true readiness, while emphasizing prevention. |
| 16. Information Sharing and Collaboration | Shared TEW products before & during an incident provide all responders with a “common operating picture”. These TEW produced products allow responders to synchronize their efforts & ensure interoperability. |



| | |
|--|--|
| 17. Intelligence Fusion and Analysis | The TEW mission is to provide the incident decision makers with actionable & analyzed information, drawn from multiple sources. TEW net assessment process produces viable courses of action for selection and execution. A TEW identifies the critical information requirements needed in order to develop as situational awareness of potential crisis events developing within a jurisdiction for use in preventing or responding to a terrorist attack. |
| 25. Planning | A TEW develops response plans for specific targets, providing responders with detailed knowledge during the planning process, knowledge that is tailored to the specific critical location. These response folders are the end state of the TEW vulnerability analysis process and represent detailed guides for the development of mission folders during a response. |
| 26. Public Health Epidemiological Investigation and Laboratory Testing | The Epi-Intel cell in the TEW Group provides the disease surveillance (human, veterinary & food surety) to the incident decision makers. This TEW cell is responsible for real-time disease surveillance and coordination with the disease investigation. |
| 32. Terrorism Investigation and Intervention | The TEW compliments the jurisdictions JTTF, as the core mission of a TEW Group is to serve as the focal point for analyzing the strategic and operational information needed to respond to terrorism and protect critical infrastructure. A terrorist attack is culminating action with distinct and observable actions. Predictive intelligence is the foundation of TEW operations, deciphering indications and warning allows security and law enforcement to intervene or prevent an attack. |
| 35. WMD/Hazardous Materials Response and Decontamination | Playbooks are developed by TEW Groups as guidance for responding to specific classes of threat to a selected critical location. Playbooks include response to a WMD device, including a chemical release, & radiological event |

Towards a National TEW Network

Today, TEWs exist along the West Coast from San Diego to Pierce County, WA, with others emerging in Tulsa, Albuquerque, Denver, New Orleans, Miami and the National Capital Region (Washington, DC).

The Office for Domestic Preparedness is sponsoring a project to expand the TEW concept to UASI cities nationwide, in hopes that those cities will establish a TEW-like activity in their own jurisdictions. The TEW concept represents a low-cost and scalable way for local jurisdictions to organize their information efficient, plan for crises, and provide their emergency responders with the intelligence needed to respond to any



catastrophe – natural or man-made. As TEWs proliferate across the nation, their close linkages as part of a common concept will provide the foundation for a true homeland security intelligence-sharing network.

Our Nation is faced with fighting an ever-changing terrorist network. The TEW concept allows local, state and federal agencies to combat the terrorist network with a vehicle for analysis of operational information needed to combat terrorism by strengthening the preparedness of local jurisdictions to prevent, protect against, respond to, and recover from terrorist attacks or major disasters. The TEW network, as it expands across the Nation will provide early detection of emerging threats and allow information sharing and collaboration within a trusted network of liked minded nodes in the major population centers, across regions and even, in some cases, at a state-wide level. It will also ensure that a multi-discipline intelligence resource is available to incident commanders and leadership prior to or in the event of a catastrophic terrorism event.

As TEW Groups continue to emerge, the goal is to establish a secure information sharing and collaboration tools for TEW Groups, to provide early warning and forecasting tools, digital archiving, and virtual reach back to aid prevention and response initiatives. The existing and emerging national TEW Groups must be leveraged to help define the information sharing capabilities required to meet their requirements and those established in HSPD-8 to establish this network. This requirements definition should follow the model already used to guide R&D activities within DHS and should be driven from the bottom-up (first responders) not the top down.

Conclusion

The TEW concept achieves the requirements in HSPD-8 to establish “measurable readiness priorities, that appropriately balance the potential threat and magnitude of terrorist attacks, major disasters, and other emergencies with the resources required to prevent, respond to and recover from them.” The TEW concept fully meets 11 of the 36 target capabilities outlined in the National Preparedness Goal. The existing TEWs have repeatedly demonstrated both qualitative and quantitative performance measures of the 11 capabilities through performance of critical tasks during actual operations, training and exercises.

Recommendations

In order to meet the requirements of HSPD-8, the Department of Homeland Security should:

- Implement the TEW concept as a national model for information sharing and intelligence fusion.
- Invest in opportunities to determine how the TEW model integrates with other homeland security initiatives, such as NIMS.
- Determine capability requirements for technologies that enable intelligence fusion and information sharing within and between TEW groups. These capability



requirements must be derived from operational requirements with a bottom-up approach similar to that utilized for the Project Responder: National Technology Plan for Emergency Response to Catastrophic Terrorism.

COMMENTS OR QUESTIONS:

Ed Reed
Terrorism Research Center, Inc.
reed@terrorism.com
www.terrorism.com

SOURCES FOR MORE INFORMATION:

Brochure - Office for Domestic Preparedness, "Terrorism Early Warning Group Intelligence Coordination Between Federal, State and Local Agencies" FY2004

ODP Case Study - L.A. Terrorism early Warning Group

SLGCP Paper - TEW Profile: "Pierce County, Washington Terrorism Early Warning Task Force"

Lessons Learned Information Sharing - Best Practice Series "Local Anti-Terrorism Information and Intelligence Sharing"



APPENDIX A
TEW SCENARIO DEMONSTRATING HOW THE TEW CONCEPT
MEETS THE HSPD-8 GOALS

Under Development

