

“When you’re faced with a critical incident, whether it’s a terrorist act or a natural disaster, you’ve simply got to have reliable, interoperable, communications. This is part of the tragic lesson taught to us by September 11.”

-Mayor Rudy Giuliani

“We had almost reached Murray Street, four blocks north of the World Trade Center, when Tower I really did fall, at about 10:28... How strange, I thought - New York City had become a battlefield... Our cell phones were all but dead. The landlines throughout Lower Manhattan were dead. Every entrance to the city was closed. No subways or buses were running, and there wasn’t a taxi in sight. There was no way to find out what was going on. The World Trade Center towers held many of the antennae that broadcast cellular phone and television signals, both of which were reduced to minimal capacity. It was primitive, shocking, surreal. And above the dust and soot and glass that still rained down was the same perfect blue sky.”

-Mayor Rudy Giuliani

America Talks Interoperability

Why We Can’t Wait

A Public Opinion Study By
The Luntz Research Companies



NOTES

Americans have always been a uniquely optimistic, forward-looking people. For 225 years, we have been driven by a desire to do more, to do better, to be the best. Unlike Europeans, Americans have consciously and deliberately rejected the status quo. For us today, as it was even during times of war and depression, happy days are just around the corner.

Much of our historic optimism has been tied to the relationship between expanding personal choices and improving technology. We have been early adopters of technology and lead the world in infrastructure and cutting-edge discoveries. In the face of every threat that we have faced – foreign or domestic, economic or social – we have always had faith that technology would help us find the solution.

But today, tragically, some of that confidence has subsided. In the past, our threats were clearly defined. Today, Americans are dealing with a more nebulous threat and have an accordingly nebulous fear of its impact on their daily lives. In the past, we had confidence that somehow our democracy would lead us in the right direction. Today we have only limited faith in our government to do anything for anyone. In the past, Americans knew a solution was just around the corner. Today, we just don't know.

As in the past, Americans want and expect the finest protection money can buy, and we believe the government's chief responsibility is to provide it. There is simply no acceptable alternative. So it naturally follows that we expect first responders on the frontlines of personal and national security to have every means necessary to get the job done.

In the aftermath of the World northeast blackout and becomes exceedingly clear communication. Right now, and failures to communicate circumstances are the greatest consequences was this more evident

"[Americans] expect first responders...to have every means necessary to get the job done."

Trade Center attacks, the Hurricane Isabel, it that it all starts with there just isn't enough, in the most dire of failures that have the in human terms. Nowhere than on 9/11.

Into this not so brave new world comes a new language. *"Interoperability"* is a term not particularly well known or understood by anyone, but one that holds the key to our security and the restoration of our confidence. Let me explain.

As you will read on the pages that follow, the perceived lack of even an adequate system of communication among first responders is proof positive our leaders are failing to lead. And this perception has been validated by the reality. As the Rudman report to the Homeland Security Department entitled *"Emergency Responders: Drastically Underfunded, Dangerously Unprepared"* emphatically states, the American people are vulnerable to catastrophe because their government won't cough up enough dough to protect them.

This flies in the face of American expectations. When it comes to national security, Americans have believed for decades that no price is too high. Why should domestic security be any different? If our troops deserve the best in technology to fight enemies abroad, then don't our fireman, police officers, paramedics, and National Guard deserve the same? In fact, isn't it more important to have the right infrastructure in place to respond to natural disasters as well as man-made crises?

Those who stand in the way of 100% interoperability are in dangerous and flagrant violation of two essential American traditions and principles: we must be the very best at what we do, and our government must do everything in its power to protect us from harm.

We know deep down that it is not a question of "if" but "when" the next attack will occur. We know that someone somewhere within our borders is suffering through a natural disaster almost every day of the year. Until now, the powers that be have had a pass for flaws in its response to the first attacks. No longer.

From now on, we will hold **you**, our elected officials, accountable. This is not an issue that can wait until after the next catastrophe. If the communication fails – if interoperability remains a concept rather than a reality – those who failed to act to implement the solution will pay for violating the sacred trust of the American people.



Dr. Frank I. Luntz

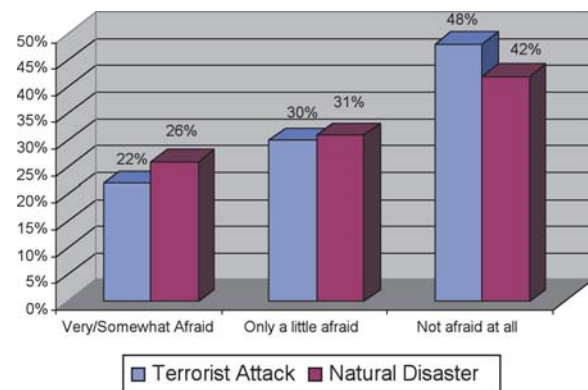
EMERGENCY RESPONSE: TAKING THE PUBLIC TEMPERATURE

You know the old saying about striking while the iron is hot? As far as public sentiment goes, *concern over emergency response right now is burning.*

For the first time in American history, a significant portion of the populace has a personalized fear for their personal safety and the safety of their immediate family at the hands of a terrorist attack. The fear is close to home and, as you will see below, it is not going to recede with time.

"How afraid are you that you or an immediate family member will be the victim of a terrorist attack at some point in your life?"

"And how afraid are you that you or an immediate family member will be the victim of a natural disaster like a tornado, hurricane, or earthquake?"



And although people are less concerned about terrorism than about natural disasters, there is still a great deal of concern about terrorism. In fact, on the national level, fully 40% of Americans are more concerned about a potential terrorist incident than about a natural disaster (chosen by 48%).

There are so many political issues with which emergency response must compete, yet there is no getting around the fact that this *personalized* fear of disaster still remains a front-burner issue for most Americans.

And Americans clearly expect the government to be responsible for protecting their safety. Yet, despite two years of talk about improving the emergency response system, Americans still lack confidence in the government's ability – on either a national or local level – to effectively respond to an emergency.

THE THREE MOST INTERESTING DEMOGRAPHIC FINDINGS ABOUT ATTITUDES TOWARDS EMERGENCY RESPONSE

- 1 Republicans are more than twice as confident in the federal emergency response system (31%) than Democrats (18%) or independents.
- 2 The younger you are, the more fearful you are of a terrorist attack. Fully 51% of 18-29 year-olds are more scared of terrorism than natural disaster. By comparison, only one-third (33%) of senior citizens are more afraid of a terrorist attack than a natural disaster.
- 3 Two years have passed since 9/11, yet residents of the Northeast are still the most afraid of a terrorist attack of any region of the country.

CONCLUSIONS

Americans are only now coming to grips with the new reality that natural disasters are not the only threat to personal security. We have awoken from the dizzying years of unparalleled world dominance with a new purpose and determination to achieve the best but prepare for the worst. And we expect nothing less from our leaders at all levels of government. We have the technology to make interoperability a reality. We have a population ready to adjust their priorities and foot the bill. All that is left is the leadership to make it happen.

There are five essential conclusions from this comprehensive study of the American psyche:

- 1 **Above everything else, the American people want their government to secure their safety.** Liberty and the pursuit of happiness are surely priorities, but both fall behind life itself.
- 2 **The American people want and expect 100% interoperability.** They know the technology exists. Now they want the political will to get it done before the next big crisis.
- 3 **The buck starts and stops with the federal government.** Americans expect the solution, the funding and the proper regulations to come from Washington. Give local communities the ability to implement but Washington must start the process now.
- 4 **The price is well worth the result.** In these times of budgetary woes, the American people are ready and willing to invest whatever it takes to guarantee their security.
- 5 **Failure is unacceptable.** Hell hath no fury like a voter scorned. Should another national tragedy strike and interoperability fail, heads will surely roll.

Americans are still committed to being the very best, most advanced, safest place in the world, and they fully understand the role and importance of interoperability in securing their future. Interoperability is not just another political project. It is an issue of life and death. And that's why guaranteed interoperability matters so much to so many people.

Conversely, more than half (52%) of Americans are LESS likely to support a candidate who votes AGAINST funding for the latest technology and new equipment for emergency personnel.

A three to one ratio in favor of spending whatever it takes to utilize the latest technology is highly significant. Emergency response capabilities in general and interoperability in particular are of the highest priority and no compromise in safety or communication will be accepted. Even Social Security, the most popular government program in modern history doesn't generate that level of support for additional funding.



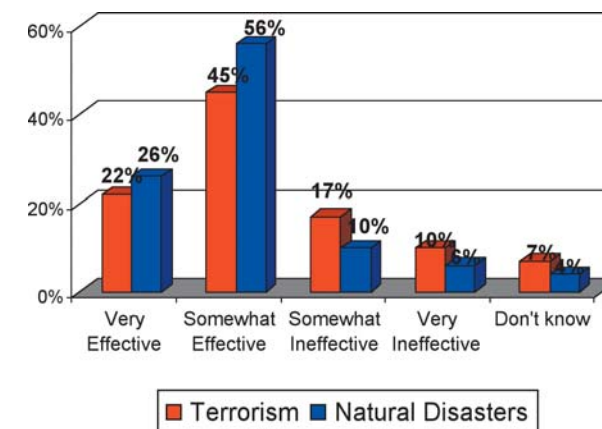
METHODOLOGY

The purpose of this poll was to measure the perceptions of the American people with regards to the important issues surrounding the communication capabilities of first-responders. It was not intended to solicit support for a specific reform or communications infrastructure.

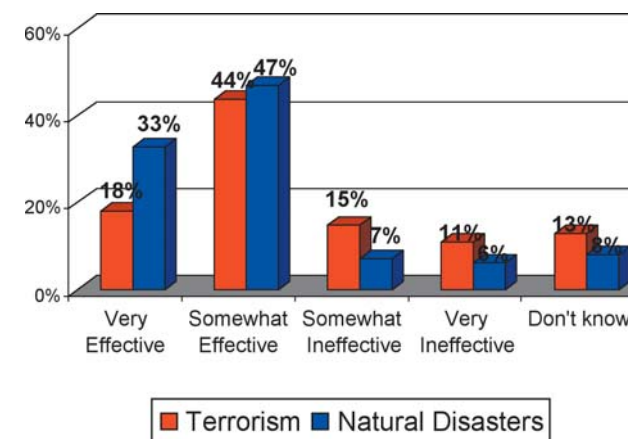
A total of 800 Americans aged 18 and older were interviewed by telephone using traditional random digit dialing methodology on August 25, 2003. The margin of error for this survey was +3.5%. Interviews lasted approximately eight minutes and consisted of both open- and close-ended questions. Those interviewed represent an accurate cross-section of the American people. The sample was stratified by gender and geographic region of the country.

"...Americans clearly expect the government to be responsible for protecting their safety."

Based on what you have heard, how effective do you think the federal emergency response system is in responding to a terrorist attack/natural disasters?



Now think about your local community...again based on what you have heard, how effective do you think the LOCAL emergency first responders are in responding to a terrorist attack/natural disasters?



While most Americans believe that their local and national emergency responders are at least somewhat effective at responding to major emergencies, the strength of their convictions is thin. Just one-third of Americans believe that their local emergency first responders are very effective at responding to a natural disaster and fewer than one in four Americans believe that either national or local emergency first responders are very effective at responding to a terrorist attack.

How could this be, you might ask? Hasn't President Bush declared the War on Terror as the foremost concern of his administration? As he stated on November 25, 2002, upon creation of the Homeland Security Department, "From the morning of September the 11, 2001, to this hour, America has been engaged in an unprecedented effort to defend our freedom and our security. We're fighting a war against terror with all our resources, and we're determined to win." This is the hallmark of this President's administration, and he emphasizes the critical importance of homeland security at every turn.

And furthermore, doesn't every poll show that the American people strongly support his efforts to that end? Obviously the answer to both questions is yes. The fact is, presidential emphasis and public support should translate to a continuing public mandate to fix the current holes in our homeland security infrastructure.

This presents an interesting challenge for government leaders. The concern is there. The expectation that government should solve the problem is there. The recognition that reality does not meet the expectation is there. And the solution exists.

So, how do you go about addressing a problem that has an obvious solution that can be summarized in a single word that few can pronounce and even less can define?

VOICES OF AMERICA: TOP TEN INCORRECT DEFINITIONS OF "INTEROPERABILITY"

- 10 "Something that works backwards."
- 9 "They were going to use a scope or something and operate inside."
- 8 "To be able to break into something, like conversation."
- 7 "To operate something from one thing to another."
- 6 "Someone that doesn't know what they are doing."
- 5 "Something to do with the brain."
- 4 "Something to do with national security."
- 3 "Extremely impaired."
- 2 "A building someone is working out of."
- 1 "Ability to enter a room."

WHAT AMERICANS REALLY WANT

All this talk of how America has changed in the face of adversity may sound overly gloomy. After all, aren't we still the most resilient nation in the world? Haven't our citizens, military, and government acted with bravery and determination in the wake of those attacks?

Without a doubt, yes. And Americans realize that too. The intent of this document is not to say that the America of today is a shell of its former self, devoid of the conviction necessary to confront the evils and scourges of the world. In fact it is quite the opposite. It is to demonstrate that the American people

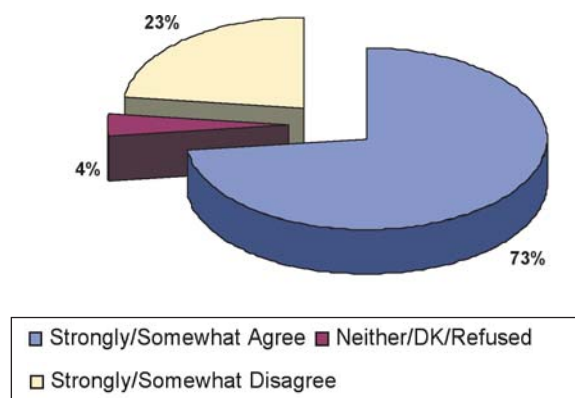
overwhelmingly agree about the role of government in protecting its citizens.

Emergency response may be only one priority in a sea of issues that impact their daily lives. That is why the American people of today are much more dependent on *you*, their elected and appointed officials, to make the case for why *action needs to be taken now*.

Because when it comes to interoperability, here's what Americans really want:

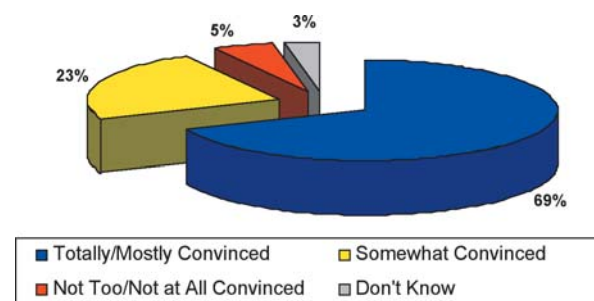
- 1 **Government must protect people from harm.** Fully 73% of the country agrees with the following statement, including 39% who strongly agree:

"The primary role of government is to protect the people from harm. If our leaders cannot guarantee that emergency response teams have the technology to meet disaster situations, they have not been doing their jobs."

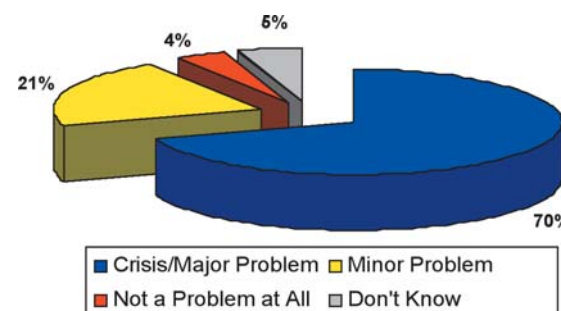


Of all the statements we tested, none had more universal agreement. With less than a quarter (23%) disagreeing with the statement to any degree, the prioritization of technology in addressing the threat of disaster has been embraced by the American people.

How convinced are you that greater interoperability between police, fire and emergency services first responders would actually save lives?



How much of a problem is it that emergency personnel cannot always communicate with each other in emergency situations? Would you say that is a ...



"Message to Washington: spend whatever it takes to keep us safe."

MESSAGE TO WASHINGTON: THE POLITICAL IMPACT OF INTEROPERABILITY

FDR never had to lobby the American people to support entering the Second World War. The billowing smoke from the battered battleships at Pearl Harbor more than made the case for American sacrifice in the name of security. Even throughout most of the Cold War, with rare exceptions, US presidents did not have to labor to make the case for opposing communist expansion.

The war on terror is different. There are no enemy capitals to capture. No treaties to be signed. No discernable finish line. No end in sight. It requires a vigilance unlike anything ever faced by modern day America. The urgency is there – and so is the political will.

We asked Americans whether they would be more or less likely to vote for state or local political candidates who "voted against funding for the latest technology and new equipment for emergency personnel [making] the case that the state or federal government just can't afford it." Frankly, we tilted the question to give respondents every financial and economic reason to oppose additional spending on interoperability.

The response was dramatic. The budgetary constraints on federal, state and local officials carry no water with the American electorate. **Their message: spend whatever it takes to keep us safe.** Consider the following:

Only 18% of Americans are more likely to listen to financial arguments and vote FOR a politician (either federal or state) who voted AGAINST funding equipment for emergency personnel.

EXCERPTS FROM “AMERICA STILL UNPREPARED – AMERICA STILL IN DANGER, REPORT OF AN INDEPENDENT TASK FORCE, SPONSORED BY THE COUNCIL ON FOREIGN RELATIONS.” OCTOBER 2002

The Problem:

“A year after September 11, 2001, America remains dangerously unprepared to prevent and respond to a catastrophic terrorist attack on U.S. soil. In all likelihood, the next attack will result in even greater casualties and widespread disruption to American lives and the economy...

In virtually every major city and county in the United States, no interoperable communications system exists to support police, fire departments, and county, state, regional, and federal response personnel during a major emergency. Radio frequencies are not available to support the post-incident communication demands that will be placed on them, and most cities have no redundant systems to use as backups. Portable radios will not work in high-rise buildings unless the buildings are equipped with repeater systems. Most U.S. cities have separate command-and-control functions for their police and fire departments, and little to no coordination exists between the two organizations. Furthermore, with few exceptions, first responder commanders do not have access to secure radios, telephones, or video-conferencing capabilities that can support communications with county, state, and federal emergency preparedness officials or National Guard leaders.”

The Solution:

“Fund and deploy commercial off-the-shelf technologies that can integrate multiple radio platforms to support interoperable communications, including the ability to coordinate the flow of voice, image, and electronic information among responding agencies.”



THE BUCK STOPS WHERE?

“When you’re faced with a critical incident, whether it’s a terrorist act or a natural disaster, you’ve simply got to have reliable, interoperable, communications. This is part of the tragic lesson taught to us by September 11.

In an emergency, there’s not time to think, “How can I get through?” You need one-touch, instant connection. You need to be able to communicate directly within your agencies and across jurisdictions – in order to share accurate, real-time information.

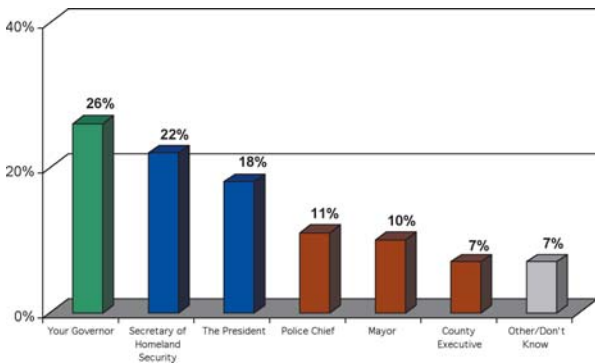
No one should have to suffer through an event like the one on 9/11. But every community has its emergency needs. Day-to-day, it’s easy to underestimate the real value of interoperable communications. First responders, however, cannot afford to do this.”

Mayor Rudy Giuliani

When it comes to homeland security, the key attribute in understanding what Americans think and why can be summarized in a single word: responsibility. But what does the public expect from each level of government? Whom does the public hold responsible for making the decisions regarding their personal security? Who do the people think are best equipped to address the challenges of first responders?

The answer is actually quite complicated and diverse.

And who should be held accountable for making sure that first responders and emergency personnel have the technology and equipment to do their jobs effectively?



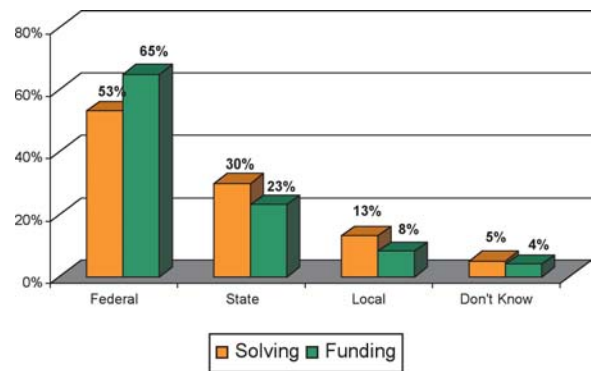
This is part of a clear pattern that emerges throughout the survey. Not too surprisingly with an issue of national prominence, the interoperability buck starts and stops at the top of the chain of command, with the federal government. Fully, 40% charge federal officials with being accountable, while 26% put their faith and trust in the hands of their governor, and 28% look to more local county and municipal officials.

It should be noted, however, that state and local expectations combined total more than the federal government. Homeland security and interoperability transcend traditional federal-local boundaries. To the American public, all levels of government play a role in securing their safety, and all levels of government will be held responsible if something goes wrong.

However, when the proverbial dollar sign is introduced into the equation, more eyes look to Washington than to state and local institutions combined. When it comes to large-scale emergencies, Americans expect Washington to have in place large-scale capabilities that

are integrated, streamlined, and – of course – interoperable. It is intuitively clear to people that the solution should come from the federal level. The states may have the responsibility for implementing the solution at the most local level, but it is the federal government that is expected to solve the problems and provide funding for those solutions.

Which level of government should be primarily responsible for SOLVING/FUNDING the technological challenges of interoperability, that is, for providing the communications devices so that Police, Fire and Emergency Managers can communicate in times of crisis?



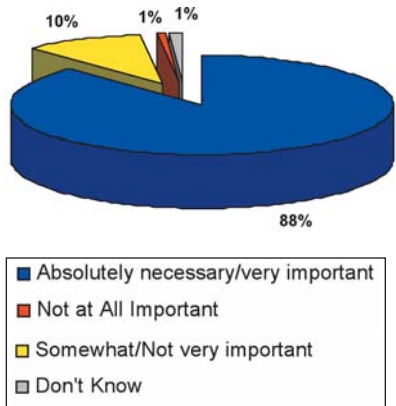
Simply stated, the public expects the national government to protect the national interests across the nation. The American people want and expect those in charge to re-establish America as the leader in technology, infrastructure, safety, and security. And they will settle for nothing less.

Well, more accurately, 88% of America will settle for nothing less. We provided respondents with an accepted definition of interoperability: *“the guaranteed ability to connect instantly with one another through reliable and secure communications regardless of where they are and regardless of the crisis.”* We then asked how important it was to keep *“interoperability*

functioning at 100% during a crisis.” The response was as close to unanimity as anything we polled. The public fully understands why it's important that emergency personnel should be able to communicate with each other.

Moreover, this is not an abstract issue to most Americans. On the contrary, the public overwhelmingly believes that interoperability between first responders would actually save tangible lives. Complaints by police and fire personnel that they cannot communicate effectively with each other may have been ignored by local, state and federal officials but those complaints are being heard loud and clear by the American people – and they don't like and will not accept the status quo.

There is a phrase called interoperability – the idea that all public safety officials – police, fire, emergency personnel – should have the guaranteed ability to connect instantly with one another through reliable and secure communications regardless of where they are and regardless of the crisis. How important would you say it was to keep interoperability functioning at 100% during a crisis?

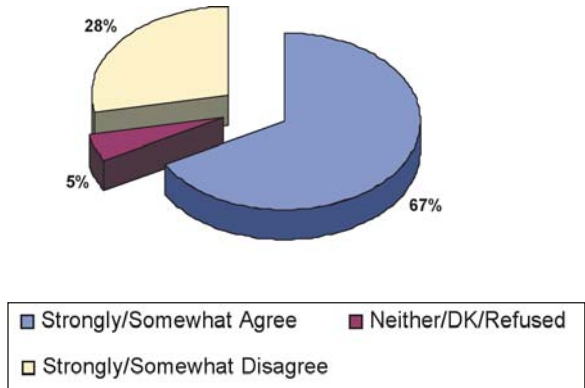


“Fully 88% of Americans believe 100% Interoperability is very important or absolutely necessary.”

Government has a responsibility to protect us. Period. As far as the American people are concerned, schools, roads, tax cuts, even prescription drug benefits, are all services that government can provide. Keeping us safe, on the other hand, is what government must provide. There is nothing optional about it, and this realization resonates like no other with the public.

2 Government should invest in existing technology that helps first responders. Put simply, when it comes to emergency response, new technology to improve communication is not considered a luxury. It is a necessity. Consider the following:

“If the technology exists to help first responders communicate more effectively with each other, the government should invest in the technology regardless of the cost.”

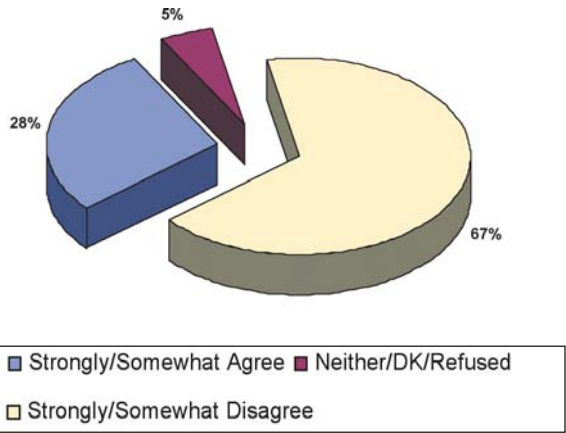


Even without educating the public about first responders and their crucial role in securing public safety, people appreciate their contributions and are eager to give them whatever they require. Fully two thirds of Americans (67%) agree with this statement, while only 28% disagree. What is truly amazing about this result is in the last four words *“regardless of the cost.”* For two out of three Americans to still demand the investment, that

says a lot about public priorities. Moreover, if you were to re-cast the statement to say *“at reasonable cost,”* support would be even higher.

3 When it comes to combating terrorism, the government still matters. 9/11 is NOT ancient history. Before 9/11, America was considered impregnable to terrorism. The attacks in New York, Washington and Pennsylvania shattered that myth...for good. Americans now expect and fear another attack and, with few exceptions, will reject the claims of those who think the danger is past and that we no longer need to spend the money.

“There have been no major terrorist attacks in the United States since September 11th, 2001. We do not need to spend so much taxpayer money on emergency response personnel and technology.”



Americans do not want their government dropping its guard two years or two decades after an event like that. Not their local government, not their state government, and not their federal government.