

JOINT COUNTERTERRORISM AWARENESS WORKSHOP
 SERIES ACT OF 2017

SEPTEMBER 1, 2017.—Committed to the Committee of the Whole House on the State
 of the Union and ordered to be printed

Mr. McCAUL, from the Committee on Homeland Security,
 submitted the following

R E P O R T

[To accompany H.R. 3284]

[Including cost estimate of the Congressional Budget Office]

The Committee on Homeland Security, to whom was referred the bill (H.R. 3284) to amend the Homeland Security Act of 2002 to establish a Joint Counterterrorism Awareness Workshop Series, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

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PURPOSE AND SUMMARY

The purpose of H.R. 3284 is to amend the Homeland Security Act of 2002 to establish a Joint Counterterrorism Awareness Workshop Series.

BACKGROUND AND NEED FOR LEGISLATION

In November 2008, ten members of Lashkar-e-Taiba conducted a coordinated terrorist attack on multiple targets in Mumbai, India.¹ These attacks raised the question of how first responders prepare for and respond to a coordinated terrorist attack on multiple locations. In response to the Mumbai attacks, the Federal Emergency Management Agency (FEMA), the National Counterterrorism Center (NCTC), and the Federal Bureau of Investigation (FBI) developed the Joint Counterterrorism Awareness Workshop Series (JCTAWS) to assist States and localities in preparing for this new threat. The events in Paris and Brussels demonstrated that the threat of a coordinated terrorist attack is not going away.

JCTAWS brings together a wide range of first responders including law enforcement, fire, emergency medical services, and public health officials, as well as the private sector and non-governmental organizations, to prepare for, prevent against, and respond to a coordinated terrorist attack. Since 2011, over 30 cities have hosted these workshops, where they test their current plans, policies, and procedures, while identifying gaps and best practices. After each workshop, the host city, with its Federal partners, develops a summary report with key findings and possible gap mitigation strategies.

H.R. 3284 authorizes this program to ensure FEMA, NCTC, and the FBI continue to provide State and local jurisdictions with this vital resource.

HEARINGS

No hearings were held on H.R. 3284 in the 115th Congress. However, in both the 115th and 114th Congresses, the Committee held hearings and briefings on the evolving terrorist threat, including the threat of complex, coordinated terrorist attacks, and the activities and resources needed to address threat.

COMMITTEE CONSIDERATION

The Committee met on July 26, 2017, to consider H.R. 3284, and ordered the measure to be reported to the House with a favorable recommendation, without amendment, by voice vote.

The following amendment was offered:

An amendment offered by MS. JACKSON LEE (#1); was WITHDRAWN by unanimous consent.

Page 5, beginning line 17, insert a new paragraph entitled "(3) Security Assessment Reports."

¹ *Mumbai Massacre Background Information*. PBS. Available at: <http://www.pbs.org/wnet/secrets/mumbai-massacre-background-information/502/>.

COMMITTEE VOTES

Clause 3(b) of rule XIII of the Rules of the House of Representatives requires the Committee to list the recorded votes on the motion to report legislation and amendments thereto.

No recorded votes were requested during Committee consideration of H.R. 3284.

COMMITTEE OVERSIGHT FINDINGS

Pursuant to clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee has held oversight hearings and made findings that are reflected in this report.

NEW BUDGET AUTHORITY, ENTITLEMENT AUTHORITY, AND TAX EXPENDITURES

In compliance with clause 3(c)(2) of rule XIII of the Rules of the House of Representatives, the Committee finds that H.R. 3284, the Joint Counterterrorism Awareness Workshop Series Act of 2017, would result in no new or increased budget authority, entitlement authority, or tax expenditures or revenues.

CONGRESSIONAL BUDGET OFFICE ESTIMATE

The Committee adopts as its own the cost estimate prepared by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974.

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, August 17, 2017.

Hon. MICHAEL MCCAUL,
*Chairman, Committee on Homeland Security,
House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 3284, the Joint Counterterrorism Awareness Workshop Series Act of 2017.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Robert Reese.

Sincerely,

KEITH HALL.

Enclosure.

H.R. 3284—Joint Counterterrorism Awareness Workshop Series Act of 2017

H.R. 3284 would authorize the Federal Emergency Management Agency (FEMA) to carry out a training program for counterterrorism awareness in consultation with the National Counterterrorism Center and the Federal Bureau of Investigation. The program would provide information, training, and other resources related to preventing, responding to, and recovering from terrorist attacks. The bill would authorize the appropriation of \$1 million to implement the program.

Under current law, FEMA performs most of the activities authorized under H.R. 3284 through its Joint Counterterrorism Aware-

ness Workshop under the National Exercise Program (NEP). In 2017, \$1 million was allocated to NEP for those workshops.

CBO estimates that fully implementing the bill and conducting the training program each year over the 2018–2022 period would cost a total of about \$5 million. That estimate is based on historical spending needs for the NEP; the spending would be subject to the availability of appropriations.

Enacting H.R. 3284 would not affect direct spending or revenues; therefore, pay-as-you-go procedures do not apply. CBO estimates that enacting H.R. 3284 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2028.

H.R. 3284 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would not affect the budgets of state, local, or tribal governments.

The CBO staff contact for this estimate is Robert Reese. The estimate was approved by H. Samuel Papenfuss, Deputy Assistant Director for Budget Analysis.

STATEMENT OF GENERAL PERFORMANCE GOALS AND OBJECTIVES

Pursuant to clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, H.R. 3284 contains the following general performance goals and objectives, including outcome related goals and objectives authorized.

The goals and objectives of H.R. 3284 are to ensure emergency response providers are able to assess current plans, policies, and procedures for a coordinated terrorist attack, identify gaps in such plans, and develop mitigation strategies.

DUPLICATIVE FEDERAL PROGRAMS

Pursuant to clause 3(c) of rule XIII, the Committee finds that H.R. 21626 does not contain any provision that establishes or reauthorizes a program known to be duplicative of another Federal program.

CONGRESSIONAL EARMARKS, LIMITED TAX BENEFITS, AND LIMITED TARIFF BENEFITS

In compliance with rule XXI of the Rules of the House of Representatives, this bill, as reported, contains no congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(e), 9(f), or 9(g) of the rule XXI.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the Unfunded Mandates Reform Act.

PREEMPTION CLARIFICATION

In compliance with section 423 of the Congressional Budget Act of 1974, requiring the report of any Committee on a bill or joint resolution to include a statement on the extent to which the bill or joint resolution is intended to preempt State, local, or Tribal law,

the Committee finds that H.R. 3284 does not preempt any State, local, or Tribal law.

DISCLOSURE OF DIRECTED RULE MAKINGS

The Committee estimates that H.R. 3284 would require no directed rule makings.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act were created by this legislation.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Short title

This section provides that this bill may be cited as the “Joint Counterterrorism Awareness Workshop Series Act of 2017”.

Sec. 2. Joint Counterterrorism Awareness Workshop Series

This section requires the Administrator of FEMA, in consultation with the Director of the National Counterterrorism Center and the Director of the Federal Bureau of Investigation, to establish a Joint Counterterrorism Awareness Workshop Series (JCTAWS) to help State and local jurisdiction prepare for, protect against, and respond to coordinated terrorist attacks. The Committee believes that it is essential that States and localities are prepared for a coordinated terrorist attack and the workshops authorized in this bill are one way to meet this objective.

This section also delineates the activities required to be part of each workshop, including, but not limited to, a review of current plans, policies, and procedures, an examination of the roles and responsibilities of participating agencies and respective communities, and an analysis of identified gaps and an assessment of resources available to mitigate such gaps.

Additionally, this section authorizes the Administrator to select jurisdictions to participate in such workshops from among jurisdictions that currently receive, or have previously received, funding under the Urban Area Security Initiative (UASI) and have requested to host a workshop. State and local government officials, emergency response providers, and the private sector are eligible to participate in a workshop. Private sector participants should include, when appropriate, private health care providers, such as hospitals.

Last, this section requires, after each workshop, FEMA, NCTC, the FBI, and officials from the host city to develop a summary report that includes key findings and strategies for mitigating gaps identified during the workshop. Additionally, FEMA is required to submit an annual report to Congress on the key themes, lessons learned, and best practices from all of the workshops held during

the previous year. The Committee believes, that if appropriate, the annual report should be publicly available to all emergency response providers so they can learn from the best practices and lessons learned from the previous year's workshops.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (new matter is printed in italics and existing law in which no change is proposed is shown in roman):

HOMELAND SECURITY ACT OF 2002

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) SHORT TITLE.—This Act may be cited as the “Homeland Security Act of 2002”.

(b) TABLE OF CONTENTS.—The table of contents for this Act is as follows:

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| TITLE V—NATIONAL EMERGENCY MANAGEMENT | | | | | | |
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| <i>Sec. 529. Joint Counterterrorism Awareness Workshop Series.</i> | | | | | | |
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TITLE V—NATIONAL EMERGENCY MANAGEMENT

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SEC. 529. JOINT COUNTERTERRORISM AWARENESS WORKSHOP SERIES.

(a) *IN GENERAL.*—The Administrator, in consultation with the Director of the National Counterterrorism Center and the Director of the Federal Bureau of Investigation, shall establish a Joint Counterterrorism Awareness Workshop Series (in this section referred to as the “Workshop Series”) to address emerging terrorist threats and to enhance the ability of State and local jurisdictions to prevent, protect against, respond to, and recover from terrorist attacks.

(b) *PURPOSE.*—The Workshop Series established under subsection (a) shall include the following components:

(1) *Reviewing existing preparedness, response, and interdiction plans, policies, and procedures related to terrorist attacks of the participating jurisdictions and identifying gaps in such plans, operational capabilities, response resources, and authorities.*

(2) *Identifying Federal, State, and local resources available to address the gaps identified in accordance with paragraph (1).*

(3) *Providing assistance, through training, exercises, and other means, to build or sustain, as appropriate, the capabilities to close such identified gaps.*

(4) *Examining the roles and responsibilities of participating agencies and respective communities in the event of a terrorist attack.*

(5) *Improving situational awareness and information sharing among all participating agencies in the event of a terrorist attack.*

(6) *Identifying and sharing best practices and lessons learned from each Workshop Series established under subsection (a).*

(c) *DESIGNATION OF PARTICIPATING CITIES.—The Administrator shall select jurisdictions to host a Workshop Series from those cities that—*

(1) *are currently receiving, or that previously received, funding under section 2003; and*

(2) *have requested to be considered.*

(d) *WORKSHOP SERIES PARTICIPANTS.—Individuals from State and local jurisdictions and emergency response providers in cities designated under subsection (c) shall be eligible to participate in the Workshop Series, including the following:*

(1) *Senior elected and appointed officials.*

(2) *Law enforcement.*

(3) *Fire and Rescue.*

(4) *Emergency management.*

(5) *Emergency Medical Services.*

(6) *Public health officials.*

(7) *Private sector representatives.*

(8) *Other participants as deemed appropriate by the Administrator.*

(e) *REPORTS.—*

(1) *WORKSHOP SERIES REPORT.—The Administrator, in consultation with the Director of the National Counterterrorism Center, the Director of the Federal Bureau of Investigation, and officials from the city in which a Workshop Series is held, shall develop and submit to all of the agencies participating in such Workshop Series a report after the conclusion of each such Workshop Series that addresses the following:*

(A) *Key findings about lessons learned and best practices from each such Workshop Series.*

(B) *Potential mitigation strategies and resources to address gaps identified during each such Workshop Series.*

(2) *ANNUAL REPORTS.—Not later than one year after the date of the enactment of this section and annually thereafter for the next seven years, the Administrator, in consultation with the Director of the National Counterterrorism Center and the Director of the Federal Bureau of Investigation, shall submit to the Committee on Homeland Security of the House of Representatives and the Committee on Homeland Security and Governmental Affairs of the Senate a comprehensive summary report of the key themes, lessons learned, and best practices identified during the Workshop Series held during the previous year.*

(f) *AUTHORIZATION.—There is authorized to be appropriated \$1,000,000 to carry out this section.*

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