

STATEMENT OF
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DIRECTOR
OFFICE OF OPERATIONS COORDINATION
BEFORE THE
SENATE COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL
AFFAIRS

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Chairman Lieberman, Senator Collins and members of the Committee, I am VADM Roger Rufe, USCG (ret), Director of the Office of Operations Coordination (OPS) at the U.S. Department of Homeland Security (DHS). Thank you for this opportunity to discuss ongoing coordination between DHS and the Department of Defense (DoD) on the subject of all-hazards planning for catastrophic events.

Given the critical nature of coordination between DHS and DoD on the subject of catastrophic planning, it is important to begin my testimony by recognizing some of the key foundational authorities and directives that guide the interagency actions of DHS on this topic. As you are aware, the Homeland Security Act of 2002 ("HSA"), as amended, makes the Secretary of Homeland Security ("Secretary") responsible for coordinating Federal operations within the United States to prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies.

This statutory authority is further defined by the Post Katrina Emergency Management Reform Act which tasks DHS with conducting strategic planning and operational planning, and Homeland Security Presidential Directive-5 ("HSPD-5"), titled "Management of Domestic Incidents," the latter of which names the Secretary as the "principal Federal official" for domestic incident management and directs the Secretary to coordinate the Federal Government's resources used in the response to and recovery from terrorist attacks, major disasters, or other emergencies.

The Secretary's unique interagency responsibilities magnify the importance of interagency planning. As the DHS Director of Operations Coordination, one of my primary roles is to coordinate national/strategic level interagency planning for the Secretary so that he can effectively and efficiently coordinate federal government operations when necessary. Within the last year, OPS initiated two specific programs intended to improve interagency planning and I look forward to discussing these programs with you today. Other components within DHS also support the Secretary's interagency planning responsibilities and I will highlight some of these efforts as well. In either instance, the DHS relationship with our partners in DoD is extensive and my goal today is to identify how DHS and DoD are coordinating their planning efforts for catastrophic events.

National Commitment to Planning

The catastrophic events of 9/11 and Hurricane Katrina resulted in a renewed national commitment to all-hazards incident management planning within Federal, State, and local governments, Non-Government Organizations, and private sector communities. Our ongoing challenge is to sustain this momentum and to achieve greater synchronization among and between planning efforts that have, historically, not been adequately coordinated. Many of the recommendations made by the White House, Congress, and the GAO following their close examinations of the events of 9/11 and Hurricane Katrina spoke directly to planning. In response, DHS has taken action to close the planning gaps identified. These actions have greatly enhanced the level of coordination between DHS and DoD.

In February 2006, the White House's report, *The Federal Response to Hurricane Katrina: Lessons Learned*, made two specific recommendations to address planning at the national level. The first called for the creation of a permanent planning body within DHS. The second recommendation called for the federal government to develop a formal planning process that could be used to build interagency plans. DHS has implemented both of these recommendations.

Incident Management Planning Team

In August of 2006, the Secretary directed the creation of the Interagency Incident Management Planning Team (IMPT) and directed me to oversee the actions of this planning body. The mission of the IMPT is to provide national-level contingency and crisis-action incident management planning through a collaborative, interagency process. The IMPT's planning focus is designed to be at the strategic level, whereas FEMA's planning focus is at the operational level, as laid out in the Post Katrina Emergency Management Reform Act. The IMPT comprises two components: (1) a core group of 15 full-time planning representatives from key DHS elements (e.g., FEMA, TSA, CBP, Coast Guard, I&A) as well as other key interagency members (e.g., DoD, DOJ/FBI, HHS, DOE, EPA, DOT, and the American Red Cross); and (2), an "on-call" staff of 38 planners that includes other members from both DHS and the interagency community. Each member assigned to the IMPT has undergone a robust training program to prepare each of them for their planning responsibilities.

The IMPT's initial actions have focused on the development of national, strategic interagency concept plans (CONPLANS) that address each of the 15 National Planning Scenarios. These all-threats and all-hazards scenarios include nuclear, chemical, biological, natural disaster, and cyber incidents. Given the purpose of this hearing, it is important to note that DoD has also focused its homeland security planning efforts on the National Planning Scenarios. Each plan developed by the IMPT identifies the actions that individual departments and agencies, including DoD, will take in the event a given scenario were to occur. A critical function of the IMPT is to identify the national level commitments of the

entire interagency in one comprehensive document. This effort serves two distinct purposes: First, it facilitates the ability of the Secretary to fulfill his coordination responsibilities under HSPD-5 by providing awareness of the individual capabilities that a specific agency plans to deliver; and (2), it identifies existing seams and gaps that exist within the interagency for a particular scenario. To date, DoD has been an active and engaged participant on the IMPT.

DoD, largely through the actions of its full time IMPT representative, has made significant contributions to all of the IMPT CONPLANS, including the following: 1) 10 kiloton Improvised Nuclear Device (IND); 2) Pandemic Influenza; 3) Radiological Dispersal Device (RDD); 4) Major Hurricane; and 5) Improvised Explosive Device (IED).

National Planning and Execution System

DHS addressed the need for a federal planning process through its development of the National Planning and Execution System (NPES) - a formal curriculum-based process used by the IMPT to build its national level interagency contingency plans. DHS leadership recognized that the success or failure of the IMPT would hinge largely on its ability to develop a planning process that could coordinate the efforts of this interagency group and facilitate the development of a shared planning methodology across the federal government. In order to achieve this goal, the planning process development team within OPS sought to develop a process that was consistent with the core concepts and terminology established in the National Incident Management System (NIMS) and the National Response Plan (NRP). In addition, DHS OPS personnel recognized that the planning process they developed would be most effective if it integrated current and emerging planning "best practices." This effort required synchronization with our partners at DoD.

Prior to the development of NPES, few federal departments and agencies adhered to a formal planning process that organized the operational planning efforts within their respective departments. One significant exception was DoD, which had long used formal planning processes to conduct operations within the branches of the military. For that reason, NPES was designed to be specifically compatible with the Joint Planning and Execution System (JOPES) that DoD uses to create military plans for circumstances requiring different branches of the Armed Forces to conduct joint operations.

NPES was converted to a curriculum that was taught to each member of the IMPT. The feedback from this training has been overwhelmingly positive and has resulted in numerous requests by interagency members that OPS offer this training to others within their departments and agencies. In addition, many State and local governments have requested copies of the NPES and related training. As a result of this response, DHS has actively engaged in promoting and sharing NPES throughout the interagency. Over the past 10 months, the IMPT has trained over 500 interagency planners on the NPES process, to include, several DoD personnel, and more training sessions are scheduled.

The DHS Office of the Chief Learning Officer and the Center for Domestic Preparedness are currently working with the IMPT to develop an accredited NPES Program of Instruction. By formalizing the instruction and subsequently offering it at various accredited institutions, the NPES training will become available to a greater number of planners, thereby advancing its adoption throughout the interagency. DoD has been a particularly vocal supporter of DHS's effort to develop NPES as a means to advance a shared planning culture throughout the interagency. Indicative of this support are efforts by DHS's Chief Learning Officer and DoD's National Defense University to offer an NPES course to military personnel through DoD's vast university network.

DHS and DoD Exercise Coordination and Participation

DHS and DoD continue to validate their coordination efforts for all-hazards planning for catastrophic events through participation in various exercises. For example, this past May, DHS participated in DoD's Ardent Sentry exercise. Ardent Sentry involved multiple disaster scenarios, to include a Category III hurricane in Rhode Island and the detonation of an improvised nuclear device in Indianapolis. This exercise provided an excellent opportunity for DHS and DoD to work together on many fronts, to include all-hazards planning. In this instance, DHS was able to adapt the IMPT's existing 10 kiloton Improvised Nuclear Device plan to the exercise scenario and to validate the planning process the interagency uses at the national/strategic level during times of crisis. DHS and DoD, along with the rest of the interagency, will join forces again in October of this year during the TOPOFF 4 Exercise. This exercise involves an Radiological Dispersal Device scenario, and as such will provide an excellent opportunity to test and/or validate the IMPT's existing RDD plan.

Other DHS/DoD all-hazards planning efforts

The Department of Homeland Security, and more specifically FEMA, has worked closely with DoD, and others to develop a number of pre-scripted mission assignments (PSMA) that are put in place to respond to specific requests from agencies. We believe that this initiative will result in improvements in information sharing and in coordination. These improvements range from exchanging liaisons between agencies and directorates, to participating in exercises.

The collaboration involved in these joint efforts is yet another way that DHS is working closely with DoD and our interagency partners.

Conclusion

Planning for a Federal response to natural or man-made catastrophes is one of DHS's most important responsibilities. In collaboration with our interagency partners, including the Department of Defense, we have moved forward to aggressively lead development of coordinated interagency response plans for the 15 National Planning Scenarios. Moving forward, we will continue to work with

our interagency partners to review, test, and update these plans.

I appreciate the opportunity to be here today, and I look forward to your questions.