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California remains a national leader in homeland security and emergency preparedness, and I welcome the opportunity to share our achievements, and also identify those areas in which the California Office of Homeland Security (OHS) can continue to work toward improvement.

California's priorities and steps taken since 2001

The attacks of September 11, 2001 fundamentally changed the approach to the protection of Americans within the United States. A different approach was needed to prevent, respond to and recover from another potential terrorist attack. Given Al Qaeda's goals of causing mass casualties and serious economic damage, the previous approaches to combating terrorism and many of the existing cultures within and among government agencies needed to change.

California, in partnership with federal and local governments and the private sector, prioritized the three pillars of preparedness: prevention, response and recovery. In achieving these goals, California believes that it is vital to develop multi-discipline, regional approaches to prevention, planning and preparedness. California's Homeland Security Strategy promotes information sharing as detailed in the report issued by the 9/11 Commission and ensures that money invested on homeland security is done so in a planned and coordinated manner.

As the issue of homeland security has developed at the federal, State and local level, several core functions have emerged. California has been fully engaged in these core functions, in partnership State, federal and local agencies, along with the private sector.

The first core function is threat assessment and information analysis. The goal of these efforts has been to promote information sharing between all levels of law enforcement and, where appropriate, other first responders and the private sector. *The 9/11 Commission Report* identified several instances where such information sharing may have been helpful in preventing the 9/11 attacks. California has moved forward with establishing four regional centers and one statewide center where all agencies can work collaboratively to ensure that relevant information and threat assessments are gathered and shared with all appropriate agencies.

The second core function is critical infrastructure protection. This process involves the identification of the potential targets in the State, an assessment of their vulnerabilities and the application of resources to make any necessary improvements. The OHS administers a federal program in this area, the Buffer Zone Protection Program, which is systematically engaging in this effort. This is an enormous undertaking, particularly in a

State the size of California, and involves many complex legal, logistical and programmatic issues. OHS is currently working with the private sector both individually and through groups such as the Business Executives for National Security (BENS) and the Business Information Sharing and Analysis Centers (ISACs) to find ways to overcome these hindrances. Efforts with regard to the protection of critical infrastructure will continue to develop and be implemented over the course of the next few years.

The third core function is the statewide Homeland Security Training and Exercise Program which has been administered by the California Military Department acting as our executive agent. The Military Department has built a multi-agency, multi-disciplinary team that ensures training and exercises for California's emergency responders are systematically developed and coordinated to respond and recover from terrorist attacks using weapons of mass destruction. The Exercise Program focuses on a robust annual statewide exercise, Golden Guardian, and functional area exercises which look at like type industries. The training program coordinates the states emergency responder training; developing training, ensuring training is properly certified, and tracking those who have been trained. Both programs ensure that the lessons learned from previous exercises are folded back into the next year's exercise objectives and are used to identify new training needs. Additionally, the training and exercise program receives recommendations and guidance from the Emergency Response and Advisory Training Committee (ERTAC), which was established by legislation in 2003.

Another core function has been grant distribution and management. California has been awarded over \$1 billion in federal funding since 9/11, in a variety of grant programs. California has designed a grant management system that promotes regional planning and multi-discipline coordination. This is true for grants managed by the Office of Homeland Security, the Department of Health Services and the Office of Emergency Services. The oversight bodies for each of these grants at the State level contains representatives from all the disciplines, including: fire, law enforcement, public health, emergency medical and emergency management. This has ensured that all the grants are receiving input and coordination to promote multi-discipline planning and coordination.

Statewide Homeland Security Grant Programs undergo a strict review and auditing process. While the state encourages operational areas and their working groups to decide what equipment best suits their needs for a regional response capacity; their funding proposals must be tied back to California's statewide funding strategy. The purpose of the strategy is to identify a strategic direction for enhancing California's local jurisdiction and statewide response capability and capacity to prevent and reduce our vulnerability from WMD/terrorism incidents.

The Statewide funding strategy was developed and based upon the results of the self assessments completed by California's 58 local jurisdictions and five Urban Areas. The results of the operational area assessments were pulled together in the creation of the Statewide Funding Strategy.

While specific funding allocations are left for the operational area working groups to

decide, resources obtained must support the Homeland Security Strategy for an all hazards approach to emergency preparedness, response, recovery, mitigation and prevention and should be tied to one of the following goals:

1. Enhance port security;
2. Enhance mass transit security;
3. Coordinate WMD response activities with Emergency Medical and Public Health Disciplines;
4. Integrate the Standardized Emergency Management System (SEMS) with the National Incident Management System (NIMS);
5. Institutionalize terrorism emergency planning in multi-hazard emergency planning and response;
6. Enhance public outreach, education and training efforts to address terrorism events;
7. Ensure emergency responders have the equipment necessary for multi-discipline response to terrorism events
8. Enhance regional response capabilities for terrorism events
9. Establish compliance monitoring of all DHS grants
10. Enhance threat assessment sharing and evaluation efforts to deter, prevent, and respond to terrorism events;
11. Incorporate Recovery element in all plans and procedures to ensure capability to recover from a terrorism incident
12. Enhance security at all identified critical infrastructure sites
13. Develop and implement a comprehensive voice and data Interoperability Communications Plan and Coordination system for all jurisdictions within California;
14. Provide a fully operational state-of-the-art satellite statewide (OASIS) system that supports EOC and emergency operations during WMD and other disaster scenarios;
15. Enhance the coverage of the Emergency Alert System (EAS) to provide warning alerts and notifications to every area in the State, including Amber Alert child abductions;
16. Enhance EDIS to provide notifications and alerts directly to individuals who are now required to subscribe to this service from a third party;
17. Encourage State and local agencies to develop satellite capabilities to support their specific operational needs.

Coordination of emergency preparedness funds

As mentioned previously, each of the federal homeland security programs has an advisory body with representatives from the first responder disciplines. This allows for face-to-face interaction and coordination and planning for the expenditure of these funds.

The fundamental underpinning of OHS' grant management strategy is regional planning and multi-discipline coordination. OHS has put in place an approval process that allows all public agencies to participate in the grant planning process. The basic structure for

this is the Operational Area, a unit of the mutual aid system that is defined geographically by each county border. A planning group that is comprised of all public agencies then makes recommendations to an approval body containing five members. This body consists of the County Sheriff, the County Public Health Officer, the County Fire Chief, a metropolitan police chief and a metropolitan fire chief. The membership of both these groups ensures that all parties are meeting together to discuss an overall strategy for the county, with input from each discipline.

Additionally, OHS and the Department of Health Services have established a joint working group to examine current response capabilities on a county level, and make recommendations as to how the grants can be best utilized to ensure a sufficient response capability is in place.

OHS also serves as the lead contact with the federal Department of Homeland Security, representing all state agencies. This effort has touched many State agencies, including, but not limited to, the Governor's Office of Emergency Services, the Department of Health Services, the California Highway Patrol, the State Military Department, the Department of Food and Agriculture, and the Environmental Protection Agency. The priority has been to avoid duplication of effort and to coordinate our efforts in planning, conducting exercises and training, information sharing and the investment of funds related to homeland security.

The Director of OHS also serves as the Chair of the State Threat Advisory Committee, which meets regularly to coordinate homeland security issues and serves as the advisory body to the Governor in the case of a terrorist attack.

A more detailed look at California's priorities in combating terrorism is found in the attached *California Homeland Security Strategy*.

Top priorities for further improvements

Enhance Information Sharing

The California Office of Homeland Security, in cooperation with the California Highway Patrol and the California Department of Justice has established the State Terrorism Threat Assessment Center (STTAC) and is using the Law Enforcement and Terrorism Prevention Program funds to establish and operate four Regional Terrorist Threat Assessment Centers, aligned with the four FBI Field offices in the state. The STTAC coordinates the ongoing information sharing and prevention efforts of state agencies, including the Office of Homeland Security, California Department of Justice, Office of Emergency Services, Emergency Medical Services Authority, California Department of Food and Agriculture, the California National Guard and a number of other state agencies.

The four Regional Terrorist Threat Assessment Centers provide crucial links and processes to assess emerging threats and effectively disseminate and share timely

information. The state system links federal, state and local law enforcement and public safety agencies and ensures that critical information is better shared between law enforcement, fire and emergency services, public health, agriculture commissioners, private security companies and industries. Our state information sharing system will improve the level of critical information provided to our public safety agencies statewide, making them better informed and more successful to deter, detect and prevent terrorism and better prepared to effectively respond to an event if one does occur.

Strengthen Critical Infrastructure Protection

In December of 2003, the President issued Homeland Security Presidential Directive 7 (HSPD-7) on Critical Infrastructure Identification, Prioritization, and Protection. As HSPD-7 acknowledges; terrorists seek to destroy, incapacitate, or exploit critical infrastructure and key resources across the United States to threaten national security, cause mass casualties, weaken our economy and damage public morale and confidence. OHS recognizes that California is not exempt from this threat and therefore, critical infrastructure protection remains a top priority.

OHS has undertaken the task of coordinating with the Federal Department of Homeland Security in conducting site assessments across California's critical infrastructure/key resource sites within California. OHS will also coordinate the FY05 Buffer Zone Protection Grant Program (BZPP) which provides funding for equipment and management of actions to protect, secure, and reduce the vulnerabilities of identified critical infrastructure and key resource sites. Critical infrastructure and key resource sites are potential terrorist targets deemed most crucial in consequences to national-level public health and safety, governance, economic and national security and public confidence.

Critical infrastructure sectors include: Agriculture and Food; Banking and Finance, Chemical and Hazardous Materials Industry; Defense Industry Base; Energy; Emergency Services; Information Technology; Telecommunications; Postal and Shipping; Public Health; Transportation; Water; and National Monuments and Icons. Key resources include: Commercial Assets; Government Facilities; Dams; Nuclear Power Plants.

The BZPP is designed to reduce vulnerabilities of critical infrastructure and key resource sites by extending and hardening the protected area around a site into the surrounding community and supporting the prevention and preparedness efforts of local first responders. Funds will be used to assist local authorities responding to critical infrastructure and key resource sites. Local law enforcement then develops and implements buffer zone protection plans to increase the level of protection and act as a deterrent and prevention mechanism for possible terrorist's threats or incidents. The total funding allocation for the FY05 BZPP grants is \$91.3 million nationwide. California's allocation is \$12.9 million.

The California Office of Homeland Security has been working closely with local public safety agencies and the private sectors to identify and assess the vulnerability of critical

infrastructure and key assets. However, some private sector entities and local governments have been reluctant to share security assessments with OHS due to the possibility of this information being subject to disclosure under the California Public Records Act.

For this reason, OHS is seeking legislation, AB 395, which will ensure sensitive security information is specifically exempt from disclosure under the California Public Records Act. This legislation would allow the OHS to work more closely with the private sector, which owns and operates the vast majority of the State's critical infrastructure.

Build Upon the State's Robust Training and Exercise Program

To date the Homeland Security Exercise and Evaluation Team has completed or participated in over 50 exercises and have another 38 exercises planned for the remainder of this calendar year. As of February 2005 over 261 courses have been taught in California and 136,963 emergency responders have been trained.

In August 2004, the State of California conducted its first state-wide weapons of mass destruction exercise, Golden Guardian 04, which was part of larger a Department of Defense, U.S. Northern Command exercise, Determine Promise 04. Golden Guardian involved 68 agencies, 29 operations centers, and over 1700 emergency responders in nine exercise venues in over two days of full-scale play. Golden Guardian was a major success.

Golden Guardian is a robust series of exercises. It is its own stand-alone program. The minimum goal each year is to open all three of the state's regional emergency operations and the state operations center with a federal agency response cell replicating the Principal Federal Official, the Federal Emergency Management Agency regional operations center, the Federal Bureau of Investigation joint investigative operations center, and other federal agencies. These statewide exercises are similar to the federally sponsored TOPOFF exercises in both design and scale. The State has and will continue to incorporate the lessons learned during the three TOPOFF exercises into planning and developing future statewide exercise.

The Office of Homeland Security, in partnership with the State Military Department, California Commission on Peace Officer Standards and Training (POST) and the Bureau of Security and Investigative Services had developed a terrorism awareness training program for security professionals. The terrorism awareness course will be given to all newly registered security guards in California. The terrorism awareness course will ultimately be offered to as many as 350,000 private security guards in California. This partnership between the public and private sector will substantially benefit our prevention efforts.

Improve Grant Management

In response to assessments that Homeland Security funding was not reaching local communities quickly enough, then Homeland Security Secretary Tom Ridge formed the Task Force on Homeland Security Funding. Their findings addressed many problems at the Federal, State and Local levels. Following the recommendations of the Task Force, our top priority is to continue our efforts to examine the State's funding process and ensure that federal homeland security grant funding is being spent expeditiously and wisely. For example, the state has committed to hiring 19 new OHS grant managers to ensure that grants are quickly submitted for approval; judiciously monitored and appropriate technical assistance is provided to our county and local partners.

Increase Awareness of Other Funding Opportunities

In addition to the homeland security grant programs administered by OHS, local public safety agencies may apply for a myriad of federal grants to enhance their preparedness prevention and response efforts. The office is proactively identifying additional federal grants and sharing these funding opportunities with our local partners. For example, the Assistance to Firefighter Grant Program, which is administered by the Office for Domestic Preparedness (ODP) and awards funds directly to fire departments and emergency medical services, has provided 87 grants to local fire departments in California to acquire firefighting vehicles. This grant program has also awarded many local fire departments with training and health and wellness programs, among other allowable expenditures. OHS has undertaken the task of coordinating with local fire departments to provide assistance in applying for these grants.

OHS is also partnering with the University of California and California State University systems in applying for competitive training grants being offered through DHS' Competitive Training Grant Program at the Department of Homeland Security.

Engage the Public Sector

Public outreach will assist with the actions the public takes to protect themselves. Citizen Corps Councils serve as the intersection of first responder and emergency management agencies, community- and faith-based organizations, volunteer programs, and community members. Councils coordinate community preparedness and safety programs while working with a variety of organizational partners. While each neighborhood, community, and region will determine its own Citizen Corps Council membership, the primary qualification to participate in the Council is the commitment to educate the public on safety, to help citizens take an active role in protecting themselves from harm, to teach citizens what to do in the event of a crisis, and to expand volunteer opportunities that will make the community safer. The First Lady has also engaged the public to ensure that Californians are doing all they can to be prepared and has coordinated efforts to declare the month of May California's Disaster Preparedness Month.

Strategic plans for emergency preparedness

Much like the organization of Federal agencies, all California departments coordinate the joint development of strategic plans. Different plans are adopted for different disciplines, but are designed with the participation of all relevant State agencies. OHS' *California Homeland Security Strategy* was developed with the review and input of all affected State agencies. OHS has participated in the development of OES emergency management strategic plans and with the Emergency Medical Services planning, among others.

There is value in having separate strategic plans for each discipline, so long as the planning is done with the input of other disciplines and agencies while tracking the State's overall strategy and objectives. Each state agency has their defined roles to play in an incident. Their agency specific plans help them achieve the collective end goals of the California Homeland Security Strategy. This is currently the State's practice.

Emergency first responder communication

OES is the lead State agency on coordinating emergency communications. OHS, in partnership with OES, has funded equipment improvements and purchases that have improved the State's emergency communications capacity.

Public Safety Consolidation

The Governor's office continues to review the findings made by the California Performance Review. While the Administration will make a proposal on reorganization at a later date; OHS will continue to work with all of its partners to ensure the three pillars of preparedness: prevention, response and recovery are both coordinated and achievable.

Conclusion

In summary, OHS is confident that California is more prepared today than ever. Working in concert with our federal, State, local and private sector partners we have markedly enhanced capabilities across our core functions of threat assessment and information analysis, critical infrastructure protection, training and exercise, and grant distribution and management. While much has been accomplished, we recognize that improvements can still be made. We appreciate this opportunity to share with the Commission the accomplishments we have achieved and invite suggestions for further development.

Should you need additional information or have additional questions, please feel free to contact me.