Statement for the Record
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"Public Health, Safety and Security for Mass Gatherings"

Thank you, Chairman Thompson, Ranking Member King, and all of the distinguished members of the Committee. I appreciate the opportunity to speak to you about the Department of Homeland Security's efforts to enhance the security of mass gathering venues. Today also serves as an opportunity to initiate a dialogue to address the issues identified in the majority staff report, "Public Health, Safety and Security for Mass Gatherings."

"Places of mass gathering" actually comprise a very diverse group of commercial assets and facilities, typically privately owned and operated, which may include sports venues, amusement parks, concert halls, retail malls, office buildings, residential apartment buildings, and hotels and resorts. These facilities, which make up the Commercial Facilities Sector under the National Infrastructure Protection Plan (NIPP) framework, may be generally characterized by one of four common traits: business activities, personal commercial transactions, recreational pastimes, and accommodations. The Commercial Facilities Sector's requirement of open access, which is necessary to successfully conduct operations associated with these types of facilities, represents an inherent security challenge.

Maintaining a balance between open access and security is a primary concern to both the Department and the stakeholders of the Commercial Facilities Sector. As is consistent throughout the private sector, business activities are driven by profitability. Owners and operators strive to ensure that patrons enjoy easy access to facilities; however, there is also an increasingly clear understanding within the sector that today's risk environment dictates a degree of security not previously seen in this very visible sector. To address this complex dichotomy between business operations and effective security solutions, DHS plays a key role in terms of information sharing, threat awareness, risk assessment processes and tools, exercises and training, best practices, facilitating public/private sector interactions, and national incident management activities. These activities are augmented by specific Federal support to select special events at commercial venues.

Reviewing the Department's efforts in this Sector, I think it is necessary to frame the context of this discussion around a central point: Much like the bulk of the Nation's CIKR, this sector is overwhelmingly and predominantly owned and operated by the private sector. Hence, the Department must leverage partnerships and relationships with the sector and State and local government entities to achieve success. This engagement supports a balanced approach that fairly addresses both public sector and private sector concerns and, more importantly, ensures that risks are appropriately and reasonably mitigated.

The partnership framework for those relationships is laid out in the NIPP. As you know, the NIPP is an outcome of Homeland Security Presidential Directive 7 (HSPD-7), which identified 17 Critical Infrastructure and Key Resource sectors and tasked the Department with developing a plan to enhance protection and security found in and around the Nation's critical infrastructure and key resources (CIKR). In addition, HSPD-7 designated the Department as the Sector Specific Agency (SSA) for a number of the 17 (now 18) CIKR sectors, including the Commercial Facilities Sector. Subsequently, DHS, in conjunction with 17 Executive Branch signatory departments and agencies, developed the NIPP, along with the associated Sector Specific Plans (SSP). DHS, as the SSA for the Commercial Facilities Sector, spearheaded the development of the Sector's SSP, which was released in May of last year.

The NIPP provides guidance on addressing both terrorist threats and all-hazard incidents using the Sector Partnership Model through which coordinated planning and program implementation may take place. The Commercial Facilities SSP, much like the other SSPs, molds the NIPP's guidance to effectively address the diverse, complex, and unique environments and relationships found within the Sector. Moreover, the Sector Coordinating Model serves as an avenue through which the sector can inform the Department of requirements for tools, information, and training.

Reviewing the wide range of products and services that DHS has developed in collaboration with the Commercial Facilities Sector, I once again emphasize the importance of strong partnerships between and among DHS, the private sector, and State and local government officials. Ultimately, security and emergency response planning is the primary responsibility of the private sector and State and local officials at the venue level. The role of the Federal government is to augment and facilitate this planning process as appropriate. Incident response typically highlights this division of roles; in the event of a terrorist attack or natural disaster, local law enforcement and emergency services providers will be the first on the scene, immediately coordinating and collaborating with the private sector. The more informed both parties are of facility and community capabilities and gaps, the better the planning process and overall joint response will be.

Vulnerability Assessments and Site Security Planning

To facilitate strong interaction among DHS, the private sector, and local authorities, the Department has developed a series of programs and initiatives that involve face-to-face, venue-level engagements. The interactions serve a variety of purposes, including leveraging security specialist subject matter expertise to identify vulnerabilities and security gaps, recommending strategies to close security gaps, facilitating communications, initiating and maintaining

relationships between the private sector and local authorities, and providing training and situational awareness.

As you are no doubt aware, the Department's infrastructure protection work is not performed only in Washington, DC; rather, it takes place across the country via the **Protective Security Advisor** (PSA) cadre. PSAs are in place in communities throughout the Nation to assist with local efforts to protect critical assets, providing a Federal resource to communities and businesses. During natural disasters and contingency events, PSAs work in State and local Emergency Operations Centers. PSAs also provide real-time information on facility significance and protective measures to facility owners and operators, as well as State and local representatives.

Typically, PSAs are engaged to support the planning and execution of National Special Security Events (NSSEs), led by the U.S. Secret Service, as well as non-NSSEs, led by the Department's Office of Operations Coordination and Planning under the direction of my colleague Vice Admiral Roger Rufe. These programs are designed to provide an objective framework through which Federal, State and local entities can identify special events occurring within their jurisdiction; request Federal support and training; and, after careful evaluation and assessment, receive Federal operational support as appropriate. I'll defer to VADM Rufe for a more in depth discussion of the NSSE program, although I will briefly describe contributions from personnel within the Office of Infrastructure Protection. These personnel administer a variety of training courses for the relevant public and private sector personnel; conduct site assistance visits and buffer zone plans for the venue and adjacent infrastructure; provide situational awareness and intelligence briefings; and provide geospatial products of area CIKR. Over the life of the program, PSAs and other security specialists from my office have provided support to over 400 mass gathering and special events, and 156 Special Event Assessment Rating (SEAR) Levels 1, 2, and 3 Special Events. Most recently, we have supported security assessments and planning for the Papal Visit to Washington, DC, and New York City, Super Bowl XLII, and the Rose Bowl.

As part of their steady-state activities, PSAs work with State and local law enforcement and the private sector in identifying critical infrastructure assets, identifying vulnerabilities, recommending and implementing protective actions/measures, and providing risk mitigation training designed to teach terrorism prevention, detection, and awareness to facility owners/operators and State and local law enforcement entities.

DHS has provided similar support to sporting organizations and events, such as the National Football League, Major League Baseball, National Basketball Association, National Collegiate Athletic Association, as well as sporting and mass gathering venue managers associations in general. For example, specific to race events, PSAs work closely with NASCAR – having conducted over 30 outreach efforts to NASCAR venues, including mass evacuation and emergency response planning, providing situational awareness in the run up to and throughout events, exercise planning and observation, participating in NASCAR Security Summits, and conducting security surveys.

In addition to the PSA program, the **Buffer Zone Protection Program (BZPP)** grant initiative, one of the Department's most successful, long running programs, is administered by my office in

conjunction with FEMA. This program is designed to provide local law enforcement and emergency responders and other public sector entities with the resources necessary to enhance security and responsiveness "outside the fence" at CIKR sites, including those in the Commercial Facilities Sector. Local entities are able to purchase equipment and training resources for the purpose of increasing preparedness, thereby complicating a terrorist's plans to attack from the vicinity adjacent to CIKR sites, ultimately buying down risk on a local and regional level. As of May 2008, the amount of BZPP grant funds awarded to the commercial facilities sector has exceeded $50 million.

The **Site Assistance Visit (SAV)** program is another long-running DHS program that has had a measurable impact on the Commercial Facilities Sector, particularly those sites that would be considered places of mass gathering. SAVs identify vulnerabilities, leading to a dialogue between DHS and the facility owners/operators and local authorities concerning means of mitigating identified vulnerabilities. As of May 2008, there have been 246 SAVs performed at various commercial facilities across the Nation. We are also in the process of adding a cyber security analysis component to the SAV program, which will further enhance this program's value to our private sector partners.

Planning Documents and Tools for Private Sector Use

To augment our boots-on-the-ground efforts, in coordination with our private sector partners, DHS has created a suite of planning and informational resources that assist owners and operators of the Nation's CIKR in enhancing security around their facilities. One of these products, the *Protective Measures Guide for U.S. Sports League*, released in January 2008, has been specifically designed for use by participating representatives of the Sports Leagues and Public Assembly Sector Coordinating Subcouncil (an organization formed under the NIPP framework). Private sector participants included Major League Baseball, Major League Soccer, NASCAR, the National Basketball Association, the National Football League, the National Hockey League, and the United States Tennis Association. The guide provides an overview of protective measures that can be implemented to assist sports teams and owners/operators of sporting event facilities in planning and managing security at their facilities. DHS plans to develop additional protective measures guides for the remaining six Commercial Facilities subsectors over the next two years, with guides for the Retail, Lodging, and Outdoor Events (Amusement Parks/Fairs) subsectors to be released in FY2009.

The Department has also developed **Common Vulnerability (CV), Potential Indicators of Threat (PI), and Protective Measures (PM) Reports** based on data gathered from Site Assistance Visits and the Buffer Zone Protection Program, for use by local law enforcement and asset owners and operators to support their efforts in securing CIKR assets. The CV, PI, and PM reports have been updated and conveniently integrated into a single document for 17 facility types within the Commercial Facilities Sector. They have been distributed widely, including via the Commercial Facilities Sector Coordinating Council and its eight Subcouncils, in addition to the Homeland Security Information Network-Commercial Facilities Sector (HSIN-CFS) portal.

FEMA has also created the **Risk Management Series**, designed specifically for commercial facilities, which includes a large suite of manmade disaster publications directed at strengthening

the building inventory to reduce the potential impact from the forces that might be anticipated in a terrorist assault. The objective of the series is to reduce physical damage to structural and nonstructural components of buildings and related infrastructure, and to reduce resultant casualties from impact by conventional bombs, chemical, biological, and radiological (CBR) agents; earthquakes; floods; and high winds.

One publication in the FEMA Risk Management Series, *Methodology for Preparing Threat Assessments for Commercial Buildings* (FEMA 452), is designed to assist commercial facility owners/operators in assessing the vulnerabilities, threat, and risks associated with their facilities. FEMA 452 has been used to assess hundreds of buildings within the Commercial Facilities Sector. Currently, the number of people trained in FEMA has increased to 775; it is estimated that an additional 15 training sessions will be offered by September 2009.

In terms of self-assessment tools available to the Commercial Facilities Sector, DHS is currently redeploying the **Vulnerability Identification Self-Assessment Tool** (ViSAT), to be designated the **Risk – Self-Assessment Tool** (R-SAT). R-SAT's building block, ViSAT, is a Web-based self-assessment tool developed by DHS and provided free of charge to CIKR asset owners/operators. The goal of this program is to raise the level of security at CIKR facilities across the Nation and to assist in establishing a common baseline of security from which all assets in certain sectors or subsectors can identify weaknesses and establish protection plans. Modules have currently been deployed for stadiums, arenas, convention centers, performing arts centers, and speedways. Approximately 1,000 commercial facilities have access to ViSAT, and DHS has provided a grant to the International Association of Assembly Managers, a co-chair of the Public Assembly Subcouncil, to promote and provide training for this tool.

Information Sharing

The Department's Homeland Infrastructure Threat and Risk Analysis Center (HITRAC) conducts all-source intelligence research and analysis to assess the potential threat to critical infrastructure and key resources across the Nation, as well as develop lessons learned products derived from attacks on commercial venues abroad. HITRAC's goal is to provide owners and operators of CIKR with strategically relevant and actionable information on threats they face, primarily from terrorists. HITRAC conducts outreach to both private and public sector partners through classified and unclassified threat briefings to members of private sector coordinating councils; government coordinating councils; State and local officials; and individual companies. In the last 10 months alone, DHS HITRAC has released more than seven products specific to places of mass gathering, including bulletins related to Super Bowl XLII, the recent Papal visit to Washington, DC, and New York City, and threats to popular sports and entertainment venues.

Among other means, DHS disseminates these bulletins by the **Homeland Security Information Network** (HSIN), the Department's primary platform used to facilitate the information-sharing necessary for coordination, planning, mitigation, and response by the government and the private sector regarding threats to sectors identified by DHS. HSIN is an internet-based platform that enables secure, encrypted Sensitive But Unclassified/For Official Use Only (SBU/FOUO) level communications between DHS and vetted private sector members, both within the Commercial Facilities Sector and across other sectors identified by DHS. The Commercial Facilities Sector

maintains an independent site on the HSIN portal, which was designed and implemented in collaboration with its Government Coordinating Council and Sector Coordinating Council, and presently has 131 registered GCC and SCC organizational users.

The next generation of HSIN for the Commercial Facilities Sector, based on requirements developed by the sector itself, will include additional features enhancing the value and utility of the platform. Updates will include a virtual incident coordination center acting as a "one-stop-shop" for incident operations information sharing and improved Sector content management capabilities.

Training Opportunities

We are also firm believers that in addition to providing onsite assessments, self-assessment tools, and disseminating threat and intelligence information, providing training to the private sector is a critical component of enhancing security capabilities. DHS engages the private sector through a number of different educational opportunities, including conferences and seminars, and takes advantage of association and trade conferences, working with our partners in the Commercial Facilities Sector. DHS has made presentations, facilitated table top exercises, or exhibited educational materials at 12 major sporting events related seminars or conferences since 2005. Audiences have included sport-specific conferences as well as facility manager conferences.

The **Private Sector Counterterrorism Awareness Course** is designed to improve the knowledge of private sector security professionals by providing exposure to key elements of soft target awareness, surveillance detection, and improvised explosive device (IED) recognition. The workshop training materials enhance and reinforce participants' knowledge, skills, and abilities related to preventing, protecting against, responding to, and recovering from terrorist threats and incidents. The workshop outlines specific counterterrorism awareness and prevention actions that reduce vulnerability and mitigate the risk of domestic terrorist attacks. DHS has provided this training to 336 Commercial Facilities Sector representatives.

The **Soft Target Awareness Course** is available to property/facility managers, supervisors, first-line managers and their security and safety staff, and entry level employees. Participants receive an introduction to terrorism; learn to recognize and prevent terrorist activities (basic surveillance detection methods); learn the basics of prevention, response, and recovery; and then discuss with other attendees issues specific to their sector of business. DHS has provided this training to 1,935 Commercial Facilities Sector representatives.

The **Surveillance Detection Course** is intended for commercial infrastructure operators and security staff. This course is designed to provide attendees with a foundation for identifying locations conducive to observing facility operations and/or personnel, employing the fundamentals of surveillance detection, and observing and reporting suspicious individuals and activity around facilities. DHS has provided this training to 509 Commercial Facilities Sector representatives.

The **Protective Measures Course** is the Department's newest training available to commercial facilities Sector personnel in the public/private sector and is designed to provide students with

the knowledge to identify vulnerabilities and select appropriate Protective Measures for their unique facility. The course focuses on providing information pertaining to common vulnerabilities, available Protective Measures, and strategies for selecting appropriate Protective Measures.

DHS is also developing an **Active Shooter Training Guide** to enhance CIKR employee preparation for active shooter events. An active shooter event is generally defined as a situation where an armed person has used deadly force against other persons and continues to do so while having access to additional victims. The final product will be a desk reference guide addressing how employees, managers, training staff, and human resources staff, at their respective levels, can mitigate and appropriately react in the event of an active shooter. This material is slated to be distributed to the commercial facilities sector partners prior to the 2008/2009 holiday shopping season.

The **Bomb-Making Materials Awareness Program (BMAP)** is designed to increase private sector and citizen awareness of activity associated with bomb making, including the manufacture of homemade explosives for use in the construction of IEDs. The program reaches out to businesses that manufacture and sell many of the materials that bomb makers will attempt to acquire, instructing retail employees not only which materials they need to be aware of but also how to better identify "suspicious behavior." The awareness tools, which include cards and posters, are industry-specific and can be kept at the point of sale for easy reference. DHS has provided this training to 28 Commercial Facilities Sector representatives.

DHS also has developed a number of courses and training tracks for Commercial Facilities Sector association training venues, such as the **International Association of Assembly Managers (IAAM) Academy for Venue Safety and Security** (AVSS). This training includes security planning and life safety management for the public assembly venue industry. The core educational tracks are Risk Management, Emergency Planning, Security Operations, and Training. These tracks familiarize students with the many types of emergencies that can occur at public assembly facilities, and they offer techniques for planning, implementing, and ensuring the safety of patrons, staff, and facilities. Later this month, we will visit the Academy to discuss Evacuation Planning at Events/Venues of Mass Gathering.

Going beyond private sector association activities, DHS is reaching out to academia for research and education focused on the Commercial Facilities Sector through the University of Southern Mississippi's **Center for Spectator Sports Security Management Advisory Board**. The Center was established through a grant awarded by DHS. The Center is the first of its kind in the United States, building capabilities among those responsible for sports events and security management through research, education, and outreach efforts. Research conducted at the Center for SSSM has already paid off, identifying gaps in the education and training of current sport event management professionals. DHS works closely with the Center, participating with the Advisory Board in an information sharing capacity.

NASCAR Mass Evacuation Planning Guide for Major Events

Lastly, as you know, earlier this year, DHS released the NASCAR Mass Evacuation Planning Guide for Major Events, which was developed through a DHS/NASCAR coordinated effort and provides guidance on utilizing a mass evacuation plan template for NASCAR-sanctioned facilities. The template was designed to assist NASCAR venues in developing site-specific evacuation procedures for responding to potential incidents in an all-hazards environment. The guide was rolled out to the sector in January 2008 at the annual NASCAR Security Summit. The development of this guide was an extensively collaborative effort. Meetings with NASCAR security officials between December 2006 and January 2008 hinged upon on-site visits to four NASCAR tracks – Lowe's Motor Speedway, Talladega Superspeedway, Infineon Raceway, and the Milwaukee Mile.

Our intent was to develop a flexible guide that each NASCAR venue type could utilize as a baseline for developing an individualized plan suited to the unique characteristics and jurisdictions that exist from track to track. This requires a collaborative planning process with the active participation of both private and public sector stakeholders at the local level. This process also ensures that the plan is developed to the resources available to support plan implementation.

Our long term objective is to develop similar evacuation guides for other venues within the Sports Leagues Subsector and, eventually, for the entire Commercial Facilities Sector. A working group comprised of Federal agencies, stadium associations, universities, and private sector partners is currently making adaptations to the NASCAR guide for use at collegiate and professional sports stadiums. This guidance will be deliverable by January 1, 2009.

Public Health, Safety and Security for Mass Gatherings

Concluding my discussion of our progress and accomplishments in evacuation planning, I would like to take a moment to thank the committee for the commentary and constructive criticism provided within the report on Public Health, Safety and Security for Mass Gatherings. The report highlights the complexity of the Commercial Facilities Sector, and the Sports Leagues Subsector in particular, to wit: there are 42 NASCAR events annually, 32 NFL teams, 30 NBA teams, 30 MLB teams, 30 NHL teams, 14 MLS teams, 116 Division 1 college football teams that compete weekly from late August through early January of each year, among a host of other sporting events that occur each and every week of the year at the professional, amateur, and recreational level.

From State to State, jurisdictional boundaries vary, law enforcement and emergency services capabilities vary, legal authorities vary, and even the characteristics of the numerous sports venues themselves vary significantly. The one constant is that the individual facility owner or operator, and the corresponding State and local officials know the unique circumstances facing the specific asset, and are, therefore, best positioned to serve as primary lead in coordination of security and emergency response planning at the venue level. DHS' role in Commercial Facility Sector events is to augment and facilitate planning and operational support where necessary and appropriate, with the specific facility developing the individual plan side-by-side with local and state authorities. As I previously outlined, DHS facilitates this coordination through a variety of engagements. These programs have been made readily available to the private sector and will be

provided on a continual basis to ensure that DHS thoroughly engages with the multitude of facilities of this type throughout the Nation – also ensuring that the parties with the unique knowledge are enabled and contributing to the planning process. The feedback we have received from our partners has validated our efforts, and we will continue to solicit feedback on our activities and refocus where and as necessary.

We are committed to continued engagement with the Commercial Facilities community not only by sharing our expertise, but also by enabling frank, two-way discussions focused on the overarching goals of enhancing their security efforts and protecting the general public.

Thank you for your attention, and I would be happy to answer any questions you may have at this time.