



**NEW YORK CITY OFFICE OF EMERGENCY MANAGEMENT**

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**TESTIMONY OF OEM COMMISSIONER JOSEPH F. BRUNO  
BEFORE THE NATIONAL COMMISSION ON TERRORIST ATTACKS  
UPON THE UNITED STATES**

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**MAY 18, 2004**

## **Opening**

Good afternoon. I appreciate the opportunity to testify before the Commission today. I want to acknowledge the tireless work of the Commission and its staff in carefully examining the facts as to the tragic events of September 11<sup>th</sup>.

Although I was not serving in City government on September 2001, I am a former fire commissioner and career public servant with more than thirty-six years in government. I know first hand the professionalism and bravery that is commonplace among the City's entire uniform and civilian workforce.

Today, OEM's mission is to plan, prepare for and mitigate emergencies; educate the public on preparedness; coordinate and support responses to emergencies; collect and disseminate critical information and seek and obtain funding and other aid in support of the overall preparedness of the City of New York.

In a major incident, OEM will coordinate and support the establishment of a unified command post and activate the City's emergency operations center. Thereafter, our responsibility is to coordinate incident specific emergency support functions. Since information is critical, we keep City Hall and other government offices informed and collect and analyze pertinent information and data. We continue to support the operation by consolidating and processing resource requests, and finally, coordinate and support all recovery and restoration efforts.

On September 11<sup>th</sup>, OEM's response was immediate and focused. After the agency was evacuated from 7 WTC, we re-established the emergency operations center at the Police Academy that day and were operating at Pier 92, in Manhattan, within 72 hours. At its peak, the City's Emergency Operations Center had more than 150 local, state, federal, private and non-profit organizations at the Pier. OEM also established and coordinated the operation of the Family Center which brought together hundreds of professionals from the

medical, human service, legal and business communities, most of them volunteers. They were a model of both compassion and attention to detail.

In the weeks and months following September 11<sup>th</sup>, the planning and training of OEM staff was integral to the fast and efficient progress made at Ground Zero. From the outset we looked at what impacts the September 11th attacks would have on infrastructure, on businesses and on the community at large. Our office was able, at the same time, to fulfill the dual roles of managing one of the largest active emergency sites in history and helping speed the overall recovery of lower Manhattan, a recovery that was the result of the extraordinary cooperation and effort of virtually every City agency. And OEM staff still tended to day-to-day operations throughout the City, including the crash of flight 587 and a live anthrax incident in the fall of 2001.

### **FDNY/NYPD Cooperation**

Disaster response requires coordination between a myriad of local, state, federal, private and non-profit organizations.

This City is blessed with the most capable and well-trained uniformed agencies in the country. Each day, police officers and firefighters cooperate in hundreds of successful operations. I would venture to say that overwhelmingly there is absolutely no conflict -- they are professionals who know their respective roles, cooperate with each other and perform effectively day in and day out. This cooperation among agencies to protect the public in the face of disasters has occurred since 9/11 notwithstanding the absence of a formal Citywide incident management system. Such examples include the 19<sup>th</sup> Street explosion in April 2002, the Port Mobil fire in Staten Island in April 2003, the August 2003 blackout, and the Staten Island ferry crash in October 2003.

The Office of Emergency Management has been working in cooperation with the NYPD, the FDNY and other City agencies to develop the *Citywide Incident*

*Management System* (CIMS), the adoption of which was announced by Mayor Bloomberg on Friday, May 14, 2004. CIMS creates a common incident management structure for all City agencies, largely based on the national incident command system model. CIMS is interoperable with the US Department of Homeland Security's *National Incident Management System (NIMS)*, as well as with the State of New York's *Incident Management System* -- ensuring that state and federal agencies can be seamlessly integrated into New York City's Incident Command Structure.

CIMS establishes roles and responsibilities for primary and supporting agencies and standardizes incident management terminology. Further, CIMS addresses integration of on-site incident management with support functions, such as planning, public information, logistics and resource management, finance and administration, mutual aid and emergency operations center activations.

I believe that training, all through the ranks, will be the key to the successful implementation of the Incident Command System in NYC. OEM will play a central role in that training to ensure its success, and, as I will mention later, the City will look to the Department of Homeland Security and to Congress to provide us with the necessary resources for the robust training exercises this City requires to be prepared.

I also want to take this opportunity to clarify some popular misconceptions about CIMS. What we have adopted is a *system* for managing emergencies – with a common understanding of terminology and roles and responsibilities among all agencies. CIMS utilizes a combined lead agency/unified operations section. In most incidents, the lead agency is established. In other incidents where multiple agencies are required to act on a variety of emergency fronts, a unified operations post is created. Core competencies of primary agencies will establish lines of authority for prompt decision making and will form the basis for pre-implementation training. In a chemical, biological, radiological nuclear

(CBRN)/HAZMAT incident, where terrorism issues must be considered, NYPD is designated as the primary agency. FDNY will be empowered through its core competence to conduct life safety operations and mass decontamination in all CBRN/HAZMAT incidents. At the heart of this system is our desire to encourage the aggressive emergency response efforts of the excellent City Police and Fire Departments while providing them a management system that makes decision making easier and more logical. <sup>1</sup>

Today, New York City has an Incident Management System that meets all federal mandates. Although the full implementation of such a system will take time and training, Mayor Bloomberg, by issuing CIMS, has taken a historic step in improving the City's ability to respond to and recover from all types of emergencies.

### **Preparedness/Training/Planning**

One thing that was obvious after the September 11<sup>th</sup> attack was the need for operational redundancy. The collapse of 7 World Trade Center destroyed the City's Emergency Operations Center. OEM now has a full back-up Emergency Operations Center complete with facilities for the Mayor and his key staff to utilize should the need arise.

As to a replacement for 7 WTC and our temporary site in a converted warehouse in downtown Brooklyn, we are working to renovate the former Red Cross building on Cadman Plaza East as the next OEM headquarters. The site was selected after a comprehensive, citywide search, and was deemed the most appropriate for various reasons -- it is accessible, securable and outside any known storm surge area.

After 9/11, we also were reminded of the need to be mobile and to have the capability of operating from remote locations on a moment's notice. We have

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<sup>1</sup> Attached at the conclusion of this testimony is a description of the CIMS protocol.

upgraded our fleet and added vehicles to enhance our communications capacity, including a mobile data center that provides improved connectivity and access to an array of critical data. We can operate effectively from any street corner.

With the technical and financial support of DHS and FEMA, we have made a significant investment in preparedness planning and the training, drilling and exercises necessary to ensure that these plans work. Since May 2002, OEM has planned and conducted six major exercises to test and to drill the City's ability to respond to an incident involving weapons of mass destruction. These include:

1. *Operation Tripod* in May 2002 (a large scale functional biological terrorism drill);
2. *Operation Winter Sun* in May 2003 (a rescue & recovery operation testing the City's response to a sarin gas attack);
3. *Operation Spring Tree* in October 2003 (a test of the City's response to simulated explosions in every borough);
4. *Operation Recovery* in December 2003 (the City's largest table-top exercise, it tested the response of human service agencies to simultaneous WMD events);
5. *Operation United Response* in March 2004 (a large field exercise simulating a WMD attack at Shea Stadium); and
6. This past weekend's full scale field exercise, *Operation Transit Safe*, which focused on explosions in the NYC transit system.

Coordinated by OEM, the four-hour, real-time drill began with a mock explosion at the Bowling Green subway station in lower Manhattan. *Transit Safe* participants included more than 500 emergency responders and MTA staff, and 200 volunteers acting as victims. As the scenario unfolded, fire, police, emergency medical service and other rescue and law enforcement teams were deployed to the scene to initiate rescue and response operations. Rescuers were challenged to assist the "walking wounded," free victims trapped in the

debris, and contend with hundreds of exiting passengers, among other issues. The exercise examined inter-agency coordination, responders' ability to rescue, treat, and track casualties, and the City's ability to protect the public.

Working with many agencies and our public and non-profit partners, OEM has prepared various emergency response plans, including: generic "all hazards" plans and incident specific plans (e.g., hurricane, snow, debris removal, heat, and biological and chemical terrorism). As we showed with the *Operation Transit Safe* exercise that was motivated by the recent attacks in Madrid, we are able to adjust our priorities and stage exercises in a short period of time. We are developing plans to address the myriad of logistical challenges that accompany a major catastrophe, from how to track victims to how to best utilize the skills offered by thousands of volunteers.

Our staff has created a number of systems that greatly enhance the City's ability to effectively respond to and recover from disasters. Among them is *CALMS* (the *Citywide Asset Logistic Management System*), a citywide inventory and logistics database that brings together all the City's fleet, personnel and equipment information.

We are also developing the *Mayor's Information Contact Conduit*, or *MICCC*, to assure a reliable, redundant method to contact and bring essential personnel to the scene of an emergency or locate required resources. Data will be maintained for all City and other government agencies, as well as critical utility, non-profit and private sector entities.

Following September 11 and the blackout of 2003, many City agencies were without power and without the ability to utilize their facilities. Mayor Bloomberg has asked that we look at ways that we can provide resiliency for agency operations. To that end, we are prioritizing our work with agencies on business continuity planning, one of a series of projects that I hope will include

partnerships with the growing number of undergraduate and graduate programs at the City's universities that focus on emergency preparedness and disaster recovery.

### **Public/Private Partnerships**

OEM is acutely aware of the importance of our partnerships and programs with the private sector. The safety and preparedness of the employees working throughout the City is paramount, and this safety and preparedness in turn benefits the City's financial well-being. Via the *CORPNET* program, OEM maintains 24/7 e-mail contact with corporate subscribers – often security managers – providing incident specific alerts from our headquarters watch command desk. Also, OEM is one of the leading agencies in the nation allowing private sector representation in a municipality's Emergency Operations Center (EOC). The benefits include facilitating support and cooperation among our private partners as well as improving the quality of information gathered and decisions made. Among the private sector agencies represented are: Securities Industry Association; New York Clearing House; Building Operators and Managers Association; Real Estate Board of New York; New York City Economic Development Corporation; New York City Small Business Services and New York State Department of Insurance. In addition, our office will host quarterly roundtable meetings with senior executives of major corporations, which will provide direct exposure to current issues or upcoming events as well as a forum to discuss business continuity and corporate security.

### **Public Awareness & Preparedness**

Educating the public in the need for preparedness and the particulars of what it takes to be prepared is a critical OEM mission. We utilize the concept of “knowing what to have in your hand, home and head when an emergency strikes” as our slogan. To accomplish this mission, OEM's public education units have distributed more than 1.1 million copies of *Ready NY*. Published in nine languages, *Ready NY* is a how-to, household guide that gives you the particulars



for preparedness. In addition to a coordinated, multi-media campaign that I look to expand, we dispatch teams of *Ready NY* experts to meet with and train community, civic, labor, professional and a wide variety of non-profit, volunteer and charitable groups on preparedness.

*Ready NY Corporate*, a corporate sponsorship and distribution program, is expanding daily. Private corporations reprint the *Ready NY* guide, place their imprint on it and distribute it to their corporate employees and families. The circle of preparedness widens with each corporation willing to log onto this program.

A new guide *Ready NY – Small Business* is in progress and will be completed this summer. This guide will focus on small business needs in an emergency and will look toward business continuity planning and governmental assistance. Additionally, *Ready NY – for Visitors* is being completed and should be in distribution later this year.

In keeping with the President's Citizens Corp initiatives, OEM coordinates the *Community Emergency Response Team*, or *CERT* program, which trains citizens to prepare for and respond to emergencies in their local communities. The *CERT* program, funded through DHS, will soon have 17 teams of trained volunteers who have been outfitted and have become proficient in how to help emergency service personnel and the public in an emergency. This program, while costly, offers the type of emergency preparedness and abilities that will be needed should a wide-scale disaster occur. I believe that additional funding through DHS for more *CERT* teams and for re-certification programs will allow this city and country to create a massive program of volunteers who are ready, willing and eager to help their fellow citizens when disaster strikes.

### **Funding**

For FY 2004, the City's homeland security funding has been decreased from \$188 million in FY 2003 to approximately \$96 million. This funding was awarded

to the City in late April 2004. The City's funding has been cut due to a decrease in the national funding level, and an increase in the number of urban areas designated as "high risk." The City has been aggressively advocating for additional funding. Due to the City's obvious risk as a high-profile target, City agencies have identified over \$1 billion in homeland security funding needs. Albany has acknowledged the City's unique position and for FY 04 has begun to allocate funding on a threat and vulnerability basis. Through the NYC Funding Task Force, the Urban Area Working Group, the City intergovernmental and legislative offices and other entities, OEM is constantly working to correct inherently unfair funding formulas and increase the City's funding levels. So, I want to add my voice to the call for a more equitable distribution of Department of Homeland Security grants, giving far more weight to the threat-based level of risk, which in New York City is great.

Thank you for the courtesy of allowing me to be here today and to make this statement.

**Unified Command Matrix**

INCIDENT TYPE	PRIMARY AGENCIES
Aviation Incident	FDNY, NYPD, PANYNJ
Chemical, Biological, Radiological or Nuclear (CBRN) / Haz-Mat Incident	NYPD, FDNY*
Citywide Public Health Emergency	DOHMH, HHC, GNYHA, NYPD, FDNY
Explosion	FDNY, NYPD
Natural Disaster / Weather Emergency	OEM, NYPD, FDNY, DOT, DSNY
Power Outage	NYPD, FDNY
Rail Incident	FDNY, NYPD
Telecommunications Outage	DOITT, NYPD, FDNY
Utility Incident	FDNY, NYPD
Water Main Break	DEP, FDNY, NYPD

**\* CBRN / Haz-Mat Incidents**

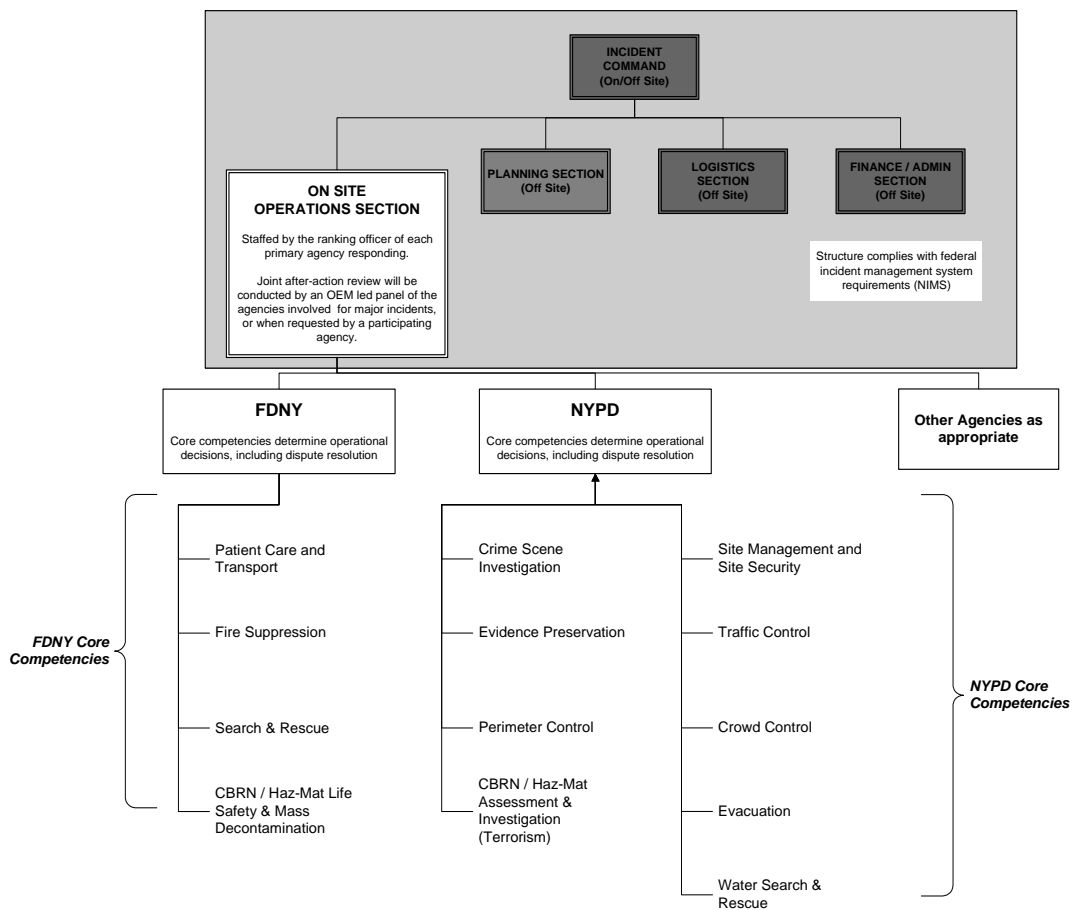
NYPD will be the Primary Agency at all CBRN / Haz-Mat incidents, with responsibility for overall site management, assessment and investigations (crime-scene / terrorism). FDNY will be responsible for life safety operations and mass decontamination (see *Core Competencies*, right).

OEM, as the City's Coordinating Agency, will respond to multi-agency incidents and participate in the Unified Command. OEM is responsible for coordinating resources from Emergency Support Function agencies, relaying situation information to the City's Emergency Operations Center, and supporting logistics needs.

**Single Command Matrix**

INCIDENT TYPE	PRIMARY AGENCY
Auto Extrication	NYPD / FDNY (First to arrive)
Boat in Distress	NYPD
Citywide Cyber Incident	NYPD and / or DOITT
Civil Disturbance	NYPD
Confined Space Rescue	FDNY
Correctional Facility Disturbance	DOC
Downed Tree	DPR / FDNY
Elevator Incident or Emergency	FDNY
Emotionally Disturbed Person	NYPD
Entrapment / Impalement	FDNY
Explosive Device, Bomb Threat	NYPD
Fire	FDNY
Hostage Incident	NYPD
Sniper Incident	NYPD
Special Event	NYPD
Structural Collapse	FDNY
Suspicious Package	NYPD
Water / Ice Rescue	NYPD

- Enhance an existing system that works well everyday
- Acknowledge the potential for terrorism in CBRN incidents and assign specific roles and responsibilities for primary agencies.
- Comply with federal requirements
- Enhance interagency communication and decision making
- Provide for a joint after-action review to constantly improve process



Life safety operations are the highest priority Incident Objectives and will be initiated by the first arriving resources capable of performing rescue. Life safety operations in-progress will not be disrupted or suspended because of transition of command to other agencies.

Agencies have Core Competencies, such as those depicted in the NYC ICS Structure diagram above. Agencies have the authority to direct operations related to their Core Competencies at incidents, including giving tactical direction by the ranking officer to other agencies performing operations within that competency.

