

**House Committee on Homeland
Security's Subcommittee on
Oversight and Management
Efficiency**

**Stakeholder Perspectives on
Priorities for the Quadrennial
Homeland Security Review**

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Testimony of
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Chairman Duncan, Ranking Member Barber, and Members of the Subcommittee, thank you for inviting me to testify this morning. Though I retired from Federal service, I still have a passion for the homeland security mission, and remain committed to the success of the Department of Homeland Security (DHS). I thank you for your efforts in overseeing the Department with the goal of improving mission effectiveness.

DHS completed its first Quadrennial Homeland Security Review (QHSR) in 2010. Soon, it will issue the second QHSR, legislatively mandated by Section 707 of the Homeland Security Act of 2002, as amended. It is important that the QSHR be sound in terms of strategy and missions. Based on my experience with the first QHSR, DHS is spending considerable planning effort on updating the strategy and missions. It is updating the five basic homeland security missions

- Prevent Terrorism and Enhance Security
- Secure and Manage Our Borders
- Enforce and Administer our Immigration Laws
- Safeguard and Secure Cyberspace
- Strengthen National Preparedness and Resilience

and ensuring the Department has the right mission set and strategy. I am certain my colleagues on this panel will provide that policy stakeholder perspective.

However with my background and experience, most recently as the DHS Under Secretary for Management, I'd like to provide the execution perspective, on behalf of the stakeholders responsible for developing the management infrastructure that turns the strategy and policy of the QHSR into successful mission operations.

Therefore, I am focusing my comments today on that lesser discussed, but in my opinion an equally or more important aspect, of the QHSR. The Chairman, in his comments announcing this hearing stated that "DHS must prioritize and make tradeoffs on how best to keep us safe. Having a focused, affordable, and achievable strategy is critical to reining in DHS's massive bureaucracy." Mr. Duncan's point that the strategy must be *achievable* is the critical issue, in my opinion. And the strategy is only achievable if DHS continues to build the management and operational infrastructure to execute it effectively and efficiently.

Lawmakers recognized that fact when legislating that DHS must complete a quadrennial homeland security review. They mandated that the QHSR include an assessment of the organizational alignment of the Department with the national homeland security strategy and mission areas.

The QHSR is to include recommendations not only regarding the long-term strategy and priorities of the Nation for homeland security, but also guidance on the programs, assets, capabilities, budget, policies, and authorities of the Department. It must review

and assess the effectiveness of the mechanisms of the Department for executing the process of turning the requirements developed in the quadrennial homeland security review into an acquisition strategy and expenditure plan within the Department. Additionally, it is to identify the budget plan required to provide sufficient resources to successfully execute the full range of missions called for in the review.

This is where the challenges lie. The management infrastructure, including the right policy, people, process, allocation of resources, and systems; under united leadership empowered with the data and analytics to make sound operational decisions. This is necessary to transform the QHSR from a document to a living reality, actually used to more effectively deliver homeland security to our nation.

In the first ten years of DHS, we put building blocks of the management structure in to place to enable DHS to deliver the homeland security strategy and mission. Those building blocks included a budget process, program analysis and evaluation, acquisition, logistics, and human capital. The challenge to successfully achieving the QHSR is to continue maturing those building blocks. And even more importantly, integrating the building blocks into a system. In an integrated model, policy and strategy inform capabilities, followed by requirements, driving into the programming and budgeting processes, and acquisition and life cycle management. Strategy must be analytical and integrated, focused and collaborative. The strategic guidance must drive a joint capabilities based analysis that identifies gaps and overlaps, analyzes alternatives to close those gaps and eliminate the overlaps, and develops requirements to fill them. And to ensure the capabilities are effectively delivered, there must be coordinated operational planning with scenarios against the DHS strategy. All aspects of the system must be driven by the most senior DHS leadership at both headquarters and the operating components, and executed with optimum unity. And it must be continually monitored against goals to ensure stated objectives are met.

DHS Secretary Johnson's direction to continue maturing this system is set for in his "Strengthening Departmental Unity of Effort" memo dated April 22, 2014. This memo outlines the further development of DHS planning, management and operations to deliver the DHS missions enumerated in the QHSR. It describes an integrated model designed to ensure that strategic and analytically based decisions optimize mission performance.

Several key tenants of the Secretary's Unity of Effort are critical to successful implementation of the QHSR. The establishment of regular meetings and engagement by the Secretary, Deputy Secretary, and operating component head leaders is critical to the unity initiative. It must provide unified leadership that results in the optimum allocation of resources, while improving the management process for planning and investments. It must develop planning, programs, budgets, acquisition, that are currently effective, and also sustainable throughout the lifecycle of the program and mission.

This system must recognize interfaces and interdependencies and be based on good data and sound analytics. That will position DHS headquarters and operating component leadership to make the right decisions to execute the QHSR missions and strategies. DHS must have the infrastructure in place, then it can execute the evolving homeland security mission to be updated in the QHSR; it can *achieve* the strategy.

The imperative for a unified, sound system is even stronger as DHS moves away from a one-size-fits-all security approach to a risk based security model. A risk based approach to security must be intelligence driven with complete situational awareness from integrated data. This requires unity of effort. The ability to perform effective case management and data driven risk analysis is essential to the risk based approach, and that data must be timely and accurate, and part of a unified effort.

It is critical that once the QHSR is finalized, the initiative to strengthen delivery of the mission set is continued. The framework outlined in the memo must be brought to maturity. Otherwise, the QHSR cannot be *achieved* effectively and becomes just another policy document in the library.

Again I thank the Committee for this opportunity, and look forward to answering your questions today.