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SENATE COMMITTEE ON HOMELAND SECURITY
AND GOVERNMENTAL AFFAIRS

STATEMENT OF
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AND
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BEFORE THE
SENATE COMMITTEE ON HOMELAND SECURITY
AND GOVERNMENTAL AFFAIRS

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Chairman Lieberman, Senator Collins and Members of the Committee:

Thank you for this opportunity to discuss the role of United States Northern Command (USNORTHCOM) and North American Aerospace Defense Command (NORAD) in homeland defense and civil support operations.

Homeland defense is the highest priority for USNORTHCOM and NORAD. We work closely with our interagency and international mission partners to sustain continuous situational awareness and readiness to anticipate, deter, prevent, and defeat a range of symmetric and asymmetric threats in all domains that are directed at our homeland. When directed by the President or the Secretary of Defense, USNORTHCOM stands ready to support primary agencies in responding quickly to natural disasters and the effects of terrorist attacks.

As part of an active, layered response, the Department of Defense (DOD) has a long history of supporting civil authorities with specialized skills and assets that can rapidly stabilize and improve the situation in the wake of catastrophic events. USNORTHCOM provides defense support of civil authorities, as directed by the President or Secretary of Defense, primarily through our subordinate and Service-specific component commands in accordance with the National Response Plan (NRP) and applicable laws, including the Stafford Act and the Economy Act. We are actively coordinating with other federal agencies and developing stronger working relationships with state and local partners, including the National Guard, whether acting in a state active duty, operational Title 32 or federal Title 10 status.

USNORTHCOM fully supports the DOD strategy for implementation of the recommendations generated by the Commission on the National Guard and Reserves. The DOD-recommended changes in the Department's policies, procedures, and, where required, federal law, will foster increased collaboration among federal, military and non-military agencies in meeting civil support requirements. USNORTHCOM is prepared to support and enact each

recommendation as detailed in the implementation plan approved by the Secretary of Defense.

Specifically, we welcome measures that will increase unity of effort through identification and advocacy of civil support requirements, while preserving established and effective command and control authorities. Expansion of joint education and operational experience in both our active and reserve components, without restriction in key leadership assignments, will ensure only the best and most qualified officers are assigned to the full spectrum of joint and Service senior leadership positions.

In addition to our steady-state exercise, intelligence, and operational mission support of interagency homeland defense and security efforts, we maintain a "family of plans." These plans present a flexible and scalable approach to support the national response to natural and man-made disasters of varying characteristics and severity.

USNORTHCOM maintains plans and capabilities to support and complement a civil response. In the event of a natural disaster, destructive weather, seismic or pandemic events, active duty military forces are part of a collaborative and sequentially-layered response. Normally, local first responders are augmented by state resources, either within their state or via an Emergency Management Assistance Compact (EMAC) with other states, to include the employment of National Guard forces operating under the authority of a governor. USNORTHCOM remains vigilant to augment response efforts as part of overall federal support, if resources at the state and local levels are overwhelmed and federal assistance has been requested by the appropriate state authorities.

Specifically, USNORTHCOM has taken steps to significantly improve our ability to respond to natural disasters based on real-world and exercise lessons learned. We have also addressed findings identified in the House Select Bipartisan Committee to Investigate the Preparation for and Response

to Hurricane Katrina Report entitled, "A Failure of Initiative," the White House report entitled, "The Federal Response to Hurricane Katrina Lessons Learned," and this Committee's report, "Hurricane Katrina: A Nation Still Unprepared." USNORTHCOM has incorporated the Joint Staff standing executive order (EXORD) for Defense Support of Civil Authorities (DSCA) into operational planning for the 2007 hurricane season. The 2007 DSCA EXORD complements our defense support of civil authorities plan and gives USNORTHCOM authority, in coordination with supporting commands and military departments, to rapidly respond to requests for assistance from a federal primary agency as soon as specific criteria are met. The EXORD grants the USNORTHCOM Commander the ability to establish operational staging areas, federal mobilization centers, and DOD base support installations in support of the Federal Emergency Management Agency (FEMA) as well as to deploy airborne fire fighting systems upon receipt of a request for assistance from a primary federal agency. The Commander of USNORTHCOM can also place the following assets on 24-hour prepare-to-deploy orders: medium and heavy lift support helicopters, fixed wing search aircraft, communications support packages, patient movement capability, a Joint Task Force Headquarters for command and control of federal military forces, a forward surgical team, and a Deployable Distribution Operations Center.

Through our Army Service component command, U.S. Army North, USNORTHCOM has full-time Defense Coordinating Officers (DCOs) and their staffs in each FEMA region. In addition to acting as the single point of contact for all federal agency requests for DOD assets during response operations, DCOs routinely coordinate with state adjutants general and other key stakeholders to fully understand state response plans, capabilities, and gaps to allow DOD assets to be assigned quickly and effectively, when requested in times of crises.

We have also developed 25 pre-scripted mission assignments (PSMAs) to respond to specific predetermined requests for assistance from designated lead agencies. The PSMAs, developed in collaboration with the Joint Director of Military Support, the Office of the Secretary of Defense for Homeland Defense and Americas' Security Affairs, and the Department of Homeland Security (DHS), are based on anticipated capability requirements and greatly streamline and shorten response timelines.

Improvements in coordination and information sharing with outside agencies include:

- Exchanging liaison officers with the DHS/National Communications System and FEMA/Joint Field Offices.

- Hosting or participating in conferences and tabletop exercises including the 2007 Emergency Preparedness Liaison Officer Conference, the National Guard Bureau 2007 Hurricane Season Conference and the USNORTHCOM Hurricane Conference with the adjutants general from key coastal states.

- Coordinating with the U.S. Coast Guard and National Guard Bureau (NGB) on a Joint Search and Rescue Center for large-scale operations to increase visibility and provide de-confliction of airborne rescue assets.

- Collaborating with DHS and the National Geospatial-Intelligence Agency on a damage assessment concept of operations to streamline pre- and post-hurricane imagery collection processes and dissemination of imagery products between DOD and interagency partners.

- Deploying information management mobile training teams to instruct NGB Joint Operations Center personnel and the staffs of 28 National Guard Joint Force Headquarters on the use of collaborative tools and information sharing processes with our DOD and interagency partners. USNORTHCOM is working in collaboration with the NGB to establish an unclassified web-based Common Operating Picture tool that can be shared with interagency and state partners.

- Providing a Joint Forces Orientation State Engagement Program educational endeavor in collaboration with the NGB and United States Joint Forces Command to facilitate a mutual understanding of joint operational and tactical concepts and information sharing between USNORTHCOM and the 54 states, territories and the District of Columbia. This educational program has established a framework of trust, cooperation, and capabilities between the various State National Guard organizations and USNORTHCOM. This endeavor will enhance USNORTHCOM's response and support should a crisis arise.

USNORTHCOM maintains visibility into FEMA's coordination for pre-positioning and delivery of Defense Logistics Agency (DLA)-sourced emergency meals, fuel, pharmaceutical, medical, and surgical supplies through monitoring the logistical preparations of FEMA and the DLA. This improved situational awareness helps reduce the need for short-notice airlifts and improves our ability to anticipate and rapidly respond to emerging requirements. Unfortunately, the lack of formalized reporting for EMAC requests and resourcing between states does not afford us the same situational awareness and ability to target response capabilities. USNORTHCOM supports formalized EMAC reporting, which would greatly assist all federal response entities in supporting state and local response efforts.

Military responders, regardless of component or reporting chain of command, possess unique and critical capabilities that include joint compatible and survivable communications equipment; mass movement of personnel and supplies; strategic and tactical sensors capable of performing accurate and timely damage assessment; and the ability to augment civil authorities in accordance with existing law.

While most incidents are usually resolved at the local or state level without federal involvement, a catastrophic event would likely exceed resources normally available to local, state, tribal, and private-sector authorities in the impacted area and result in sustained national impacts

over a prolonged period of time. Disasters of significant magnitude have the potential to considerably interrupt governmental operations and emergency services to such an extent that national security could be threatened. In addition, EMACs between states may not adequately function during natural events that span multiple states, such as a pandemic event or in the wake of sequential terrorist attacks. In these cases, a significant federal response, including active duty military forces organized under USNORTHCOM, may be requested by a governor and directed by the Secretary of Defense to support local and state response efforts to save lives and protect property and critical infrastructure.

However, federalization of National Guard forces should only occur under exceptional and extraordinary circumstances. As recommended by the Commission on the National Guard and Reserves, the establishment of a Council of Governors to advise the Secretary of Defense and the Secretary of Homeland Security on homeland security issues, matters involving the National Guard of the various states, and other matters of mutual interest will ensure that a state's interests are clearly understood and represented at the highest levels of the federal government.

The 9/11 Commission cited a "failure to imagine" as a causal factor leading to the attacks of 9/11. Terrorists are actively seeking to acquire or develop weapons of mass destruction. The employment of a large-scale Chemical, Biological, Radiological, Nuclear, or High-yield Explosives (CBRNE) device in the homeland has the potential to cause mass panic, inflict large-scale physical and economic damage, incur loss of life, and represent consequence management challenges potentially greater than those resulting from previous disasters.

Accordingly, USNORTHCOM must contemplate the full spectrum of CBRNE incidents that could occur domestically. This could include the unintentional release of Toxic Industrial Materials (TIMs) as a result of a

natural disaster, accident, or terrorist attack. The far edge of this spectrum deals with low-probability but catastrophic events that have the potential to temporarily incapacitate or eliminate designated civil response leadership. When directed, USNORTHCOM will execute DOD responsibilities outlined in the NRP Emergency Support Functions (ESFs), Incident Annexes, and Catastrophic Incident Supplement (CIS) to meet specified timelines. Critical to our response will be the completion of all Secretary of Defense-approved Requests for Assistance. USNORTHCOM, in conjunction with a Joint Task Force Headquarters and leaders within the Joint Field Office, will recommend additional missions that are required to save lives, mitigate human suffering, and facilitate recovery operations to robustly support civil authorities in the most catastrophic circumstances. USNORTHCOM consequence management operations conclude when the immediate effects of the disaster are contained and the conditions on the ground are set for DOD forces to redeploy.

To effectively provide consequence management for a CBRNE incident in accordance with the NRP incident annexes, the CIS, and the National Incident Management System, USNORTHCOM maintains specific plans for CBRNE Consequence Management that command and control Title 10 forces, and also account for the operation of the National Guard forces under the command and control of a governor.

A variety of specialized federal military forces and capabilities are available to assist and support the designated primary federal agency in all phases of incident assessment, operations coordination, logistics, health services support, containment and decontamination, and safety and risk assessment. These forces provide the requisite flexibility to appropriately respond to each disaster, emergency, incident, or event, and have a wide variety of potential response actions based upon the incident severity,

duration, and location and the capabilities or needs of local, state, or federal authorities.

Hurricane Katrina reminded us of the need to quickly supplement damaged local information dissemination infrastructure. We are prepared to immediately provide support to local commercial radio and television stations, and can both print and distribute the information local authorities need to get to our fellow citizens in a disaster area.

- Joint Task Force Civil Support (JTF-CS) is USNORTHCOM's subordinate component that plans and integrates DOD support to the designated primary federal agency for domestic CBRNE consequence management operations. When directed by the USNORTHCOM Commander, JTF-CS will deploy to the incident site, establish command and control of designated DOD forces and direct military consequence management operations in support of civil authorities.

- Weapon of Mass Destruction Civil Support Teams (WMD-CSTs) are National Guard forces that reside in each state and report to the governor. WMD-CSTs consist of approximately 22 personnel that support local and state authorities at domestic CBRNE incident sites by identifying agents and substances, assessing current and projected consequences, advising on response measures, and assisting with requests for additional military support.

- CBRNE Enhanced Response Force Packages (CERFPs) are currently established in 12 states, with five more recently authorized by Congress. They are made up of approximately 200 National Guard personnel who provide a regional CBRNE response capability that can be employed in either state active duty, Title 32, or Title 10 (federalized) status. CERFPs perform mass casualty decontamination, triage and emergency medical treatment, and location and extraction of victims from the affected area in support of civil first responders or military authorities.

- The Chemical Biological Incident Response Force (CBIRF) is a single U.S. Marine Corps Title 10 unit consisting of several hundred personnel that assists local, state, or federal agencies and designated combatant commanders in the conduct of consequence management operations. The CBIRF maintains capabilities for agent detection and identification; casualty search, rescue, and personnel decontamination; and emergency medical care and stabilization of contaminated personnel.

- The CBRNE Consequence Management Response Force (CCMRF) is a federally controlled capability consisting of several thousand joint personnel in force packages that are organized to perform missions across the CBRNE spectrum. CCMRF capabilities include medical, decontamination, command and control, communications, logistics, transportation and public affairs assets. Because a delay in response could magnify damage to property and loss of life, the Joint Chiefs of Staff CBRNE EXORD expedites the rapid response of consequence management forces in reaction to a CBRNE event.

The ability of our active and reserve component forces to surge to initiate and sustain CBRNE consequence management operations is affected by other concurrent, competing steady-state and surge operations. These operations include: large-scale irregular and conventional military campaigns, lesser contingency deployments, post-conflict operations, homeland defense missions, and other defense support of civil authority operations. In supporting CBRNE consequence management operations, our forces must be able to mitigate the impacts of CBRNE effects; maintain survivable critical infrastructure and continuity of government; and support integrated, cooperative interagency response efforts. To achieve these goals, tailored CBRNE response forces must be able to conduct missions day or night, in all weather conditions; on rural or urban terrain; and in a chemical, biological, and radiological-contaminated environment.

USNORTHCOM has made significant strides in preparing the CCMRF for success, to include developing Joint Mission Essential Tasks, which are integrated into the Defense Readiness Reporting System, as well as developing a CCMRF Phased Exercise Plan. Nonetheless, the current state of overall military CBRNE response force training and equipment resourcing is less than optimal, with both National Guard and active duty forces. As it stands now, additional identified, trained, and equipped forces from the active and/or reserve component are required to effectively respond to multiple, near-simultaneous domestic CBRNE events as directed in the Joint Chiefs of Staff CBRNE EXORD. Whether deliberate or inadvertent, CBRNE events are one of the greatest challenges facing our nation today and require appropriate resourcing. As the Commander of USNORTHCOM, I am committed to ensuring that CBRNE consequence management forces are trained, ready, and prepared to deploy into this challenging environment. I appear before you as a strong advocate for all DOD capabilities, to specifically include National Guard forces as an integral partner in CBRNE response.

Whether responding to a disaster of natural or man-made origins, collaboration among interagency partners at all levels of government is built upon the cornerstone of communication. More than five years after the attacks of 9/11, our nation continues to struggle with two distinct communications issues: interoperability and survivability. Interoperability issues stem from the lack of compatible equipment procurement, standard operating procedures, and planning. The lack of communications survivability will impede response and recovery operations, whether equipment is rendered inoperable by an electromagnetic pulse emanating from a nuclear detonation or by destruction of communications infrastructure, as was the case when Hurricane Katrina affected communications in the Gulf Coast Region. While USNORTHCOM is prepared to provide communications support to mitigate interoperability or survivability problems in the event of a disaster, it is

difficult to plan and resource in light of a fractured national communication system. We require immediate and reliable communications that are scalable, survivable, flexible, and interoperable with our civilian partners based on non-proprietary national standards. These communications must be mobile, secure and both voice and data capable.

While some local, state, and regional areas have achieved an acceptable level of communications compatibility, a multi-jurisdictional incident of significant magnitude will continue to expose communication deficiencies that lead to a breakdown in collaboration precisely when it is needed most. The absence of a standardized, federally-mandated national response communications network, governed by consistent equipment and operational standards, increases the likelihood and requirement for federal support. Providing federal communications grants without guidance or preemptive establishment of equipment and operating standards further exacerbates the existing situation. We support Congressional efforts that facilitate the success of ongoing DHS activities to develop a solution to the national response communications problem.

USNORTHCOM and NORAD conducted Exercise ARDENT SENTRY-NORTHERN EDGE 07 (AS-NE 07) from 30 April to 17 May 2007. This exercise provided local, state, federal, DOD, and non-governmental organizations and agencies involved in homeland security and emergency management the opportunity to participate in a full range of training scenarios to better prepare participants to respond to a series of national crises. Objectives of AS-NE 07 included:

- Demonstrate multi-agency, multi-jurisdictional unity of effort in support of a civilian-led response to a national crisis through collaboration between local, state, and federal responders.

- Provide state leaders an opportunity to orchestrate and lead response efforts within their state to include the use of organic assets, EMACs, and support from federal resources, including active duty military forces.

- Provide the National Guard with an opportunity to exercise with USNORTHCOM, other federal agencies, and representatives from local, state, and non-governmental organizations involved in homeland security.

- Provide USNORTHCOM an opportunity to exercise support of civil authorities in the execution of DOD CBRNE response plans and Joint Task Force operations.

- Provide NORAD the ability to exercise against a variety of non-traditional aerospace threats.

- Test airspace coordination measures and radar gap fill procedures.

- Improve coordination with Canadian partners in cross-border events.

- Explore seams in homeland defense and civil support processes with DOD, U.S. Pacific Command, U.S. Strategic Command, and non-DOD government agencies.

The primary exercise events occurred in Indiana and New England, as well as Alaska and its adjacent waters. The exercise included a Category III hurricane scenario—impacting the New England area, which was the capstone event in preparation for the 2007 hurricane season. Participants included the six New England states, New York, FEMA Regions I and II, and numerous federal agencies. The event was designed to test the full range of domestic emergency management procedures in response to a hurricane under the NRP and the 2007 Hurricane Concept of Operations Plan.

The state of Alaska, in coordination with Alaska NORAD Region and Joint Task Force Alaska, conducted multiple homeland defense, homeland security, and critical infrastructure protection events throughout the state. Major participants included DHS, the FBI, the National Guard and FEMA Region X along with state, local and private sector organizations. Maritime events occurred in the waters adjacent to Alaska and included U.S. Coast Guard, U.S. Navy, and Canadian Navy forces.

National Planning Scenario One (detonation of a 10-kiloton improvised nuclear device) was used as a basis for the scenario in Indiana where local, state, and federal responders had the opportunity to work together while responding to a national crisis. Several local and state organizations provided the initial response to the event. The National Guards of Indiana, Illinois and Ohio were part of a state response of 2,000 National Guardsmen. More than 1,200 active duty military personnel under USNORTHCOM assisted the federal response. Other participants in the federal support of local and state efforts included DHS and FEMA Region V.

Aerospace events occurred across all the exercise venues, testing the ability to mobilize resources for aerospace defense, aerospace control, maritime warning, drug interdiction, and coordination of air operations in a disaster area. This was the largest and most comprehensive series of coordinated national response exercises ever conducted.

Lessons learned from the exercise are being shared with all participants to collectively address areas that require improvement to strengthen our ability for responding to events of national significance through unity of effort and collaboration. Exercises such as AS-NE 07 provide an excellent venue to gauge the effectiveness of our collective plans, operations and command and control as we continually prepare and train for our mission.

Some of the lessons learned include:

- Improving access to and employment of Reserve Component forces to support significant events.
- Increasing the participation in national forums such as the Maritime Operational Threat Response and the Domestic Readiness Group.
- Enhancing our situational awareness to support DSCA incident awareness and assessment in the homeland.

- Strengthening our cooperation and communication among our interagency partners as well as improving coordination between USNORTHCOM and NORAD and outside agencies.

As we act to support civil authorities in responding to natural disasters or the effects of acts of terrorism, we never lose focus on our primary mission of homeland defense. We thank the Members of the Senate Committee on Homeland Security and Governmental Affairs for your unwavering support of USNORTHCOM and NORAD. We are grateful for all that you have done to ensure our men and women in uniform have the tools they need to keep our nation and the American people safe and free. Thank you for your time. I look forward to your questions.