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THE COMMISSION ON THE NATIONAL GUARD AND RESERVES

STATEMENT OF
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UNITED STATES NORTHERN COMMAND
AND
NORTH AMERICAN AEROSPACE DEFENSE COMMAND
BEFORE
THE COMMISSION ON THE NATIONAL GUARD AND RESERVES
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Chairman Punaro and Members of the Commission:

On behalf of the men and women of U.S. Northern Command (USNORTHCOM) and the North American Aerospace Defense Command (NORAD), thank you for this opportunity to discuss the role of the Reserve Component in homeland defense and civil support operations.

Total Force Concept. Our Commands are built upon a total force and total national team concept that includes members from all five Services, the National Guard, the Reserves, Department of Defense (DoD) civilians and numerous federal, state and local agencies. Nearly 150 National Guard and Reserve personnel are assigned to the Commands to include the following senior leaders:

- Major General Paul Sullivan, Air National Guard, Chief of Staff for NORAD and USNORTHCOM (a Joint Staff Chairman's 10 position)
- Major General Richard C. Nash, Army National Guard, National Guard Special Assistant, NORAD and USNORTHCOM
- Major General Hank Morrow, Air National Guard, Assistant to the Commander, National Guard Matters, NORAD and USNORTHCOM
- Major General Robert B. Ostenberg, U.S. Army Reserve, Deputy to the Commander for Reserve Forces, USNORTHCOM
- Brigadier General Steven E. Foster, Air National Guard, Mobilization Assistant to the Director of Plans, NORAD

Homeland Defense and Civil Support Operations. USNORTHCOM is responsible for homeland defense, sustaining continuous situational awareness and readiness to protect the United States against a range of symmetric and asymmetric threats in all domains. We are focused on deterring, preventing and defeating attacks against our homeland. We also stand ready to assist primary agencies in responding quickly to man-made and natural disasters when directed by the President or Secretary of Defense. To best serve Americans in their time of

need, we actively coordinate with other federal agencies, developing stronger working relationships with state and local partners, to include National Guard and Reserve forces.

We execute a strategy of active, integrated, layered defense that allows us to rapidly assume operational control of military assets needed to defend the United States and provide support to civil authorities, when directed, in times of crises. USNORTHCOM defends the homeland primarily through our dedicated Service Components:

- Army North at Fort Sam Houston, Texas
- Air Force North at Tyndall Air Force Base, Florida
- Marine Forces North at New Orleans, Louisiana

In addition, the Commander, Fleet Forces Command, at Naval Station Norfolk, Virginia is designated as the Navy's Supporting Commander to USNORTHCOM.

We provide defense support of civil authorities primarily through our subordinate commands:

- Joint Task Force North (JTF-N) at Fort Bliss, Texas
- Joint Task Force Civil Support at Fort Monroe, Virginia (This unit is commanded by Major General Bruce E. Davis, a federalized Army National Guard officer occupying a Joint Staff Chairman's 10 position.)
- Joint Force Headquarters National Capital Region at Fort McNair, Washington District of Columbia
- Joint Task Force Alaska at Elmendorf Air Force Base, Alaska

Army and Air National Guard forces, under the command of their governor through their state Adjutant General, have primary responsibility for providing military assistance during civil emergencies in all 50 states, Puerto Rico, Guam, the Virgin Islands, and the District of Columbia. Reserve personnel are normally only available for civil emergencies while in a voluntary Inactive Duty for Training status. To eliminate this restriction, we support DoD's FY07

legislative proposal to allow the President to order Reservists to active duty to provide assistance in large-scale national or man-made disasters, accidents, or catastrophes when the response capabilities of federal, state and local civilian agencies have been, or will be, exceeded.

For land domain operations, USNORTHCOM postures and positions forces to deter and prevent attacks. Quick and Rapid Response Forces and consequence management forces are maintained at appropriate alert levels to meet potential threats. We are prepared to execute operations to respond to multiple, simultaneous chemical, biological, radiological, nuclear and high-yield explosives (CBRNE) events.

To defend the nation's airspace, NORAD has aircraft on alert throughout the United States based on a tiered response system. As threat levels intensify, we increase the number of aircraft on alert and on patrol. Many of our alert sites are Air National Guard bases. For these missions, Air National Guard fighter units employ instantaneous Title 10 orders allowing individuals to volunteer, with consent of the Governor, to be federalized for specific missions prior to execution. Since the start of Operation NOBLE EAGLE, Air National Guardsmen and Reservists have flown 71% of the nation's air defense sorties.

The seat of our national government is protected by the National Capital Region Integrated Air Defense System, which integrates radar, irregular air patrols, surface-launched missiles, and control centers. The system is operated by National Guard forces in Title 10 status made available to NORAD for employment.

When directed, USNORTHCOM will exercise operational control (OPCON) of the Ground-based Midcourse Defense (GMD) System and forces. Both the Colorado Army National Guard and the Alaska Army National Guard are integral parts of our nation's defense against intercontinental ballistic missile threats. The 100th Missile Defense Brigade at Schriever Air Force Base in Colorado and the 49th Missile Defense Battalion at Fort Greely in Alaska will be under our OPCON when USNORTHCOM defends the homeland from long-range ballistic threat

missiles using the GMD system missiles at Fort Greely and at Vandenberg AFB in California. DoD has a cooperative agreement with the states of Colorado and Alaska for manning this homeland defense mission with Army National Guard units. The manning model for the missile defense mission automatically transitions these National Guard soldiers from Title 32 to Title 10 status whenever the soldier enters a GMD operational site or otherwise commences operational duties as authorized by the Title 10 chain of command. Command and control of these brigade and battalion members, when performing their missile defense mission for USNORTHCOM, requires dual status commanders. Dual status command will ensure we have authority over soldiers in their Title 10 status while the state maintains authority over the soldiers in their Title 32 status. USNORTHCOM is ready to execute limited defensive operations pending direction from the Secretary of Defense.

If the intelligence stream points to a credible threat in the maritime domain, we position U.S. Navy and U.S. Coast Guard assets based on a tiered response to support a comprehensive and active layered defense that uses all elements of military power to defend the homeland. This can include air and surface assets allocated to USNORTHCOM from any Service or location to include the Navy Reserve, as well as U.S. Coast Guard capabilities.

Coordinated by Joint Task Force North (JTF-N), our force providers continue to support law enforcement agencies in the war against illegal drugs and other transnational threats through the application of emerging DoD-unique technologies. JTF-N coordinates all law enforcement support requests with that state's and in some cases other states' National Guard. DoD Counternarcotics Policy requires that the National Guard have "first right of refusal" for all support requests. Reasons for refusal include lack of available resources or lack of capability resident in the National Guard.

Recently, and primarily due to the stationing of a National Guard liaison officer at JTF-N, the State National Guards and JTF-N have collaborated on several large-scale operations to optimize the use of all available military resources—both Active Component and National Guard

assets. Although no formal "command and control" relationship exists between the National Guard and Active Component forces, coordination permits optimal employment of all available assets. This past year's operational examples include:

- Operation SAN JUAN in Washington State. JTF-N provided multiple maritime, air and ground sensors, as well as planning expertise to U.S. Customs and Border Protection in order to identify low, slow-flying aircraft, presumed to be a smuggling activity, approaching the coastal border in this region. The Washington National Guard Counter Drug Task Force provided rotary and fixed wing flight support.
- Operation WESTERN VIGILANCE in New Mexico and West Texas. JTF-N provided air and long-range ground sensors as well as planning expertise to U.S. Customs and Border Protection to identify and support interdiction of smuggling activities and illegal immigration between official ports of entry in this region. The New Mexico and Texas National Guard Counter Drug Task Forces provided rotary wing support.
- Operation GULF VIEW in South Texas. JTF-N provided multiple maritime, air and ground sensors, as well as planning expertise to U.S. Customs and Border Protection and the U.S. Coast Guard to identify and support interdiction of presumed smuggling activities. National Guard participation included Texas National Guard Counter Drug Task Force fixed wing assets; Arizona, Texas, Washington, and Wisconsin National Guard fixed wing assets; Texas National Guard Special Operations Division; Texas and Wisconsin National Guard Counter Drug Task Force intelligence support; and Texas National Guard Joint Forces HQ intelligence support.

Homeland Defense and Civil Support Plans. Our homeland defense and civil support plans are the foundation of our ability to deter, prevent and defeat threats to our nation and assist civil authorities when directed by the President or Secretary of Defense. DoD forces that may be needed for homeland defense and civil support operations, to include the National

Guard and Reserves, are outlined in the following USNORTHCOM Concept Plans (CONPLANS).

- CONPLAN 2002, Homeland Defense. CONPLAN 2002, Homeland Defense, uses the total force concept to integrate the National Guard and Service Reserve Components into both Flexible Deterrent and Force Package Options. Reserve Component units perform homeland defense missions such as critical infrastructure protection, air patrols and missions related to United States port security.
- CONPLAN 2501, Defense Support of Civil Authorities. CONPLAN 2501 includes Reserve Component capabilities and synchronizes the Reserve Component and active duty response to civil authorities' requests for DoD support.
- CONPLAN 0500, CBRNE Consequence Management. CONPLAN 0500 also synchronizes Reserve Component assets into the overall military response to a CBRNE incident. National Guard Weapons of Mass Destruction Civil Support Teams (WMD-CSTs) and CBRNE Enhanced Response Force Packages (NG-CERFPs) may be the first military responders to a CBRNE incident. DoD active duty forces will not become involved unless the CBRNE incident exceeds the scope of the local, state and other federal response capabilities. CONPLAN 0500 accounts for the contributions of these National Guard assets in the overall military CBRNE consequence management response.

The National Guard is involved in all aspects of the Commands' planning efforts, participating in written coordination and various working groups. Our CONPLANS account for National Guard response operations, while in state status, in parallel with response operations commanded by USNORTHCOM.

Reserve Component Support. We are not aware of any force gaps in our homeland defense and civil support plans where our ability to accomplish the mission is at risk due to shortfalls in Reserve Component availability.

With the exception of a handful of specialty units such as WMD-CSTs and Joint Task Force Civil Support, we concur with the current doctrine that directs military units be trained and organized primarily for warfighting tasks. Regardless of Service Component, units fully trained, equipped and ready to perform their warfighting missions are also capable of conducting civil support missions.

When USNORTHCOM requires forces to conduct homeland defense or civil support missions, the forces are allocated through the Global Force Management System. USNORTHCOM submits a Request For Forces through the Joint Staff to the Office of the Secretary of Defense (OSD) staff and the Secretary of Defense for approval. If approved, a force provider such as U.S. Joint Forces Command or U.S. Pacific Command is tasked to source the needed units. During this process, USNORTHCOM requests a capability. Requests For Forces do not ask for specific units or specify whether troops should be from the Active or Reserve Component. The Joint Staff and OSD staff, in coordination with the force provider, make the decision on what specific units (and thus what Service Component) will be used to meet USNORTHCOM's request.

We have no indication that the Reserve Component has been unable to support USNORTHCOM missions. In fact, during the DoD's response for Hurricane Katrina, the available forces were sufficient to meet our requirements despite the simultaneous commitments to Operation ENDURING FREEDOM, Operation IRAQI FREEDOM and elsewhere. It is important to note the forces that supported USNORTHCOM's mission in Hurricane Katrina were all Title 10 forces from the Active Component and Reserves. The numerous National Guardsmen that responded were in state status using the Emergency Management Assistance Compact (EMAC) system and were under the operational control of the affected State governors and their Adjutants General.

We do not believe it is necessary for the National Guard to "fence" forces for homeland defense or civil support missions. Fencing forces for homeland defense and defense support of

civil authorities is problematic; it is difficult to predict which skill sets will be required to respond to any given event. For example, if you fence radiological response assets and the next event is a hurricane, response capability has not been improved. Likewise, the location of the asset is important. Fenced search and rescue assets in Oregon may increase the response time for an incident in Florida.

It is more important to know what assets are available, their location and transportation capabilities available to move them. There are substantial National Guard, Reserve, and active duty capabilities nationwide. USNORTHCOM requires greater visibility into all forces' capabilities, training, manning and deployability status.

In addition to forces USNORTHCOM may access to support an emergency, the States have considerable National Guard assets, such as WMD-CSTs. Our Army Service Component, Army North, is responsible for Training Readiness Oversight of the WMD-CSTs. Evaluations indicate the WMD-CSTs that are fully fielded and certified are capable of performing their assigned mission. To enhance our ability to respond to CBRNE incidents that cross our nation's borders, DoD has proposed legislation to allow the use of WMD-CSTs in Canada and Mexico, if appropriate authorities in those countries consent to the entry of a WMD-CST into their sovereign territory.

More than 400 Emergency Preparedness Liaison Officers (EPLOs) from all branches of the Reserves are stationed throughout the country. In support of USNORTHCOM operations, EPLOs coordinate the use of DoD resources to support civil authorities through the Defense Coordinating Officer (active duty Title 10) during Presidentially-declared disasters and emergencies. EPLOs serve in major civil and military headquarters with the primary responsibility for planning, coordinating and executing military operations during disasters. The EPLO's full-time job is to establish contacts with officials at local military bases and state and local emergency response units.

Support to Hurricane Katrina Relief Operations. During 2005, USNORTHCOM supported the Department of Homeland Security (DHS) in responding to four hurricanes. We are actively involved in efforts to turn lessons observed into lessons learned and incorporate them into future operations.

As our response to Hurricane Katrina demonstrated, commanding and directing 22,500 active duty forces and coordinating with the efforts of over 50,000 state status National Guard required communication and cooperation. Since the National Guard will play a pivotal role in disaster response, we must ensure unity of effort among active duty forces and state status National Guard forces when assembling and directing a large-scale, multi-state and international response to a catastrophic event.

To enhance our ability to achieve unity of effort, USNORTHCOM hosted a 2006 Hurricane Preparation Conference at Peterson Air Force Base, Colorado this past February. The conference afforded ten Adjutants General and the USNORTHCOM senior leadership an opportunity to prepare for the 2006 hurricane season. The conference advanced our collective ability to respond with the full spectrum of military capabilities in a timely manner, when directed.

USNORTHCOM has initiated collaborative planning and preparation efforts with the Adjutants General from all states, and we are integrating Defense Coordinating Officers into each Federal Emergency Management Agency (FEMA) region. In addition, we participated in the recent meetings of the National Governors Association and the Adjutants General Association of the United States. These face-to-face meetings provided a forum for USNORTHCOM and the National Guard to discuss challenges and responsibilities and enhance our "domestic coalitions."

We deployed mobile training teams on eighty-six missions to demonstrate and instruct the use of collaborative tools and information sharing processes to our DoD and interagency partners. Our teams have trained National Guard Bureau (NGB) Joint Operations Center personnel and the staffs of 28 National Guard Joint Force Headquarters-State, 11 of which are

located in hurricane regions. We are also coordinating with Army North to train Defense Coordinating Officers and Defense Coordinating Elements on the use of collaborative tools, process and procedures to facilitate greater information sharing.

Other actions we have taken to improve our response capabilities include:

- Working with DHS/FEMA and the National Guard to develop common data sets that allow everyone to “speak the same language” when referring to events or requesting assistance.
- Developing pre-scripted requests for assistance for FEMA, in collaboration with DoD and DHS, based on anticipated capability requirements.
- Coordinating with the U.S. Coast Guard and NGB on a Joint Search and Rescue Center for large-scale operations.
- Participating in FEMA-hosted weekly video teleconference on logistics and supply issues.
- Assisting DHS in their National Plan Review process development to ensure compliance with the 2006 DHS Appropriations Act and provide a better understanding of community capabilities when making an impact assessment in the event of a catastrophic incident.

Command and Control Options. There are four formal methods available to enhance unity of effort between National Guard and active duty forces during military operations: Coordinating Authority, Federalization of the National Guard, Dual Status of an Active Duty Officer and Dual Status of a National Guard Officer.

In the past two years, USNORTHCOM employed the last option when a National Guard officer was placed in command of both Title 10 and Title 32/State Active Duty forces for three National Special Security Events (the Republican and Democratic National Conventions and the G8 Summit) and one operational mission (Operation WINTER FREEZE along the Vermont/New Hampshire/New York-Canada border). This option requires the consent/approval of the respective Governor and the President. The dual-status relationship works well when there is time for adequate planning and agreement. Absent such an agreement and in a crisis, retaining

separate Title 10 and Title 32 commanders may be more effective because it avoids placing the dual status commander in the difficult position of complying with potentially conflicting direction from two chains of command.

Exercises. Each year, USNORTHCOM and NORAD sponsor five large-scale exercises and over 30 smaller exercises. Our exercise scenarios have simulated a wide range of homeland defense and civil support challenges, to include: threats from all domains, missile defense, consequence management operations, nuclear counterproliferation, protection of critical infrastructure, maritime interception operations, bioterrorist attacks, other weapons of mass destruction attacks and natural disasters. We also integrate potential disaster scenarios, such as pandemic influenza, into our training and exercises. To date, over 150 federal, state, local and multinational agencies and non-governmental organizations have participated in our exercises. National Guard and Reserve forces are an integral component of all our exercises, including all phases of planning, execution, data collection and lessons learned.

Intelligence. Our Joint Intelligence Operations Center North (JIOC-North) has close, productive ties with the NGB. For example:

- JIOC-North produces a daily product, the "Minuteman," in direct support of the NGB. The "Minuteman" contains threat information of interest to the National Guard audience. The NGB in turn disseminates this product to various National Guard entities across the United States. JIOC-North also maintains intelligence web sites on classified networks which can be accessed by National Guard or Reserve units. The content of these sites includes a variety of information on intelligence operations, plans and threat analysis.
- JIOC-North recognizes the value that National Guard Intelligence, Surveillance, and Reconnaissance support can provide to USNORTHCOM, especially in regard to defense support of civil authorities. During our response to Hurricane Katrina, Air Guardsmen flying RC-130 Scathe View missions and Guardsmen flying RC-26 missions filled critical gaps in our damage assessment capabilities. Success in this area directly impacted

USNORTHCOM's planning to incorporate Reserve and Guard assets into the USNORTHCOM response plans.

To further enhance JIOC-North's relationship with the NGB, we are undertaking the following initiatives:

- Enhance a robust collaborative environment with the NGB and Reserves to ensure optimum efficiency and effectiveness.
- Support the refinement of a Common Operational Picture to provide our customers with essential information.
- Integrate National Guard and Reserve Intelligence, Surveillance and Reconnaissance capabilities.

Initiatives with the NGB. USNORTHCOM and the NGB have worked together on a range of initiatives to improve routine communication and situational awareness. These initiatives include:

- Formalized our efforts to achieve interoperability, collaboration and information sharing with the National Guard via a Concept for Joint Command, Control, Communications and Computers, signed in November 2005.
- Created a strategic advisory board with the National Guard to expedite policies, procedures and solutions to achieve fully capable communications and information sharing.
- Fostered closer ties with the NGB within the logistics and engineering community.
- Established a full-time National Guard watch position in the NORAD-USNORTHCOM Command Center. This watch position has connectivity to the NGB Joint Operations Center to ensure routine coordination of operational missions conducted by the National Guard.

Our ongoing initiatives include:

- Coordinating training for the National Guard's JFHQ-State initiative. Through the NGB's Joint Operations Center, the JFHQs-State provide USNORTHCOM situational awareness on National Guard homeland defense and civil support activities.
- Including NGB participation in USNORTHCOM Commander's Situational Awareness Meetings to provide daily deployment and mission data to the Command.
- Pursuing avenues to implement a tracking system for EMACs to identify National Guard troop movements and locations. We hope to implement this system across involved parties to facilitate situational awareness, collaboration, coordination, command and control.

Conclusion. We have the capabilities and authorities required to meet emerging homeland defense and civil support crises. We continue to look for ways to improve our planning and operations with the Reserve Component to best protect the American people and our way of life. We thank you for the important work you are doing to help shape DoD's future total force. I look forward to your questions.