

STATEMENT OF
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COMMANDER
UNITED STATES NORTHERN COMMAND
AND
NORTH AMERICAN AEROSPACE DEFENSE COMMAND
BEFORE THE
HOUSE ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON TERRORISM,
UNCONVENTIONAL THREATS AND CAPABILITIES
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Chairman Smith, Congressman Thornberry, distinguished members of the Subcommittee, I very much appreciate the opportunity to appear before you and report to you on the state of our two commands, U.S. Northern Command (USNORTHCOM) and North American Aerospace Defense Command (NORAD). Together, these Commands protect and defend the United States and Canadian homelands. I want to leave no doubt in your minds that in the five-year history of USNORTHCOM and fifty-year history of NORAD, the men and women assigned to these Commands have never been more committed to this no-fail mission—they are vigilant, prepared and responsive to threats that may harm our families and our countries.

Since standing up in 2002, USNORTHCOM, partnered with our NORAD teammate, has protected our nation from attack. The USNORTHCOM and NORAD team has been successful thanks to the combined work of our nation's leaders, the Department of Defense, the interagency community, and especially support from Congress. Additionally, since the Hurricane Katrina disaster, USNORTHCOM has re-defined readiness; we have made landmark improvements in our planning, anticipating, communicating and coordinating the federal, state and local response to natural disasters and other events requiring civil support. The National Strategy for Homeland Security states, *"as we face the dual challenges of preventing terrorist attacks in the Homeland and strengthening our Nation's preparedness for both natural and man-made disasters, our most solemn duty is to protect the American people."* This pledge underscores the missions of USNORTHCOM and NORAD, as we monitor 12-20 potentially dangerous events every day.

We continue to place strong emphasis on three focus areas: anticipating threats to our continental security, improving our homeland defense and civil support plans and capabilities, and strengthening relationships with our mission partners. It is my privilege today to report not only on the state of our Commands, but also on our goals for the future.

Our Missions—Anticipate, Prepare and Respond

USNORTHCOM and NORAD are separate Commands—neither being subordinate to the other—with complementary homeland defense missions. We share common values, understand the urgency and significance of our duties in light of very real and present dangers, and operate in a dynamic and uncertain security environment. A range of threats across all domains represents an immediate and future challenge for both Commands. Whereas the enemies of yesterday were relatively predictable, homogenous, hierarchical and slow to change, today’s adversaries are agile, unpredictable, diverse, increasingly networked and dynamic. These adversaries benefit from technologies and materials readily accessible in world markets, to include disruptive systems or the ingredients required to fabricate weapons of mass destruction (WMD). This potential availability of WMD to terrorist groups is of vital concern, especially as terrorists thrive in the “gray area” where notions of crime and armed conflict overlap.

Our missions require a culture of anticipation. With every potentially harmful event, through constant vigilance throughout USNORTHCOM’s Area of Responsibility (AOR), we anticipate appropriate levels of Department of Defense (DOD) response to provide capabilities that protect and defend the American people to prevent and minimize loss of life, suffering and property damage.

USNORTHCOM is prepared to support its federal, state and National Guard partners in responding to a wide range of events. Natural disasters such as major hurricanes, earthquakes or pandemics can quickly exceed the capabilities of local and state emergency response assets and require significant allocation of military resources to help mitigate the effects of and support for relief and recovery efforts. Likewise, a terrorist attack, particularly one involving WMD, may not only cause overwhelming numbers of casualties, but may also initiate a multitude of

cascading events which could require substantial defense support of civil authorities. When needed, our military assets are organized, trained, equipped, and immediately accessible to leverage national, and as appropriate, continental strengths.

An essential element of USNORTHCOM and NORAD success is our ability to anticipate events that may require a military response. We work hard to have global situational awareness of potential events that can affect the safety and security of our homeland. Toward this end, in 2006, the Commands began a project to build a single, integrated command center that supports our requirements for global situational awareness and interconnectivity with key homeland defense and civil support partners. This remains a high priority for the Commands, and we are on track to begin initial operations out of the new, integrated Command Center by May 2008. The NORAD and USNORTHCOM Command Center will provide a more efficient and effective means of executing homeland defense against threats coming from all domains. In addition to an increased capacity to coordinate defense activities with other stakeholders, especially Canada Command, the integrated Command Center will provide a significantly enhanced capability to execute defense support of civilian authorities.

We understand Congress' concerns with the Command Center Integration project. In response, we provided the House and Senate Armed Services Committees' leadership a cost-benefit analysis for the integration and a summary of our actions to mitigate physical security vulnerabilities in early December 2007. As required by the 2008 National Defense Authorization Act, we have completed a Report to Congress on Command Center integration and provided that Report to the Chairman of the Joint Chiefs of Staff for coordination and subsequent submittal to Congress.

Planning Efforts—Integral to our Response

The number one priority for USNORTHCOM is continuing to build active and Reserve Component capabilities to support training and readiness for response to Chemical, Biological, Radiological, Nuclear and High Yield Explosives (CBRNE) incidents. On behalf of DOD, USNORTHCOM is prepared to provide a rapid and effective federal-level response to a catastrophic domestic CBRNE incident, whether it is a deliberate terrorist attack or an accident. Currently, our nation has 53 certified National Guard WMD Civil Support Teams, one in every state, the District of Columbia and Puerto Rico, ready to provide initial detection and identification in a chemical, biological, radiological or nuclear event. Additionally, there are 17 regional consequence response Joint National Guard CBRNE Enhanced Response Force Package units, each consisting of nearly 200 trained people, as well as an active-duty military response unit of nearly 450 Marines which is the gold standard for responding to a WMD attack. Should the event require additional federal forces, we have active duty units of over 3000 members in each unit who are on a short recall to reinforce the initial response teams.

We refined our CBRNE Consequence Management Concept Plan and led efforts within DOD to identify, train and make ready the CBRNE consequence management response capabilities the plan enumerates. Although the DOD response force is intended to augment those of state authorities, such as National Guard WMD-Civil Support Teams and CBRNE Enhanced Response Force Packages, we strongly recommend robust federal response units, referred to as CBRNE Consequence Management Response Forces (CCMRF). This capability is needed because local and state capabilities will likely require additional DOD resources in the event a CBRNE incident is catastrophic or multiple events occur simultaneously. When operational, each CCMRF will deliver a range of ready capabilities, including incident assessment, command

and control, medical, decontamination, logistics, transportation, mortuary affairs, general support, and public affairs. In May 2007, USNORTHCOM successfully exercised the first-ever substantial CCMRF deployment to Camp Atterbury, Indiana, during Exercise ARDENT SENTRY-NORTHCOM EDGE 07; we will exercise these CCMRF capabilities again in May and then annually to maintain critical readiness.

Today, we have notional sourcing for the units we have been tasked to build. This remains a high priority for our Command, and we are diligently working with the Office of the Secretary of Defense, the Joint Staff, U.S. Joint Forces Command, the Services, and the National Guard Bureau (NGB) to source the full CCMRFs. The Secretary of Defense has directed a full-time, dedicated force be trained and equipped by the end of this fiscal year. I appreciate Congress' direction to establish an advisory panel to assess DOD's capabilities to provide support to U.S. civil authorities in the event of a catastrophic CBRNE incident, and look forward to providing input to the panel's assessment.

We worked hard to complete detailed plans that will guide our operational response in the event of a catastrophic event. USNORTHCOM's homeland defense and civil support plans are vital to our Nation's ability to deter, prevent and defeat threats to our security, and assist civil authorities when called upon by the President or Secretary of Defense. We continue to adjust these plans as we evaluate lessons learned from exercises and real world operations. Since the inception of USNORTHCOM, our planning efforts with our mission partners, particularly Department of Homeland Security (DHS), the National Guard Bureau, and Canada Command, have matured significantly.

Our nation uses the 15 National Planning Scenarios as a vehicle to shape nation-wide planning efforts for terrorist attacks and synchronize planning for natural disasters such as

hurricanes and earthquakes. USNORTHCOM plans, such as CONPLAN 3501, Defense Support of Civil Authorities, address each of the National Planning Scenarios that may require USNORTHCOM support. We have established a close partnership with the DHS's Incident Management Planning Team to ensure DOD plans are integrated into the broader government-wide plans being developed by DHS. These plans will address the range of activities across the prevention, protection, response, and the recovery phases for each of the National Planning Scenarios. In coordination with the Joint Staff, the Office of the Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs, and DHS, we have developed a yearly civil disaster assistance Execute Order and 26 Pre-Scripted Mission Assignments to put specific capabilities on alert in order to respond to specific predetermined requests for assistance from designated primary agencies, which streamline DOD response activation.

In preparation for a potential Pandemic Influenza, USNORTHCOM is leading the DOD effort to globally synchronize military efforts to minimize contamination and prevent further spread of the pandemic. In October 2007, USNORTHCOM completed a DOD Global Synchronization Plan for Pandemic Influenza. This plan provides guidance to all the Geographic Combatant Commands, Functional Combatant Commands, Services and DOD Agencies to assist in development of regional plans addressing operations in a pandemic influenza environment.

Each year, USNORTHCOM anticipates, prepares and trains for significant events that may require a DOD response. The Command, in partnership with NORAD, annually sponsors two large-scale exercises (ARDENT SENTRY and VIGILANT SHIELD) and participates in over 30 additional exercises. Our exercise scenarios have involved: air (civil and military) incidents and attacks, maritime and port security, maritime interception operations, missile defense, consequence management in support of civil authorities, nuclear proliferation, nuclear

weapon accidents, weapons of mass destruction attacks, and natural disasters such as hurricanes and earthquakes.

Our exercises (in full partnership with Canada, primarily through Canada Command) are integrated within the annual DHS-coordinated National Exercise Program, wherein we participate in National Level Exercises, and demonstrate our full response capabilities, including the deployment of elements of the CCMRFs. We enthusiastically support and participate in the National Level Exercises, particularly those with senior cabinet involvement, because they are tremendous demonstration and training opportunities for the spectrum of civil and military personnel who may respond to a real world event.

Our Operational Response—Helping Americans Where They Live and Work

We implemented many improvements following Hurricane Katrina that make USNORTHCOM well-prepared for seasonal natural disasters that occur in our homeland, such as hurricanes, floods, and wildfires. For example, in August 2007, Hurricane Dean threatened the United States Gulf Coast as a Category V storm. In anticipation of the significant threat posed by the storm and the possibility of a Presidential Emergency Declaration under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, USNORTHCOM quickly responded, including the following:

- Established direct linkage to the Texas and Puerto Rico state Emergency Operations Centers and the Adjutants General Joint Task Force Headquarters.
- Activated our Future Operations Center.

- Pre-deployed Defense Coordinating Officers and their staffs to St. Thomas, U.S. Virgin Islands (Federal Emergency Management Agency (FEMA) Region II) and Corpus Christi, Texas (FEMA Region VI) in coordination with DHS (FEMA).
- Coordinated with U.S. Transportation Command to transport the FEMA Mobile Emergency Response Support vehicles from Westover, Massachusetts, to Puerto Rico to provide emergency communications support to Puerto Rico and the U.S. Virgin Islands, if necessary.
- Developed the first-ever validated transportation plan for a pre-hurricane evacuation of citizens from Texas and Louisiana.
- Prepositioned Mobile Aero-Medical Staging Facility teams in south Texas, prepared to evacuate special needs medical patients.

As Hurricane Dean advanced across the Western Caribbean and gained strength, the state of Texas requested activation of the National Disaster Medical System and the President approved a pre-landfall Emergency Declaration for Texas. We had already anticipated these developments and, in coordination with U.S. Transportation Command, prepared to assist in the immediate general air evacuation of up to 26,000 people from the Rio Grande River Valley. As it turned out, Hurricane Dean made landfall on the Yucatan Peninsula of Mexico on 21 August 2007 and did not reach the United States. However, if the storm had made landfall in Texas or elsewhere along the U.S. Gulf Coast as some storm models predicted, we were positioned to assist state and local authorities in all aspects of disaster response.

Last fall, we quickly provided the DOD response to help fight the fast-moving, Santa Ana-driven wildfires that threatened hundreds of thousands of California residents. To help save lives and protect homes, we:

- Deployed a Defense Coordinating Officer and staff element to facilitate federal response efforts;
- Deployed U.S. Army North's Operational Command Post to command and control Title 10 forces engaged in assisting state and local authorities, as well as a Mobile Air Staging Facility to process any potential casualties, especially burn patients;
- Tasked, in coordination with the National Guard and Reserves, six Modular Airborne Fire Fighting Systems (MAFFS). MAFFS-equipped, C-130 aircraft flew a total of 76 sorties, dropping retardant to help contain the fires;
- Employed Incident Awareness and Assessment assets that provided critical imagery for local responders.

This was a historical first-use of a DOD unmanned aerial system, the Global Hawk, for a Defense Support of Civil Authorities event. It identified fifty additional hotspots, enabling local responders to optimize the firefighting locations. We conducted these Incident Awareness and Assessment activities while simultaneously safeguarding the civil liberties of American citizens and adhering to appropriate statutes and DOD regulations. USNORTHCOM employment of three Incident Awareness and Assessment / Full Motion Video communications suites enabled the Command to receive real-time video from incident sites and then disseminate unclassified video to all of our partners via the Internet.

In summary, USNORTHCOM remains vigilant and ready to respond to all types of disasters, large or small. Our support even extended to several small-scale events, such as the Minnesota I-35 bridge collapse and the Utah mine collapse. When the I-35W bridge over the Mississippi between downtown Minneapolis and St. Paul collapsed into the river in August 2007, killing several people and injuring many more, we responded. In support of Minnesota

Governor Pawlenty's request, USNORTHCOM deployed the FEMA Region V Defense Coordinating Officer and coordinated with U.S. Transportation Command and the U.S. Navy for the deployment of underwater salvage capabilities to support federal (Department of Transportation, Federal Bureau of Investigation, Environmental Protection Agency, and U.S. Army Corps of Engineers) assistance to the state and local efforts at the scene.

Just five days later, when a portion of the Genwal Coal Mine collapsed in central Utah, trapping six miners approximately 1500 feet below the surface and 4 miles from the mine entrance, we responded again. USNORTHCOM, in coordination with U.S. Transportation Command, synchronized the delivery of the Department of Labor's Seismic Detection equipment to the incident site.

Our Operational Response—Homeland Defense is Job One

Although USNORTHCOM is better known for coordinating the DOD response to disasters in our AOR, the men and women of USNORTHCOM and NORAD remain vigilant in our number one responsibility, homeland defense. Through our operational missile defense program, maritime and air defense activities, both Commands are vigilant and maintain a high state of readiness to respond as necessary against man-made threats.

USNORTHCOM is responsible for directing missile defense operations within our AOR and Hawaii to protect the homeland, allies, and other national interests from potentially hostile acts. We have made great strides in the Ground-Based Midcourse Defense System (GMD) capability and have fielded 23 Ground-Based Interceptors and additional sensor capability standing ready to defend the United States' and its allies' infrastructure and population centers, if needed.

Last year, I testified that I would do my best to make sure Missile Defense flight tests realistically reflect USNORTHCOM's operational environment. In September 2007, I personally participated in a flight test conducted by the Missile Defense Agency (MDA), which successfully demonstrated the GMD's warfighting capability. We are also working with MDA to develop systems such as the Multiple Kill Vehicle program, the 21-inch SM-3 program, and the Theater High Altitude Air Defense program. These improved capabilities will significantly enhance our nation's protective shield against missile threats.

For over six years now, NORAD has executed Operation NOBLE EAGLE and provided the air defense of the United States and Canada through airspace surveillance, a ready alert force, air patrols, and the unique National Capital Region Integrated Air Defense System. We have flown over 48,000 sorties for this operation, and appreciate the National Guard's contribution of flying over 70 percent of these sorties. We continue to fly irregular air patrols to achieve a balance between readiness and sustainability while assuring the defense of our homelands. Despite a grounding of 37% of the U.S. Air Force F-15s due to structural cracks in aging airframes, NORAD air defense fighters remain mission-capable and on alert protecting North America. And reflective of the enduring nature of the NORAD Agreement, during the initial phase of the F-15 grounding, Canadian F-18s seamlessly supported NORAD's Northern Sovereignty Operations.

While our mission requirements are now being met by other aircraft with similar capabilities, such as the F-16s and F-22s, this places an operational strain on the globally-committed F-16s and F-22s. Maritime patrols of our homeland have similar operational challenges, due to the grounding of U.S. Navy P-3 aircraft caused by deterioration of airframes. As such, we strongly support the U.S. Air Force and U.S. Navy efforts to recapitalize the air

defense and maritime patrol aircraft to keep our nation safe and ensure future homeland defense missions are supported at the required levels.

In the National Capital Region, NORAD continues to improve the robust air- and ground-based air defense system. Improvements to aircraft surveillance systems and close coordination with our interagency partners have resulted in quicker detection and identification of intruders into the protected airspace around Washington DC. In addition to the alert fighters at Andrews AFB, the U.S. Coast Guard supports NORAD with alert helicopters to intercept low-and-slow aircraft in the National Capital Region. NORAD's ability to detect and deter intrusions to the National Capital Region will be further enhanced in the coming year by the interagency effort to delineate the airspace around the region. This rule-making effort is critical to the long-term goal of securing the skies over the nation's capital.

In January 2008, NORAD and USNORTHCOM provided DOD support to the President's 2008 State of the Union Address, designated as a National Special Security Event. We provided unique DOD capabilities, including small medical teams of advanced cardiac and trauma life support teams and the Initial Response Force of the Chemical Biological Incident Response Force. We are currently planning support for two other National Special Security Events: the Democratic National Convention, 24-28 August 2008, in Denver, Colorado and the Republican National Convention, 1-4 September 2008, in Minneapolis-St. Paul, Minnesota.

USNORTHCOM and U.S. Coast Guard coordinate operations in multiple national defense mission areas: maritime intercept operations, mine countermeasure operations, maritime security and defense, theater security cooperation, and environmental defense operations. Twenty U.S. Coast Guard personnel are integrated within the USNORTHCOM staff, and the Command is fully engaged with U.S. Coast Guard Pacific and Atlantic Area commands in

maritime planning and execution. Although maritime defense operations are not widely publicized, this quiet mission remains a strong deterrent capability for our nation. In any given month, our Command tracks, and in partnership with DHS and other DOD agencies, takes appropriate measures to ensure these potential threats do not reach our shores:

- 40 foreign flag vessels with potential for intelligence gathering
- 25 vessels of interest to law enforcement (potential contraband)
- 8 foreign nation warships entering USNORTHCOM's AOR
- 100 regulatory vessels (containing hazardous materials or other dangerous cargo)
- 7 vessels of interest to our national security

Our Command also supports DHS in the conduct of port security operations, and we developed plans enabling a rapid response to Secretary of Defense-approved requests for assistance. A significant challenge for port security is our ability to counter underwater mines. An underwater explosive device, either purpose-built or improvised, is a credible threat that could have huge consequences for our nation's port facilities, and would prompt an expensive and challenging recovery effort. The Maritime Operational Threat Response Plan tasks DOD as the lead agency for mine countermeasures in the maritime domain with USNORTHCOM assigned that responsibility for the Continental United States. USNORTHCOM, in coordination with the U.S. Coast Guard, will employ tailored, rapidly deployable forces to respond to a domestic mine incident to re-establish maritime commerce in an expeditious manner balanced with acceptable risk.

The trafficking of illegal drugs continues to be a threat to national security. While our interagency partners have scored record seizures of illegal drugs this year, drugs continue to flow across our northern and southern borders. USNORTHCOM's Joint Task Force-North (JTF-N)

supports law enforcement agencies and ensures unity of effort between Title 10 and Reserve Component forces and those National Guard forces operating under state control (Title 32). Through JTF-N's missions and activities, we continue to sustain important relationships with federal law enforcement agencies and National Guard counterdrug task forces engaged in securing our nation's borders against drug traffickers and their associated activities.

Partnering with Reserve Forces

We understand the vital contributions of the National Guard and Reserves and are firmly committed to helping reconstitute and improve the Reserve Component's operational capabilities. It is in our nation's best interests to enable the states and federal authorities to have the robust resources they need in times of catastrophic events.

Toward that end, USNORTHCOM has been closely coordinating with the Office of the Secretary of Defense and the Joint Chiefs of Staff to meet milestones laid out in the DOD implementation plan for recommendations made by the Commission on the National Guard and Reserves Second Report (1 March 2007), and will do so as well for the Final Report (31 January 2008). Much of what has been said in the press about the nation's ability to defend itself is not correct. I agree that USNORTHCOM's plans can always be improved; however, make no mistake—we are trained, ready and prepared to defend our homeland. I look forward to providing my perspective on some of the more significant recommendations made by the Commission in the Final Report.

Specifically, I take exception to the recommendation regarding governors directing federal forces. USNORTHCOM is committed to supporting governors. Based on the Secretary's direction, we have numerous options that allow federal forces to assist state

emergency response personnel in order to have a coordinated response to domestic catastrophes and other emergency operations. USNORTHCOM's role is clear—we respond in support of governors, adjutants general, and designated federal agencies.

I also believe the Commission's recommendation regarding USNORTHCOM staff qualifications is unnecessary. The Commission recommends that *“a majority of U.S. Northern Command's billets, including those for its service component commands, should be filled by leaders and staff with reserve qualifications and credentials. Job descriptions for senior leaders and other key positions at NORTHCOM should contain the requirement of significant Reserve or National Guard experience or service.”* In fact, this already occurs. This recommendation does not reflect the fact that in addition to the nearly 50 full-time National Guard officers we have in USNORTHCOM, 46% of USNORTHCOM service members have previous experience working with National Guard and Reservist personnel and units. I have six two-star National Guard and Reserve officers who serve as my Chief of Staff, subordinate commanders and direct advisors. Virtually all of my air component and a large percentage of my land component are Guardsmen or Reservists. Thus, while we can always improve, and we will, I am satisfied that we possess sufficient experience levels to provide timely and effective support to the states.

Furthermore, I take my role as the Combatant Commander advocate for the Reserve Component very seriously. This advocacy role was also one of the many recommendations in the second report of the Commission on the National Guard and Reserves that has been implemented throughout the DOD. In each of USNORTHCOM's annual Integrated Priority List and Program Objective Memorandum submissions to the DOD, we advocate for and support correcting Guard and Reserve capability shortfalls for both federal and non-federal roles. USNORTHCOM also advocated for and supported NGB efforts to validate key initiatives such

as Joint Force Headquarters-State and CBRNE Enhanced Response Force Packages through DOD's Joint Requirements Oversight Council. We advocate for changes to DOD policies that allow for more collaborative planning to ensure proper resourcing for National Guard and Reserve units' equipment, personnel and training for civil support operations.

Lessons learned during past events serve to underscore the importance of providing training and education opportunities to members of the National Guard including potential Joint Task Force-State Commanders, Commanders of Joint Force Headquarters-State and their respective staffs. At the request of the National Guard Bureau, USNORTHCOM eagerly took the task to further develop these important National Guard Joint Task Force capabilities. Upon completion of training, participants are better able to conduct and support operations across the entire operational spectrum (State Active Duty, Title 32 status and Title 10 status). In the past year, this program trained over 750 students; in 2008 we plan to train up to 1,000 students.

Three years ago, USNORTHCOM, NGB and U.S. Joint Forces Command launched a combined initiative entitled Joint Force Orientation. The primary objective of this program is to facilitate a mutual understanding of joint operational concepts and information sharing between states, territories and USNORTHCOM. The program currently uses two avenues for reaching the states. The first engagement is a two-day conference held at HQ USNORTHCOM targeting senior civilian and National Guard leadership from states within a FEMA region. The second engagement consists of a team from USNORTHCOM's Standing Joint Force Headquarters North (SJFHQ-N) traveling to a state's Joint Force Headquarters. To date, USNORTHCOM has engaged all 54 states and territories through the two-day conference and our SJFHQ-N team has traveled to 23 states and territories for individual state engagements, the most recent being New

Hampshire in early February. State feedback has been extremely positive, reflecting the value and importance of a USNORTHCOM-state mission partnership that is based on mutual trust.

We support proposed DOD legislative changes regarding the expanded employment of Army, Navy, Air Force, Marine and Coast Guard Reservists in the homeland. Normally, these Reservists are only available for civil emergencies while in voluntary Inactive Duty for Training status. To eliminate this restriction, we ask for your support of DOD's FY09 legislative proposals that will allow the President to order Army, Navy, Air Force, Marine and Coast Guard Reservists to Active Duty to provide assistance in large-scale man-made, natural and accidental disasters or catastrophes when the response capabilities of federal, state and local civilian agencies have been, or will be, exceeded. For example, a third of the Army's medical capabilities are resident with the Army Reserve. By enacting the legislative changes, these medical capabilities would also be available in the case of a domestic disaster or emergency. The bottom line is that enactment of these legislative proposals will increase the source of force options available to the President to support the governors and likely decrease the need to federalize National Guard forces.

Partnering with States and Territories

Working with our mission partners is essential to ensuring the American people obtain assistance during times of need, whether at the international, interagency, or state and local level. Our nation's governors take very seriously their role as Commanders in Chief of their state and we respect that authority. Our job is to support our nation's governors in their leadership role to respond to emergency situations and threats in their states.

We are expanding working relationships with the State Adjutants General. Since taking command, I have personally met with 19 Governors, 32 state Adjutants General and 25 Emergency Management Directors. In 2007, our Command hosted many Adjutants General, including members of the Adjutants General Association Homeland Security Committee, in forums designed to increase information sharing, promote unity of effort and facilitate mutual advocacy. I have also addressed the annual meeting of the National Guard Association of the United States and the Adjutant General Association's Winter Meeting. In each instance, my message is the same: Our forces are trained, equipped and ready to support the needs of a state when disaster strikes or during special security events, and we do it in direct support of the governor, his or her Adjutant General, and the primary federal agency. In the years since Katrina, we have built much stronger mutual understanding and respect between USNORTHCOM and the State Adjutants General as we work together during exercises and real-world incidents.

Partnering with the Interagency Community

USNORTHCOM supports and enables other agencies in our common objectives of homeland defense and civil support. Our NORAD and USNORTHCOM Interagency Coordination Directorate and the Commander's Joint Interagency Coordination Group integrate and synchronize activities of multiple civilian, federal, state and private sector organizations. The group includes 60 full-time people from 40 other federal and DOD-supporting agencies resident at USNORTHCOM. Among the federal agencies are DHS (FEMA, U.S. Customs and Border Protection, and U.S. Coast Guard), Department of State, Department of Health and Human Services, Department of Justice (Federal Bureau of Investigation), Transportation

Security Administration, U.S. Army Corps of Engineers, U.S. Geological Survey, and the Central Intelligence Agency. We also integrate similar expertise from five Canadian agencies.

Cooperation with DHS on requirements, science and technology is a key aspect of our partnership. Improvements in coordination have led to a forward-leaning, anticipatory, operational sequence that reacts quickly to requests for assistance from civil authorities, as approved by the Secretary of Defense or the President.

USNORTHCOM closely coordinates and cooperates with FEMA in a number of areas related to the planning process. DOD liaison officers from USNORTHCOM, the Joint Director of Military Support, and the National Guard Bureau have been assigned to FEMA Headquarters. These experts help ensure effective coordination of activities, provide advice, and facilitate relationship building. We maintain visibility of FEMA's logistical preparations and Defense Logistics Agency-sourced deliveries. This improves situational awareness, helps reduce the need for short-notice airlifts and improves our ability to anticipate and rapidly respond to emerging requirements during civil support missions.

Additionally, USNORTHCOM assigned Defense Coordinating Officers, supported by a six-person Defense Coordinating Element, to each of FEMA's 10 Regions to ensure close coordination in planning. FEMA and USNORTHCOM also co-sponsor an annual Federal Coordinating Officer–Defense Coordinating Officer Conference that maintains and enhances civilian-military understanding and support for planning and disaster response activities.

During the 2007 Hurricane season, USNORTHCOM and U.S. Transportation Command provided in-depth evacuation planning assistance to FEMA Headquarters and Region VI planners, resulting in an updated Louisiana Hurricane Plan. We have maintained this planning momentum throughout the off-season to prepare for the 2008 hurricane season through

involvement in FEMA's Joint Coordination Evacuation Planning teleconferences. Additionally, we volunteered to assist FEMA in the development of their 2008 Hurricane CONPLAN. We are also in the midst of coordinating a 2008 Hurricane Transportation Planning Conference for DOD and federal partners.

Working with the DHS Private Sector Office, we have facilitated appropriate relationships for planning with the private sector (business, non-profit, non-governmental, faith-based and academia) to promote mutual understanding, situational awareness, and unity of effort for homeland defense and civil support arenas, including hurricane and other natural disaster support. For instance, we have a particularly strong relationship with the American Red Cross. They participate in our Joint Interagency Coordination Group and we maintain close contact with their representatives to coordinate actions during real-world contingencies and exercises.

One of our primary goals is to ensure DOD is prepared to provide a prompt and effective health services support response to homeland events as delineated in the 15 National Planning Scenarios. To meet this goal, we are working hard to:

- Improve synchronized medical pre-event planning with public, private and federal partners through participation in exercises, working groups and planning efforts.
- Encourage paradigm shifts in the provision of health services support, presenting alternative solutions to event preparation and execution, e.g., Shelter-in-Place planning versus sole reliance on Strategic Air Evacuation during a hurricane event.
- Enhance utilization of our Joint Regional Medical Planners at all levels of medical planning, providing greater visibility of state and local plans while also working to fully train and integrate National Guard Joint Regional Medical Planners to bridge the gaps in synchronization between Title 32 and Title 10 medical support.

- Improve unity of effort for health services support with our international medical partners in Canada and Mexico, coordinating planning efforts for cross-border events.
- Refine National Disaster Medical System planning in our organizational plans to improve and increase DOD's capability to evacuate patients through a well-coordinated effort among Active, Guard and Reserve Component personnel.

Partnering with Canada and Mexico

The DOD Security Cooperation Guidance's top priority is to build the capacity of allies and partners to help win the Global War on Terror by enhancing coordination with our continental neighbors. In 2007, USNORTHCOM, NORAD and Canada Command initiated a study to examine future roles, missions, and relationships for the three commands, with a desired end state of increasing North American defense and security while enhancing the valued relationship between the United States and Canada. The study will focus on strengthening the U.S. and Canadian armed forces' ability to act in a timely and coordinated fashion to identify, deter, disrupt, and defeat threats to the United States and Canada in all domains and to provide timely, effective, and efficient support of civil authorities as directed.

The development of USNORTHCOM's Theater Security Cooperation Strategy and Implementation Plan have significantly strengthened our relationship with our Mexican defense and interagency counterparts. In 2007, USNORTHCOM hosted high-level members of the Mexican military and interagency community to improve their understanding of our mission in defending the U.S. homeland, while fostering trust and confidence.

The government of Mexico has undertaken an unprecedented war against narco-violence and organized criminal groups, which has been accompanied by improving Mexican interagency

relations, with new partnerships being born between the Mexican military and police. The Merida Initiative captures an opportunity with our critical neighbor to jointly confront the threat of narcotics trafficking and organized crime. We are hopeful that Congress will be able to move this initiative forward this year.

We greatly appreciate Congress' action to lift American Servicemembers Protection Act sanctions in the FY08 National Defense Authorization Act. Your action removed long-standing barriers to enhancing our ability to build partner capacity to effectively counter threats such as terrorism and narcotics trafficking in North America by modernizing Mexico's capabilities and improving interoperability against common threats. In support of the Building Partnership Capacity Execution Roadmap, we are already collaborating with other U.S. and Mexican governmental agencies to enhance emergency preparedness and response activities along the southern border.

While much progress has been made, building partnership capacity is an area that still requires additional Congressional support. There are serious shortfalls in the U.S. Government's ability to help build the capacity of foreign partners—both within and outside DOD. The Departments of State and Defense conducted a systematic review of gaps in authority and developed an omnibus bill called the Building Global Partnerships Act, which was personally brokered by the Secretaries of State and Defense. I strongly urge Congress to enact all of these authorities. Building partner capacity is fundamental to our national security strategy and will make our nation safer.

Improving Our Homeland Defense and Civil Support Capabilities

As part of the larger DOD effort to assess its roles, missions, capabilities and resources needed to combat threats to our homeland, USNORTHCOM and NORAD are leading a

comprehensive homeland defense and civil support Capabilities-Based Assessment. This Assessment will define DOD's core capability requirements in our AOR; evaluate existing capabilities; understand capability interdependencies; and determine where gaps, excesses, and redundancies exist and prioritize them to help inform the Department's decisions on risk management and resourcing in a limited resource environment. DHS and the NGB are playing an integral role throughout this analytical effort. Most importantly, DHS will lead the effort to define the contributions of non-DOD agencies to homeland defense and civil support, thus identifying DOD's capability requirements as well as facilitating DHS's continued actions under Homeland Security Presidential Directive "National Preparedness" (HSPD-8).

USNORTHCOM's Joint Intelligence Operations Center North (JIOC-N) relies on collaborative Intelligence Community networks to gain insight and understanding of emerging international terrorist and strategic threats to North America. Recognizing the challenges of sharing information across agencies and with partner nations, JIOC-N continues teaming efforts with the FBI, National Counterterrorism Center and the CIA's Counterterrorism Center. Additionally, as a result of lessons learned during the USNORTHCOM response to the California wildfires, JIOC-N is working to centralize the sharing of critical imagery and geospatial information to support first responders and deployed DOD personnel responding to crises.

To effectively execute our missions, NORAD and USNORTHCOM rely on the uninterrupted use of the internet and communications systems that comprise our nation's cyber infrastructure. There are a variety of global actors who threaten the security of commercial and government cyber infrastructure. To reduce vulnerabilities and defend against cyber

infrastructure attacks, we are working closely with the Department of Homeland Security and U.S. Strategic Command.

Space situational awareness is essential to our ability to predict threats from space. Distinguishing a foreign space launch from a missile launch is central to our nation's defense and NORAD requires this space data to determine if North America is under attack. Similarly, the re-entry of a spent rocket body over North America has consequence management implications for USNORTHCOM and NORAD. Having a window from which to view space activities enables us to have an overall picture of the next threat to North America. There are over 17,000 man-made objects orbiting earth and thousands more we cannot track. There are eight nations able to launch their own spacecraft and a few that are perfecting this technology. At the same time, there are commercial assets that could—even if unwittingly—launch a malicious payload into space. Saying “don't know what we don't know” is not good enough. I recommend that Congress support the efforts of U.S. Strategic Command to enhance our space situational awareness capability. NORAD requires survivable, protected and dynamic tactical satellite communications capabilities throughout our area of operations, including coverage of the northern Polar Regions. USNORTHCOM requires dynamic satellite communications for capacity and coverage throughout our entire area of responsibility that will support real-time joint force networking, battle space awareness and land air, and sea-borne Command, Control, Communications, Computers, Intelligence, Surveillance, and Reconnaissance. Both Commands' networks must seamlessly bridge with federal, state, and local agencies. In our view, transformational satellites offer the most viable course of action to satisfy our requirements for high-speed, secure, protected, dynamically-allocated and efficiently-utilized communications.

USNORTHCOM communications efforts are focused on ensuring DOD is completely interoperable with our partners in DHS, FEMA, the National Guard, states and local organizations to rapidly and effectively share information to ensure a prompt, coordinated response. We made advances in the area of deployable communications by aggressively addressing shortfalls identified during the response to Hurricane Katrina. In partnership with FEMA and the National Guard, we now have a combined total of 25 Deployable Cellular-Based Suites which include cellular towers, satellite communications connectivity, Land Mobile Radio interfaces, and ancillary devices for emergency responders. All of the suites are interoperable and can be immediately deployed to an incident site to provide reliable communications for civil authorities.

In 2007, we published our Concept of Operations for Domestic Unmanned Aerial System (UAS) Operations, which explains how USNORTHCOM envisions domestic employment of DOD UASs to help accomplish our missions of homeland defense and civil support. UASs will be employed in homeland defense missions to accomplish Intelligence, Surveillance and Reconnaissance, communications, and CBRNE detection. Civil support applications of UASs include Incident Awareness and Assessment, communications, search and rescue, and CBRNE detection.

Beyond our efforts to solve interoperable communications challenges, we must also resolve challenges with our surveillance radars. Inhibitors to these systems significantly impact our situational awareness and threat detection capability.

The U.S.-Canada Surveillance Gap Filler Strategy is the NORAD and USNORTHCOM centerpiece strategy for improving wide area surveillance of the North American continent. Current surveillance gaps leave our countries vulnerable to attacks in multiple domains. We are

conducting a Command and Control Gap Filler Joint Capability Technology Demonstration (JCTD) and are developing a Next Generation Over-the-Horizon Radar JCTD candidate as near-term steps in the strategy to achieve eventual full operational deployment. These technology demonstrations will focus on integrating surveillance sensor data in a developmental command and control system, fielding an enhanced sensor data fusion correlation system at the Continental U.S. NORAD Region Air Operations Center, and operationalizing a more capable wide area surveillance radar system for the homelands.

Our nation lacks an integrated air and missile defense of the homeland against cruise missiles, low-flying aircraft and short-range ballistic missile attacks. As the threat of terrorism looms and the proliferation of advanced asymmetric capabilities grows, I recommend the Department of Defense initiate the development of a truly integrated air and missile defense system-of-systems tailored to meet the unique needs of the homeland. This system-of-systems must allow for military action to protect the homeland and our citizens against surprise attack while operating within the constraints appropriate to protect our way of life and national freedoms.

The Maritime Domain Awareness Concept of Operations and Interagency Investment Strategy, advocated by NORAD and USNORTHCOM and, approved this past year, provides an interagency way ahead to continue to improve maritime awareness in this vital domain. USNORTHCOM directly supports the newly established Global Maritime Situational Awareness Office and also coordinates with the Global Maritime and Air Intelligence Integration office in their efforts to improve awareness. USNORTHCOM has worked extensively with U.S. Joint Forces Command to conduct an experimentation series to further understand the current maritime domain awareness practices and allow evaluation of future ideas.

Since Maritime Warning was added to the NORAD Agreement in 2006, mission development has steadily progressed, with the planning staff working in cooperation with several external agencies in the United States and Canada. Building upon the initial maritime warning capability established in late 2006, our staff prepared a strategic concept that will set the framework to establish and formalize agreements for improved maritime information sharing, to ensure a comprehensive shared understanding between both nations, and to institute the Maritime Warning process.

USNORTHCOM and NORAD continually evaluate global changes that may impact our continental security. One area of concern recognized by the United States government and DOD is the need to study the implications of Arctic climate change and how it will affect our military capabilities, organizations, and infrastructure in the area. Our homeland defense and civil support plans address the DOD response to potential effects of climate change. We support prudent steps to strengthen our nation's disaster preparedness regardless of the political debate on climate change. We are grateful for Congress' direction in the FY08 National Defense Authorization Act that the next National Security Strategy and the new National Defense Strategy include guidance for military planners to assess the risks of projected climate change to current and future missions of the armed forces. We also urge the Senate to ratify the Law of the Sea Treaty, as it will enable the U.S. to be party to the adjudicating body which will determine rights to the region's resources.

There is no doubt future threats will look to exploit seams and vulnerabilities. Our Commands must close seams, eliminate vulnerabilities and enhance security so as to meet evolving challenges that are associated with an interconnected world. Achieving a truly seamless security posture is our perpetual objective.

Conclusion

USNORTHCOM and NORAD are steadfastly committed to our mission of defending our homelands, and we know we cannot fail. Through continued emphasis on anticipating and preparing for all-hazards response with our mission partners, strengthening relationships with our mission partners, improving our homeland defense and civil support capabilities and anticipating future impacts to our continental security, we are on the right path for a secure nation.

Our committed team of active duty members, civilians, Reserve Component Forces, Canadian personnel, interagency personnel and contractors is trained, ready and vigilant in our missions to defend our homelands and provide civil support. We appreciate the Subcommittee's efforts to ensure our men and women in uniform continue to have the best possible equipment, education, training and care for their families. We applaud the President's call for Congress to enact legislation to allow U.S. servicemembers to transfer their education benefits to family members, to expand access to childcare for military families, and to increase government employment opportunities and funding for professional certification for military spouses. If enacted, these initiatives will greatly help military families cope with the challenges they face with frequent moves. We also strongly encourage support for the life-long needs of our Wounded Warriors—it is an obligation our nation must meet. With Congress' sustained support, USNORTHCOM and NORAD will continue to protect and defend our fellow citizens and the freedoms they enjoy.