

**Advance Questions for Vice Admiral Timothy J. Keating, USN
Nominee for Commander, U. S. Northern Command, and Commander, NORAD**

Defense Reforms

Almost two decades have passed since the enactment of the Goldwater-Nichols Department of Defense Reorganization Act of 1986 and the Special Operations reforms. You have had an opportunity to observe the implementation and impact of these reforms, particularly in your assignments as Commander, U. S. Naval Forces Central Command from February 2002 through October 2003 and as Director of the Joint Staff since October 2003.

Do you support full implementation of these defense reforms?

Answer: Yes. The success of military operations in the past several years is directly linked to the implementation of these reforms.

What is your view of the extent to which these defense reforms have been implemented, particularly in the U. S. Navy?

Answer: These reforms have been widely implemented with great success throughout the Department of Defense, including the U.S. Navy.

What do you consider to be the most important aspects of these defense reforms?

Answer: I believe the most important outcomes are improved joint warfighting capabilities, clear operational chains of command and more efficient use of defense resources.

The goals of the Congress in enacting the Goldwater-Nichols Department of Defense Reorganization Act of 1986 and the Special Operations reforms can be summarized as strengthening civilian control over the military; improving military advice; placing clear responsibility on the combatant commanders for the accomplishment of their missions; ensuring the authority of the combatant commanders is commensurate with their responsibility; increasing attention to the formulation of strategy and to contingency planning; providing for more efficient use of defense resources; enhancing the effectiveness of military operations; and improving the management and administration of the Department of Defense.

Do you agree with these goals?

Answer: Yes.

Do you believe that legislative proposals to amend Goldwater-Nichols may be appropriate? If so, what areas do you think it might be appropriate to address in these proposals?

Answer: At this time, I do not see any need to modify the Goldwater-Nichols Act. However, if confirmed, I will not hesitate to make relevant recommendations, if I see a need.

Duties

What is your understanding of the duties and functions of the Commander, U. S. Northern Command?

Answer: The Commander, U.S. Northern Command is responsible for defending the people and territory of the United States against threats to our homeland. The Commander is also responsible for security cooperation with Canada and Mexico, as well as providing civil support as directed by the President or the Secretary of Defense.

What background and experience do you possess that you believe qualifies you to perform these duties?

Answer: Thirty-three years of military training and experience, to include numerous command positions, have prepared me for assuming command of the North American Aerospace Defense Command and U.S. Northern Command. During Operation IRAQI FREEDOM, as Commander, U.S. Naval Forces Central Command, I planned and executed joint warfighting missions. In addition, as Director of the Joint Staff, I have gained invaluable insights into the conduct of joint operations, the duties of a combatant commander and interagency cooperation.

Do you believe that there are any steps that you need to take to enhance your expertise to perform the duties of the Commander, U. S. Northern Command?

Answer: If confirmed, I will take advantage of every opportunity to improve my knowledge of homeland defense and civil support missions. I look forward to engaging with key players within the Department of Defense, including the National Guard, as well as the interagency community and the newly established homeland defense/homeland security education consortium.

Relationships

Section 162(b) of title 10, United States Code, provides that the chain of command runs from the President to the Secretary of Defense and from the Secretary of Defense to the commanders of the combatant commands. Other sections of law and traditional practice, however, establish important relationships outside the chain of command. Please

describe your understanding of the relationship of the Commander, U. S. Northern Command, to the following officials:

The Secretary of Defense

Answer: The Commander, U.S. Northern Command, performs his duties under the authority, direction and control of the Secretary of Defense. He is directly responsible to the Secretary of Defense for the ability of the Command to carry out its missions.

The Deputy Secretary of Defense

Answer: The Deputy Secretary of Defense performs duties as directed by the Secretary and performs the duties of the Secretary in his absence. The Commander, U.S. Northern Command, ensures the Deputy has the information necessary to perform these duties and coordinates with him on major issues.

The Under Secretary of Defense for Policy

Answer: Under secretaries are key advocates for combatant commands' requirements. The Commander, U.S. Northern Command, coordinates and exchanges information with the Under Secretary of Defense for Policy on strategic policy issues involving homeland defense and civil support.

The Under Secretary of Defense for Intelligence

Answer: The Commander, U.S. Northern Command, coordinates and exchanges information with the Under Secretary of Defense for Intelligence as needed to set and meet the Command's intelligence requirements.

The Assistant Secretary of Defense for Homeland Defense

Answer: Normally, interaction with Assistant Secretaries is accomplished through the appropriate under secretary. However, the Commander, U.S. Northern Command, also works directly with assistant secretaries, when appropriate. This is frequently the case with the Assistant Secretary of Defense for Homeland Defense.

The Chairman of the Joint Chiefs of Staff

Answer: While the Chairman is not in the chain of command that runs from the President and the Secretary of Defense to combatant commanders, his role as the senior uniformed military advisor is critical. The Commander, U.S. Northern Command, supports the chain of command as directed in Title 10 and communicates closely with the Chairman to enable him to perform his duties as the principal military advisor to the President and the Secretary of Defense.

The Secretaries of the Military Departments

Answer: The secretaries of the military departments are responsible for the administration and support of forces assigned to combatant commands. The Commander, U.S. Northern Command, coordinates closely with the secretaries to ensure homeland defense and civil support requirements are met.

The Chiefs of Staff of the Services

Answer: The Commander, U.S. Northern Command, communicates and exchanges information with the chiefs of staff of the Services to support their responsibility for organizing, training and equipping forces. Successful execution of U.S. Northern Command's new force protection responsibilities also involves close coordination with the service chiefs. Like the Chairman, the service chiefs are valuable sources of judgment and advice for combatant commanders.

The other combatant commanders

Answer: The Commander, U.S. Northern Command, maintains close relationships with the other combatant commanders. These relationships, which are critical to the execution of our National Military Strategy, are characterized by mutual support, frequent contact and productive exchanges of information on key issues.

The Chief of the National Guard Bureau

Answer: National Guard forces are likely to be involved in almost all homeland defense and civil support missions; close coordination between U.S. Northern Command and the National Guard Bureau is central to the success of these operations. The Commander, U.S. Northern Command, communicates regularly with the Chief of the National Guard Bureau on issues involving the use of National Guard forces.

If confirmed, in carrying out your duties, how would you work with the Department of Homeland Security, the Homeland Security Council, and other federal agencies, as well as state and local authorities and representatives from the private sector?

Answer: If confirmed, I will work operational issues with the Department of Homeland Security, the Homeland Security Council and other federal agencies. I understand U.S. Northern Command's Joint Interagency Coordination Group gives the Command a means to communicate with local, state and federal agencies and facilitate appropriate Department of Defense assistance.

Major Challenges and Problems

In your view, what are the major challenges that will confront the next Commander, U. S. Northern Command?

Answer: As we move further from the tragic attacks of 9/11, I believe maintaining the Command's focus and intensity in protecting and defending our homeland will be important. Our enemies today are like no other we have faced in our Nation's history; U.S. Northern Command should remain prepared to deter and defeat traditional and unconventional means of attack.

Assuming you are confirmed, what plans do you have for addressing these challenges?

Answer: If confirmed, I believe a robust exercise program, involving participants from the Department of Defense, the interagency community, as well as state and local officials, is the cornerstone to success. I also believe the information-sharing culture fostered in U.S. Northern Command is the right approach to help protect Americans where they live and work.

Mission of U. S. Northern Command

What is the mission of U. S. Northern Command?

Answer: U. S. Northern Command conducts operations to deter, prevent and defeat threats and aggression aimed at the United States, its territories and interests within its assigned area of responsibility. As directed by the President or Secretary of Defense, the Command provides civil support. In addition, the U.S. Northern Command is responsible for theater security cooperation with Mexico and Canada, with full respect for their sovereignty.

How does U. S. Northern Command's mission relate to the Department of Homeland Security's mission?

Answer: The Department of Homeland Security has overall responsibility for civil aspects of protecting our Nation. U. S. Northern Command works closely with elements of the Department of Homeland Security at the tactical and operational level to plan, train for and execute homeland defense and civil support missions.

Under what circumstances, if any, would you anticipate U. S. Northern Command would have the lead role in responding to a terrorist incident?

Answer: I believe the President or Secretary of Defense would assign U. S. Northern Command the lead role in defending our Nation against a major terrorist attack. They may also assign U. S. Northern Command the lead in the case of an attack by weapons of mass destruction, or in the event that a terrorist incident occurs on a Department of Defense installation.

What responsibility, if any, does U. S. Northern Command have with respect to the Critical Asset Assurance Program (CAAP)?

Answer: Homeland Security Presidential Directive-7, published in December 2003, assigns the Department of Homeland Security primary responsibility for critical infrastructure protection (the successor program to CAAP) within the United States. It also assigns the Secretary of Defense responsibilities for the protection of the defense industrial base. It is my understanding that the Office of the Secretary of Defense is drafting policy guidance for U.S. Northern Command regarding its responsibilities for critical infrastructure protection.

Organization and Authority

U. S. Northern Command has recently been assigned responsibility for force protection and antiterrorism within its area of responsibility.

What actions would you take, if confirmed, to mitigate force protection vulnerabilities, and what force protection challenges do you anticipate you would face within U. S. Northern Command theater of responsibility?

Answer: If confirmed, I will ensure U.S. Northern Command's force protection and antiterrorism program, which will achieve full program execution on 1 October 2004, includes an aggressive vulnerability assessment process that involves the Joint Staff and Service/Department of Defense Agencies' headquarters. Vulnerabilities will be measured against established standards and risk mitigated throughout the U.S. Northern Command area of responsibility. Spot checks will be performed as needed to verify fixes. This standardization of the various force protection and antiterrorism programs will be a challenge due to the diversity and vastness of U.S. Northern Command's area of responsibility.

What specific forces, if any, have been assigned to U. S. Northern Command?

Answer: Forces assigned to U. S. Northern Command include Joint Task Force Civil Support, Joint Task Force Six, Joint Force Headquarters National Capital Region and the Commanders of the four Service Components (Army North, Northern Air Force, Marine Forces North and Navy North).

How has the assignment of forces to U. S. Northern Command changed since U. S. Northern Command was established on October 1, 2002?

Answer: Since 1 October 2002, U.S. Northern Command has stood up a Joint Force Headquarters National Capital Region. In addition, they deactivated Joint Force Headquarters Homeland Security.

NORAD

What is the mission of the North American Aerospace Defense Command?

Answer: The missions of the North American Aerospace Defense Command are aerospace warning and aerospace control. Aerospace warning consists of detection, validation and warning of an attack against North America. Aerospace control consists of air sovereignty and air defense of United States and Canadian airspace.

How does NORAD's mission relate to U. S. Northern Command's mission?

Answer: The missions of the North American Aerospace Defense Command and U.S. Northern Command are complementary. The North American Aerospace Defense Command conducts operations in the air domain and provides warning of ballistic missile attack. U.S. Northern Command conducts land and maritime defense, U.S.-only air missions and civil support. The Commands coordinate on many issues and work side-by-side.

How does NORAD's mission relate to DHS's mission?

Answer: The North American Aerospace Defense Command provides a layer of deterrence that supports the Department of Homeland Security's mission.

JTF-CS and JTF-6

Since the establishment of U. S. Northern Command, several multi-service commands, e. g., Joint Task Force-Civil Support (JTF-CS), Joint Task Force-Six (JTF-6), have been placed under its authority.

What is the current status of the transfer of command of these organizations?

Answer: The transfer of command for Joint Task Force Civil Support and Joint Task Force Six occurred on 1 October 2002 when U.S. Northern Command was activated. These organizations serve as subordinate commands under U.S Northern Command.

At the present time, various units with responsibilities relating to the counter-drug mission, including Joint Interagency Task Force-East, and Joint Interagency Task Force-West are assigned to various combatant commanders.

Do you anticipate that either of these units will eventually be assigned to U. S. Northern Command? Are there any plans to merge these joint interagency task forces?

Answer: I would not anticipate the assignment of Joint Interagency Task Force South (which includes the former Joint Interagency Task Force East) or Joint Interagency Task Force West to U.S. Northern Command, and I am not aware of any plan to merge these task forces.

What role does U. S. Northern Command play in the Department's overall counterdrug mission and organization?

Answer: U.S. Northern Command, through Joint Task Force Six, synchronizes and integrates Department of Defense operational, training and intelligence support to domestic law enforcement agency counterdrug efforts in the continental United States. It serves as a force multiplier by enhancing law enforcement agency effectiveness.

How are counterdrug operations coordinated across combatant command boundaries, particularly with U. S. Southern Command?

Answer: U.S. Northern Command and U.S. Southern Command have a Command Arrangement Agreement that facilitates counterdrug operations across area of responsibility boundaries. This agreement provides for a shared common operational picture and notification procedures when forces transit areas of responsibilities in the conduct of their mission. Intelligence information is routinely exchanged to eliminate border seams.

The FY 2004 National Defense Authorization Act included a provision (section 1022) that authorizes forces providing support to law enforcement agencies conducting counter-drug activities to also provide, subject to all applicable laws and regulations, support to law enforcement agencies conducting counter-terrorism activities.

How has this authority been implemented, and what financial resources do these task forces have to conduct counter-terrorism missions?

Answer: My understanding is that Joint Task Force Six will become Joint Task Force North by 1 October 2004 and expand beyond counterdrug activities into counterterrorism. It will still be aligned under U.S. Northern Command. Its mission will include the detection, monitoring and support of the interdiction of suspected transnational threats in the approaches to the continental United States. Similar to the counterdrug mission, Department of Defense forces will be in support of law enforcement agencies and follow all applicable laws and restrictions. There are currently no additional resources provided exclusively to Joint Task Force Six for the counterterrorism mission. At the present time, the only counterterrorism missions are those conducted in conjunction with a counterdrug operation.

National Guard

There is still considerable debate about the role the National Guard should play in defending the homeland.

Do you believe that defending the homeland should become the National Guard's primary mission?

Answer: The National Guard is fundamental to homeland defense and plays an important role in planning for and responding to terrorist attacks in the United States. If confirmed, I am confident National Guard forces will be available when needed to defend our Nation.

What is the current status of the working relationship between U. S. Northern Command, the National Guard Bureau, and individual state National Guard headquarters?

Answer: U.S. Northern Command and the National Guard Bureau have a strong relationship. Through the National Guard Bureau, U.S. Northern Command coordinates with state headquarters for planning purposes and maintains situational awareness of National Guard actions and commitments.

If confirmed, what type of liaison relationships for planning and operational purposes would you advocate between U. S. Northern Command, the Department of Homeland Security, federal, state, and local first responders, and National Guard units under state authority?

Answer: If confirmed, U.S. Northern Command will continue to work with the Department of Homeland Security on operational planning, training and execution of homeland defense and civil support missions. U.S. Northern Command will support the Department of Homeland Security's efforts to assist governors and civil authorities in executing homeland security responsibilities. The Department of Defense does not engage directly with state governors on the role of National Guard forces operating under state authority. However, the National Guard Bureau keeps U.S. Northern Command informed of state-level homeland security activities involving National Guard forces.

Do you believe that changes to the "posse comitatus" doctrine under section 1385 of title 10, United States Code, and implementing DoD and Service regulations, would enhance U. S. Northern Command's ability to accomplish its mission?

Answer: No, my understanding is that the Posse Comitatus Act has in no way hampered U.S. Northern Command's ability to accomplish its missions.

Weapons of Mass Destruction - Civil Support Teams

In recent years, legislation has been enacted to establish additional Weapons of Mass Destruction - Civil Support Teams (WMD-CST) with the goal of ensuring that all 54 states and territories have a WMD-CST within their borders. The Department is currently reviewing the mission, doctrine, organization and equipping of these teams.

In your view, do the WMD-CSTs need more robust capabilities to not only diagnose but also manage the response to a WMD attack, including decontamination functions?

Answer: Yes.

Do you think that the WMD-CSTs have adequate transportation support to respond to an event within an appropriate time frame?

Answer: Yes. To the best of my knowledge, the Weapons of Mass Destruction Civil Support Teams have not encountered any transportation difficulties in responding to events.

Do you believe it is advisable for at least some of the teams to have a chemical-biological response capability similar to that of the U.S. Marine Corps' Chemical Biological Incident Response Force (CBIRF)?

Answer: Yes. I fully support the establishment of National Guard Chemical, Biological, Radiological, Nuclear and High-Yield Explosive Enhanced Response Force Packages.

Maritime NORAD

Several proposals have been made to expand NORAD's focus from air to air, land, and sea. The Chief of Naval Operations has suggested creating a "maritime NORAD," and a recent Defense Science Board study recommended that the Department improve and integrate its maritime intelligence, surveillance, and reconnaissance assets with those of the Departments of Homeland Security and Transportation, the CIA, and the FBI.

What do you think would be the advantages and disadvantages of such an approach?

Answer: I believe that improving our awareness of the maritime domain is critical to the security of the United States. There are vulnerabilities in our maritime approaches. Numerous initiatives, including the 96-hour notice of arrival requirement to offload at a U.S. or Canadian port and the automatic identification system—a maritime equivalent to Federal Aviation Administration transponders—are being implemented to improve our maritime awareness. However, these initiatives will only affect large vessels, which still leaves a significant gap in our maritime awareness. Therefore, it is to our advantage to ensure information and intelligence are shared regardless of the source agency. I believe

a cooperative approach is an optimal solution to this dynamic problem, and I see no disadvantage to such a pursuit.

What are your views on potential cooperative Canadian-U.S. maritime activities?

Answer: Continuing cooperation between Canada and the United States on maritime activities would improve our national security. There is currently a robust information-sharing network among our maritime agencies. Security could be further enhanced by a NORAD-like agreement in the maritime domain.

Information Sharing

On June 9, 2004, an incident involving a private aircraft entering the National Capital Region airspace led to the evacuation of the U. S. Capitol. The emergency apparently resulted from shortfalls in the ability of various government agencies, including the Federal Aviation Administration, the Department of Homeland Security, and the Department of Defense to share information. The mission of U. S. Northern Command requires rapid, secure, and effective communication with a variety of federal, state, and local entities.

What steps would you take, if confirmed, to ensure that rapid communication is possible?

Answer: If confirmed, I will work to improve communication during times of crisis. My experience as Commander of Carrier Group Five in Yokosuka Japan taught me the importance of exercises that are designed to enhance communications. This is clearly a challenging issue that I believe warrants continued close attention.

Are there any legal impediments that exist that slow or prevent the rapid dissemination of information gained by military components with other federal, state or local entities, or the private sector?

Answer: I am not aware of any.

Intelligence Sharing/TTIC

What is the U. S. Northern Command's role and involvement in developing intelligence assessments regarding terrorist threats?

Answer: U.S. Northern Command does not collect intelligence data. The Command's Combined Intelligence and Fusion Center coordinates the analysis and fusion of intelligence and collaborates with intelligence and law enforcement agencies to develop terrorist threat assessments. These assessments are shared with decision-makers, the

intelligence community and law enforcement agencies.

What intelligence agencies are involved in providing input to U. S. Northcom's staff for the development of intelligence assessments?

Answer: U.S. Northern Command has representatives from many of the federal intelligence agencies in its headquarters, to include the National Security Agency, the Central Intelligence Agency, the Federal Bureau of Investigation, the Defense Intelligence Agency and the National Geospatial Intelligence Agency, who collaborate in the development of intelligence assessments. In addition, U.S. Northern Command receives information from the Joint Intelligence Task Force Combating Terrorism, the Office of Naval Intelligence, the Coast Guard Intelligence Coordination Center, the Department of Homeland Security and the Government of Canada.

What is the current nature of the relationship between U. S. Northcom and the Terrorist Threat Integration Center (TTIC), and what will that relationship be in the future?

Answer: U.S. Northern Command and the Terrorist Threat Integration Center exchange analyses and collaborate on key issues daily. I understand the Command plans to assign an Intelligence Liaison Officer to the Terrorist Threat Integration Center to facilitate the exchange of information.

How do posse comitatus, privacy restrictions and other laws and regulations concerning the collection of intelligence within the U. S. affect the way U. S. Northcom receives and uses intelligence?

Answer: U.S. Northern Command leverages the authorized intelligence collection activities already performed by national-level agencies, which are responsive to the Command's information requirements. U.S. Northern Command fuses the information to develop comprehensive situational awareness of current and potential terrorist threats, facilitating timely notification to decision-makers.

Cruise Missile Defense

How serious do you believe the cruise missile threat is to the United States and its territories?

Answer: I do believe there is a threat from low altitude fliers, to include cruise missiles.

If confirmed, what capabilities would you prioritize to address this threat?

Answer: The ability to detect and track objects over-the horizon, as well as above, on and below the surface is critical. If confirmed, I will advocate for a persistent wide area low-altitude surveillance capability. I understand the high altitude airship shows promise

as a cost-effective solution to this challenge.

Continental Air Defense

How has the continental air defense mission changed since the end of the Cold War and the events of September 11, 2001?

Answer: Prior to 11 September 2001, the North American Aerospace Defense Command's air defense posture was aligned to counter external threats to North America. In response to the attacks on 11 September 2001, the Command's mission was expanded to protect against domestic airborne threats.

Do you believe that current U. S. continental air defense capabilities are adequate to meet national security needs? If confirmed, what capabilities and programs would prioritize to address any identified deficiencies?

Answer: Yes, the North American Aerospace Defense Command has adequate air defense capabilities. If confirmed, my priorities will be to support Operation NOBLE EAGLE, integrate missile defense and improve the North American Aerospace Defense Command's common operational picture.

Congressional Oversight

In order to exercise its legislative and oversight responsibilities, it is important that this Committee and other appropriate committees of the Congress are able to receive testimony, briefings, and other communications of information.

Do you agree, if confirmed for this high position, to appear before this Committee and other appropriate committees of the Congress?

Answer: Yes.

Do you agree, when asked, to give your personal views, even if those views differ from the Administration in power?

Answer: Yes.

Do you agree, if confirmed, to appear before this Committee, or designated members of this Committee, and provide information, subject to appropriate and necessary security protection, with respect to your responsibilities as Commander, U. S. Northern Command, and Commander, NORAD?

Answer: Yes.

Do you agree to ensure that testimony, briefings and other communications of information are provided to this Committee and its staff and other appropriate Committees?

Answer: Yes.