

STATEMENT BY

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**BEFORE THE
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ON

**DEPARTMENT OF DEFENSE POLICIES AND PROGRAMS
TO COMBAT TERRORISM**

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Good afternoon, Mr. Chairman.

Let me begin by thanking you and the other distinguished members of this new subcommittee for inviting me to discuss the Department of Defense's efforts to support the overall Federal domestic emergency preparedness program and Federal consequence management response.

In the wake of the bombings at the Murrah Federal Building in Oklahoma City and the World Trade Center in New York, it became readily apparent that we as a nation were less than well prepared to respond to terrorist incidents involving WMD. As a result, President Clinton has undertaken significant efforts to galvanize federal agencies and prompt them to work more effectively, both together at the interagency level and in support of first responders, to provide our nation with an enhanced, flexible and integrated response capability.

The federal government is today taking concerted action across a wide variety of fronts. Let me summarize some of those steps. Through the historic Nunn-Lugar Legislation, we have participated with Russia in destroying nuclear missiles, warheads and bombers; and we are on the verge of destroying tons of chemical weapons. In order to deter attacks against the United States, we are continuing to sharpen our military spear. Within this context, force protection efforts remain at the top of our security agenda. We are constructing safer buildings and bases around the globe; we will continue to vaccinate our military forces against anthrax; and we will continue to strike at terrorists, no matter where they find sanctuary.

But we as a nation are also facing the fact that the front lines in the war against terrorism are no longer only overseas—they are also right here at home. As Secretary Cohen recently said, we must face the fact that “the next terrorist attack will come to U.S. soil in a bottle or a briefcase.” We are determined to ensure that we are prepared for a deadly chemical or biological attack against our country. A comprehensive and coordinated government-wide interagency effort is now underway.

Under the direction of President Clinton and Secretary Cohen, and in partnership with Congress, plans, policies and laws are being developed to help us prepare better for the day when terrorists or rogue nations threaten us with unconventional means. President Clinton believes we must do more to protect our civilian population from the scourge of chemical and biological weapons; that we must prepare better to respond to attacks against our Homeland. Last May, in his commencement address at the Naval Academy, the President announced that the government would do more to protect our civilian population from these threats.

Process for Coordinating Interagency WMD Preparedness Efforts

Specifically, the President has signed Presidential Decision Directive 62 (PDD 62)—the Combating Terrorism directive—which highlights the growing threat of unconventional attacks against the United States. In essence, PDD-62 helps bring a program management approach to our national counter-terrorism efforts; it details a new and more systematic method of working together to fight terrorism here at home.

PDD-62 established the Office of the National Coordinator for Security, Infrastructure Protection and Counter-Terrorism to oversee national counter-terrorism efforts. This National

Security Council (NSC)-directed framework is bringing a new impetus and a new urgency to our efforts to support state and local authorities. Within this framework, the NSC established three senior management groups: the Counterterrorism Security Group (CSG), the Critical Infrastructure Coordination Group (CICG), and the Weapons of Mass Destruction Preparedness (WMDP) Group. The NSC chairs all three of these groups; and each group has multiple subgroups.

The NSC-chaired WMDP senior management group coordinates interagency WMDP policy issues and oversees the activities of seven subgroups. These subgroups are engaged in coordinating policies involving Federal Assistance to State and Local Authorities, Research and Development, Prevention of WMD from Entering the U.S., Security of U.S. WMD Facilities and Materials, Contingency Planning and Exercises, Legislative and Legal Issues, and Intelligence. Each subgroup membership is comprised of the appropriate Federal agency/department principals and/or their senior level representatives who can accept or deliver tasks for action. The DoD is an active participant in all of these subgroups, which at its core, operates on the assumption that disaster response is primarily a mission for state and local authorities. As Dr. Hamre mentioned during his testimony on March 9, the role of the Department of Defense is to be a supporting activity to federal and state civilian agencies and officials.

Within the DoD, Dr. Hamre issued an internal management plan for implementing its responsibilities as outlined in PDD-62 and to better coordinate DoD-wide WMDP activities. This management plan identified DoD senior management committees and subject matter subgroups that mirror the PDD-62 committee and subgroup structure established by the National Security Council (NSC).

I am responsible, along with a representative of the Secretary of the Army, for coordinating the Department's WMDP efforts involving assistance to state and local authorities, and for representing those activities at the National Security Council's interagency Assistance to State and Local Authorities Subgroup. I also help to coordinate WMDP activities Department-wide and participate on the NSC's WMDP senior management committee.

PDD-62 and the implementing guidance clearly provided the interagency with a more rigorous management structure for coordinating and promulgating national domestic preparedness programs and policies. As always, however, our efforts are designed to support—not supplant—the efforts of state and local agencies and first responders.

The Role of the National Guard and Reserve in Domestic Emergency Preparedness

One effective means of channeling federal support to first responders will come through the National Guard and Reserve. The Guard is the tip of our military response spear and, as such, will usually be the first military asset on the scene. Indeed, as Dr. Hamre mentioned in his recent testimony, the National Guard and Reserve forces are "forward deployed all over America." When it comes to WMD response, the members of our National Guard and our other Reserve components are ideally suited for the mission. They live and work in more than four thousand communities nationwide. They are familiar with emergency response plans and procedures. And they often have close links with the fire, police, and emergency medical personnel who will be first on the scene. As a result, the Guard and Reserve comprise a highly effective source of trained and ready manpower and expertise.

For example, over half our total military medical capability is resident in the Reserve components. In the event of a WMD event, casualties may be enormous—and we will need to call on Reserve component medical expertise and equipment. The Reserve component, predominantly the Army Reserve, also has more than sixty percent of our military chemical-biological detection and decontamination assets. They will be essential providers of support to state and local authorities in the event of a real or suspected WMD incident.

To better harness these inherent capabilities and make our national plans for WMD response more effective, last May President Clinton announced the establishment of ten rapid assessment and initial detection (RAID) teams. These RAID teams are designed to be assets of the Governors as they perform three vital tasks. First, they will deploy rapidly to assess suspected radiological, biological or chemical events—in support of the local incident commander. Second, they will advise civilian first responders regarding appropriate actions. And third, they will facilitate requests for assistance. Each RAID team will be composed of 22 full-time National Guard soldiers and airmen. The units will be fully mission capable in January 2000.

In FY00, as Dr. Hamre mentioned, we will be requesting permission for five or six additional RAID elements to be organized. Congress must approve additional full-time National Guard positions for these teams. Stationing of these additional elements is currently being analyzed.

Additionally, each of the Reserve components is being called upon to play an expanded role in WMD response. The Department of Defense in FY99 and FY00, will train and equip 43 Nuclear, Biological, and Chemical reconnaissance elements and 127 decontamination elements in the Army Reserve, Air Force Reserve, Army National Guard and Air National Guard, enabling them to more effectively respond to a WMD attack.

In addition, and at the direction of Congress, the Department is working to establish 44 military support detachments, which we refer to as RAID (Light) teams. These teams are being established as part of our overall effort to develop a nation-wide response capability that has strong roots in the local and state first-responder community. They will be established using traditional National Guardsmen and will be built on the RAID model but tailored to the specific needs of each of the States and territories where a RAID team was not placed. The RAID (Light) teams will be structured and trained to provide a modest planning and assessment capability in every state and territory.

In the area of resources and resource management, an interagency board (IAB) was convened to develop a standardized equipment list (SEL) for domestic response elements. This list provides both military and other interagency partners the opportunity to procure standardized equipment to ensure interoperability between response organizations. Ultimately this list will also support the requirements of state and local first responder organizations.

DoD also has a limited stockpile of medical supplies and protective gear, which can be used in a WMD incident, upon approval of the Secretary of Defense. We are also conducting research and development through the Counterterror Technical Support Program and the Technical Support Working Group to develop personnel protection, agent detection and identification

equipment, and mitigation and decontamination equipment for use by first responders. The support provided by DoD will be based upon the resources within the department, our immediate proximity to a situation, or the nature and scope of the situation. It is important to note again, however, that DoD remains a supporting player in the larger combined federal effort.

Congress, in the Strom Thurmond National Defense Authorization Act of 1999, directed the establishment of an advisory panel to assess domestic response capabilities for terrorism involving weapons of mass destruction. This legislation directs the Secretary of Defense, in consultation with the Attorney General, the Departments of Energy and Health and Human Services, and FEMA, to contract with a federally funded research and development center (FFRDC), which will then establish the panel and support it for its three-year life cycle. The panel is to be composed of private citizens who have knowledge and expertise in emergency response matters. The panel is required to provide to Congress an initial report within 6 months, and 3 annual reports. The reports will make recommendations for improving Federal, State, and local domestic emergency preparedness to respond to incidents involving WMD. The RAND Corporation has been selected to establish and support the membership of the panel.

Additionally, in the Department of Defense Appropriations Act of FY 1998, Congress directed the National Guard Bureau to conduct a study on how best to maximize the inherent strengths of the National Guard and other Reserve components in responding to WMD incidents. That study is in the final stages of coordination, and a report from the Chief of the National Guard Bureau will be provided to Secretary Cohen for transmittal to Congress.

The Domestic Preparedness Program

The Defense Against Weapons of Mass Destruction (WMD) Act of 1996 (Public Law 104-201) authorizes Federal agencies to provide resources, training and technical assistance to state and local emergency management personnel who would respond to a WMD terrorist incident. The Act, sponsored by Senators Nunn, Lugar and Domenici, mandates that the United States enhance its capability to respond to domestic terrorist incidents involving nuclear, biological, chemical and radiological weapons. The legislation designated DoD as the interagency lead to carry out a program to provide civilian personnel from federal, state and local agencies with training and expert advice regarding emergency responses to a use or threatened use of WMD or related materials. This interagency effort is called the Domestic Preparedness Program (DPP). The U.S. Army Soldier and Biological Chemical Command is the key element in executing this initiative. In FY97-FY98, the Department spent \$79M in support of its domestic preparedness program, in FY99, the Department will spend \$50M, and in FY00 we plan to spend \$31.4M.

My office provides policy guidance and oversight of the city training/exercises, equipment loans, and expert assistance program aspects of the Domestic Preparedness Program, while the Assistant Secretary of Defense (Special Operations/Low Intensity Conflict) provides oversight for the annual Federal-State-Local exercise mandated by law for the program. The Secretary of Defense designated the Secretary of the Army as the Executive Agent for implementing the program. The Director of Military Support (DOMS) is the Staff Action Agent and the Commander of the Soldier and Biological Chemical Command (SBCCOM) is the Program Director for the Domestic Preparedness Program.

The interagency supported the development of our plan for executing this program, which includes initial visits to selected cities, a week of "Train the Trainer" training for local first responder trainers including hazardous material (HAZMAT), firefighters, law enforcement, and emergency medical service personnel. Tabletop and functional "hands-on" exercises using chemical and biological scenarios further reinforce this training. A training equipment package is loaned to each city for their subsequent training use. To date, 52 cities have participated in the training with approximately 15,000 first responder trainers having been trained.

Additionally, an annual federal, state, and local exercise is held to improve the integration of federal, state, and local response assets during a WMD response. In FY97, the annual exercise was held in conjunction with the "Summit of the Eight" Conference in Denver, CO (May 97). The FY98 exercise was held in September 1998 in Philadelphia, PA. The FY99 exercise is scheduled for August 1999 in New York City, NY.

Other components of this program include the Improved Response Program and the Expert Assistance Program. The Improved Response Program is designed to study shortfalls in a WMD response and then propose solutions and test new and existing equipment. The Expert Assistance Program has established a national Hotline for emergencies, a Helpline for assistance, and web pages that provide technical information needed by first responders.

Because we see this training mission as one more attuned to civilian agencies, facets of this program are being transferred to the Department of Justice. This will also have the benefit of placing the training and equipping roles in one location, as part of the "one-stop" shop consistently requested by first responders. In September 1998, the Attorney General and Deputy Secretary of Defense began discussions on transferring portions of the DPP from DOD to DOJ. Personnel from DOD are currently meeting with representatives from DOJ to develop a Memorandum of Understanding (MOU) for the transfer.

The framework for this MOU is based on the following assumptions:

- The President of the United States will designate the Attorney General as the lead official to assume responsibility for the DPP no later than October 1, 2000.
- DOD will remain the lead federal agency for the DPP through the end of FY2000.
- The transition will be accomplished in stages in order to accommodate existing budgets and program plans.
- DOJ will honor the commitment to train the originally designated 120 cities.

The memorandum of understanding guiding this transfer will be finalized this spring.

The world of domestic preparedness and response is highly dynamic. No single agency acting alone can address the problem in its entirety. As a result, we are in the process of deepening our interagency ties and developing a coordinated approach. We at the Department of Defense realize that this approach is necessary if we are to avoid confusion, both within the federal government and in terms of our ability to communicate effectively with the first responder community. We are working hard to understand the concerns of state and local authorities regarding the federal role in the process. In many respects we share the same concerns, especially

regarding the need for a lead federal agency for WMD and the need for the federal government to speak with one voice on this vital issue.

The Department, along with its federal agency partners; DOJ, FEMA, PHS, DOE, EPA, and others are working hard to ensure that we address problems through a coordinated approach. Both the Department of Defense and the Department of Justice have recently conducted forums with first responders. Without exception, the number one request of first responders has been for the identification of a single federal agency to lead the training and equipping of first responders. As I mentioned earlier, in their words, they seek the ease, convenience and predictability of “one stop shopping.”

In an effort to respond to this need, the Department of Defense and the Department of Justice have agreed in principle to establish the DOJ as the lead federal agency for the federal WMD domestic preparedness. Within that framework, the Attorney General has proposed the establishment of the National Domestic Preparedness Office (NDPO), which is up and running at FBI headquarters and is even now furthering the integration of our national response efforts.

From joint publications to field manuals, from schools to staff colleges, we are working to embed WMD procedures and training into the way we do business. This effort is particularly pronounced at those schools that produce qualified personnel to perform WMD functions. The training of the RAID and other elements will mirror our efforts to work across both Service and interagency lines to develop mutually supportive programs. We are working to ensure that the people who actually respond are prepared to work together to meet the needs of the people affected by a WMD incident. Extensive training will include teaching and course work provided by the Army Chemical School, the Defense Nuclear Weapons School, the Army Medical Department, the Environmental Protection Agency, the National Fire Academy, the US Army Medical Research Institute for Infectious Diseases, FEMA, and the Department of Justice’s Center for Domestic Preparedness.

Defense of the homeland is a national imperative, and we are now taking comprehensive steps to put in place plans and policies that will better prepare the nation to face the growing potential for a wide array of unconventional threats that have proliferated with the ending of the Cold War.