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STATEMENT OF
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U. S. JOINT FORCES COMMAND
BEFORE THE SENATE ARMED SERVICES COMMITTEE
ON STATUS UPDATE OF JTF-CS
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INTRODUCTION

Mr. Chairman, distinguished members of the Committee, thank you for inviting me to address you today. Joint Task Force - Civil Support is a standing joint task force headquarters under the command of the United States Joint Forces Command. It is located at Ft. Monroe, Virginia. It focuses exclusively on providing military support to the lead federal agency during the aftermath of a domestic Chemical, Biological, Radiological, Nuclear, or high yield Explosive (CBRNE) event. The command came into being on 1 October 1999. The implementation plan called for it to be organized and ready to assume its CBRNE consequence management (CoM) mission on 1 April 2000. We met that target deadline. Today we are mission capable and working hard to address the challenges associated with domestic CBRNE consequence management. I would like to take a few moments to update you on our present status.

MISSION

Deputy Secretary Paul Wolfowitz signed interim policy guidance on 28 March 2001 for "Department of Defense Consequence Management Support to Domestic Incidents Involving Chemical, Biological, Radiological, Nuclear and High Yield Explosives (CBRNE-CM)." This policy guidance provided that DoD will maintain JTF-CS as a standing

headquarters and that its "principal focus shall be to plan for and operationally integrate DoD support to the Lead Federal Agency responsible for the U.S. Government's consequence management efforts during a domestic CBRNE incident." In addition, the JTF-CS Charter, approved by CINCUSJFCOM on 17 January 2001, provides that, when directed, JTF-CS will deploy to the vicinity of a CBRNE incident site and provide command and control (C2) of designated responding DoD forces to provide military assistance in support of the lead federal agency (LFA) to save lives, prevent injury and provide temporary critical life support. The charter calls for us to deploy only upon order of the Secretary of Defense and only in support of a civilian lead federal agency. I would like to briefly review both parts of the JTF-CS mission.

PLANNING

The Federal Response Plan (FRP) is the organizational construct under which JTF-CS will respond to a domestic CBRNE emergency. It outlines how the Federal Government implements the Robert T. Stafford Disaster Relief and Emergency Assistance Act to assist state and local governments when a major disaster or emergency overwhelms their ability to respond effectively. Under the Federal Response Plan, federal response operations are organized

into 12 Emergency Support Functions (ESF's). Ten separate federal agencies have been designated as primary agencies for the 12 ESF's. Designation as a primary agency means that the agency so designated is responsible for managing the federal response as it pertains to that particular functional area. The Department of Transportation, for example, is the primary agency for matters pertaining to federal transportation assistance to state and local authorities under the FRP. The U.S. Army Corps of Engineers is responsible for ESF #3, public works. In addition, the FRP tasks DoD with providing support to each of the other primary agencies responsible for directing the federal effort within the other ESF's. This presents JTF-CS with a considerable challenge as we are required to understand the procedures employed by each of the 10 federal agencies and the type of support each is likely to request so that we might support them as they carry out their primary agency responsibilities.

To facilitate our planning processes and to ensure the primacy of the federal agencies we support, we have organized within JTF-CS a special liaison directorate and assigned officers from that directorate liaison duties with each of the 10 federal agencies. These liaison officers are responsible for learning the processes and procedures

unique to their agency and for working with the agency to identify potential requirements for DoD assistance for CBRNE scenarios. We believe this liaison initiative is working very well.

The demand for domestic CBRNE consequence management planning has been greater than was foreseen at the time of the JTF-CS stand up. In the 18 months since our inception, we have quietly performed CBRNE consequence management contingency planning for several domestic special events. Each of these plans has been crafted to support a lead federal agency - normally the Federal Emergency Management Agency, but not always. Our most recent effort was in support of the National Capitol Police in conjunction with the President's State of the Union Address. Planning for these real world special events has provided JTF-CS with extremely valuable experience and has been more important than any other single factor in developing and improving our capabilities.

In addition to planning for real world events, JTF-CS conducts quarterly training exercises that focus on planning and deployment for specific types of CBRNE incidents. To date we have conducted such exercises in each of the 5 areas with which we are concerned: chemical, biological, radiological, nuclear and high yield explosive

events. We have learned to create a base plan for the most dangerous event and prepare branches and sequels for other possible incidents. By doing so, we have reduced our response planning time considerably.

DEPLOYMENTS

In addition to domestic CBRNE CoM planning, JTF-CS, if ordered, will deploy to the site of a CBRNE incident and assume command and control of designated DoD responding assets. Once on site, our mission will be to respond to requests for assistance from the LFA. It is important to note that while we are providing assistance to state and local authorities, we remain a federal military headquarters and our taskings will come from a lead civilian federal agency. In all cases, of course, we remain under DoD control and our chain of command runs from the Secretary of Defense to CINC, U.S. Joint Forces Command to JTF-CS.

The JTF-CS headquarters is ready to rapidly deploy anywhere within the United States, its possessions and territories in response to a CBRNE incident. We have developed this capability through regularly scheduled deployments that are part of our quarterly training exercises and we have recently begun to conduct no notice exercises. We are comfortable that we can meet our

target deployment times and through our exercise program we continue to improve our deployment procedures.

Not all civil support operations require deployment of the entire JTF-CS headquarters. Indeed, such a deployment is unlikely except in the event of a catastrophic CBRNE incident. Because of this, we have also developed a minimum footprint concept that permits us to position ourselves to provide civil support to an LFA if needed but without pre-positioning a large DoD forward presence. This concept uses a small number of liaison and communications personnel to maintain situational awareness and establish communications at a potential incident site while keeping the bulk of JTF-CS at home station ready to respond not only to that site but also to any other site that we may be called upon to support. We are not unmindful that a special event might be used to divert attention from a threat elsewhere and we have planned for that eventuality.

WMD-CST's

As the purpose of this hearing is to review the status of Weapons of Mass Destruction Civil Support Teams (CST's), I would like to explain briefly the present relationship between JTF-CS and these teams.

JTF-CS has played virtually no role in CST development. CST assistance is not currently a part of our

mission and we neither conduct CST training nor perform any oversight functions with regard to their operational capabilities or readiness. There are several reasons for this. The most important is outlined in the FY 2001 Forces for Unified Commands document. The assignment of Reserve Component forces to a CINC in the Forces For document, in this case the 27 CST's, establishes the assigned CINC's authority to exercise training readiness oversight (TRO) authority over them. This authority enables the CINC to exercise responsibility in five broad categories: 1) provision of guidance to component commanders on operational requirements and priorities to be addressed in military department training and readiness programs, 2) comment on service component program recommendations and budget requests, 3) coordinate and approve participation by assigned Reserve Component (RC) forces in joint exercises and other joint training, 4) obtain and review readiness and inspection reports of assigned RC forces, and 5) coordinate and review mobilization plans. Traditional Title 10 responsibilities for manning, equipping, training, and sustaining RC forces remain with the services.

It is important to recognize the CINC's TRO authority extends only to those National Guard units that are assigned to his command. In the case of CST's, this has

not happened because the CST's are still in the process of certification and the Forces For document stipulates they can not be deployed or assigned until they are certified. In the absence of such assignment, the prevailing legal opinion is that the CINC has no TRO authority. Once the Secretary of Defense certifies CST's as being mission capable as required by the law, they will be assigned to USJFCOM and USPACOM at which time the assigned CINC's TRO authority attaches. All that remains for that to occur is the Secretary's certification which we anticipate will be completed in the near future.

In the meantime, the CINC is taking measures to ensure standardization of CST's and their interoperability with JTF-CS. He directed that JTF-CS propose a CST Mission Essential Task List that identifies the tasks, conditions, and standards that will standardize the federal CST mission and make them interoperable with JTF-CS. We have forwarded this list and our associated recommendations through the U.S. Joint Forces Command staff to be promulgated to its Army component and to the NGB.

The CINC also tasked JTF-CS to prepare an outline of the tactics, techniques, and procedures (TTP's) JTF-CS is using to support special events. Once completed these will be made available to the CST's for their use in supporting

special events within their respective states if called upon to do so. The initial draft of that document has been completed and we anticipate turning it over to the U.S. Joint Forces Command staff shortly.

The CINC has also asked us to look at the training program for CST's. The CST training program is doctrinally sound. It was put together very quickly and as with any such program refinements are required as the program matures. However, that notwithstanding, CST members receive some of the best and most comprehensive CBRNE consequence management response training available anywhere. Each soldier goes through approximately 800 hours of individual training conducted not only at DoD schools but also at schools sponsored by the Federal Emergency Management Agency, the National Fire Academy, the Department of Energy, the Environmental Protection Agency, the Department of Justice and the Federal Bureau of Investigation. Following completion of individual training, soldiers are taught to function as a team and to perform mission essential tasks in accordance with conditions and standards published by the U.S. Army Chemical School. U.S. Army Forces Command, the Army component of U.S. Joint Forces Command, conducts external evaluations of each team at the end of its training cycle

and assesses its level of proficiency in the tasks that are critical to the performance of its mission. In summary, it is our belief that the CST's are well trained and valuable assets that contribute materially to the accomplishment of the CBRNE consequence management mission.

In conclusion, JTF-CS has made great strides since its inception a year and a half ago. We believe we have established good relations within the interagency and we are confident we can deploy quickly if called upon to help in time of need. Thank you for allowing me to speak with you today.