



7.2 UNRESTRICTED WARFARE—SENIOR PERSPECTIVES

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INTRODUCTION

I am happy that I have already heard some of my favorite words like exercises, private sector, and, in our case of course, other governments at the U.S. North Command (NORTHCOM) side who are our neighbors and share relationships in general. I have heard about the project on national security reform, and I am a big fan. I think Dr. Locher is going to be a power in shaping interagency collaboration.

However, other than the North American Aerospace Defense Command (NORAD) and NORTHCOM, there are some fairly unique challenges in working within the homeland and our Constitution. We worry about how that all fits together from a DoD point of view. To relate a short anecdote, some time ago, a national magazine came to Colorado Springs—I will not further identify that magazine other than to note that they use a lot of

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spandex on the cover. Their role, we heard, was to write an article on how NORTHCOM was spying on the American people.

I spent some time with that reporter, and we talked about one of my, and our, concerns: how do you engage the private sector? You could see the eyes light up as he said to himself "Aha, the smoking gun." I tried to explain by saying that in the event of some sort of a disaster, if DoD, the Federal Emergency Management Agency (FEMA), and let us say Wal-Mart each have a truck of water, we should know each other well enough not to send all three of those trucks to this little town that only needs one truck of water.

TWO COMMANDS

Resource management is really the basis of why we would like to engage many partners, and principal among them is the private sector. The reporter said, "Ah, I got it," went away, wrote an article about NORTHCOM spying on the American people. So there are those kinds of challenges that we work on and deal with all the time. Remember there are two commands out there. NORAD is 50 years old and pretty well established in most of what it does. NORTHCOM, however, is not a bi-national command but a U.S.-only command, about seven years old at this point, and very young in bureaucratic terms.

NORAD has three missions:

1. Aerospace warning, which includes surface to forever, what is going on above us, and the dissemination of that information.
2. Aerospace control, which is somewhat of a misnomer because it is actually air space control, the kinetic part that deals strictly with air breathers. If necessary, a decision would be made to shoot down an airliner, which is quite a serious operation.
3. Ratified maritime warning that monitors what is occurring in the seas. Two governments developed

this new concept two to three years ago, and instead of building a giant new structure, they will combine existing sensor systems to increase the awareness among the appropriate authorities, which is a major challenge. Both governments are struggling with that as we speak.

NORTHCOM, on the other hand, has two missions:

1. Homeland defense, which everyone somewhat understands. Every combatant command has the mission of defending the U.S. homeland.
2. Defense support to civil authorities, which is more difficult. The concept of support is tough for the uniformed community because, generally speaking, the uniformed community would like to have a mission along with some resources and ask everybody to kindly step aside while that mission is pursued, which is not always the case in the homeland when we have to pay attention to the U.S. Constitution.

If a major part of our role is supporting civil authorities, it seems like a good idea to know something about the people you are going to support. In fact, on any given day, there are 40 resident agencies by Peterson Air Force Base, mostly federal agencies, but some nonfederal as well. There is a Defense Threat Reduction Agency (DTRA) representative and a large intelligence community presence at NORAD. The Federal Bureau of Investigation (FBI) is present also, both full time and part time, including some of you attending this symposium. Forty agencies are on post, and if we draw a circle around Denver, we are up to a total of 60 agencies; these people are pre-identified, pre-cleared, and pre-committed that we know and they know us. When an incident occurs, whether exercise or real, they would join and support us. Program analysis and evaluation, on the other hand, is not represented there, mostly because of fear. Support is a two-way street, which we try to emphasize.

CHALLENGES

A major challenge is state engagement. Everybody remembers Lieutenant General Russel Honoré marching around New Orleans while there were 70,000 uniforms involved in Katrina, 50,000 of which were under the command of governors. I think we all know there are 50 independent nations and four that are called territories, each of whom has an Army or an Air Force division working for the Head of State or the Governor of that state or territory.

A constant challenge is determining how so-called active duty (Title 10) people work with what is truly the power of the nation, the uniformed power. There is tension. Those guardsmen, not federalized, know very well who they work for, and it is not NORTHCOM. Governors do not work for the President, so I guess it is not the President either. This is the issue we work on a lot. I have been working for NORTHCOM four years, and we are maturing at what is not a comfortable mission for the Title 10 uniformed community.

We have another challenge concerning the national exercise program. The name leads you to believe that everybody participates. DoD continues to be fascinated by a nirvana of exercises, which are two weeks around the clock, and if you are a logistician, they are probably two months around the clock.

The FBI does not want to run through duplicate exercises, but DTRA will do it. This is not something that other agencies are prepared to do, whether they just do not want to or, more than likely, they are too busy. Therefore, we need to figure out a way to exercise both the anticipation events and the response events of a disaster, whether natural or manmade. We need to be able to exercise that in such a way that other federal agencies will participate.

Even beyond this, we need participation from more than federal agencies. How do you get the states involved? How do you, and not just the National Guard in the states, get Wal-Mart involved? We are working on that, and there is a lot of work to do. Tapping into the private sector is a major challenge, I would

think, anywhere, certainly in the homeland. We are very aware of the fact that the private sector holds 85 percent of the critical infrastructure in the U.S.

Once again, we need to know each other, not in a command and control sense but in a noninterference and resource management sense. How do you make use of the power of the private sector, the states, and the larger community?

Admiral Nanos and I met each other not too long ago to talk about tunnel detection, a long running critical problem that has not been solved. We are trying, on an interagency basis, to collaborate with DTRA, the Department of Homeland Security, and U.S. Customs and Border Protection (CBP) to develop or actually field some existing technology.

This is not a big research and development effort, but this symposium is the first Joint Capability Technology Demonstration to address this subject; it is the first time that there have been co-sponsors across bureaucratic lines that clearly benefits DoD worldwide but also benefits the CBP. DoD does not have authority at our borders, but we certainly would like to know whether someone is using tunnels to transport drugs, people, and, more importantly, even weapons of mass destruction.