



# Association of the United States Army

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## U.S. Army North/Fifth Army: Building Relationships for a Secure Homeland

*In all of [our] mission areas, complex relationships are the key to effectiveness, particularly in support to civil authorities and defense of the homeland.*

General Charles H. Jacoby, Jr.,  
Commander, United States Northern Command,  
in testimony before the Senate Armed Services Committee, 28 July 2011\*

### Introduction

The 21st-century world faces a complex set of challenges that do not fit into traditional categories. Historically, the U.S. homeland has been largely spared the catastrophic events seen in much of the rest of the world. However, the steady convergence of terrorism, hybrid threats and natural disasters—coupled with the instability and uncertainty of the global environment—requires the United States to prepare for contingencies on its own soil. Protecting citizens, mitigating the impacts of crises and preserving the American way of life are enduring Army concepts. These concepts require constant attention and the ability to anticipate and quickly respond to any type of mission, regardless of location.

The Army's vision of itself as part of the joint force through the year 2020 is supported by three pillars: prevent conflicts; shape the global environment to empower allies and partners to succeed; and win decisively when forced to fight. U.S. Army North (ARNORTH)/Fifth Army, the Army service component of U.S. Northern Command (NORTHCOM), is the only Army headquarters focused full-time on the "prevent" and "shape" aspects of homeland defense. U.S. Army North is dedicated to building security cooperation partnerships with Mexico, Canada and the Bahamas and supporting domestic civil authorities. It can provide synchronized operational/logistical support for federal agencies engaged in consequence management; specialized disaster training; and command and control capability anywhere within the United States. U.S. Army North is improving the enduring military-to-military relationships with border nations, growing the relationship with the reserve component—especially the National Guard—and strengthening the military-to-civilian relationships



with federal, state and local authorities; together these relationships form the foundation of a deep and credible protection of the homeland.

### The Homeland Theater and U.S. Army North

The homeland is a theater of operations just like any other geographic combatant command; however, it has some unique force requirements and statutory limitations. For Defense Support of Civil Authorities (DSCA) missions, there are two separate, distinct and mutually exclusive chains of command. The federal-led response mirrors that of other combatant commands—it is under the control of the President down through the Secretary of Defense to the Commander, U.S. Northern Command. The state-led response is under the control of a governor and corresponding National Guard Adjutant General. ARNORTH helps units and interagency partners across 54 separate states and territories accomplish the required training, standardization, equipping and command and control for NORTHCOM-directed DSCA missions. It also helps synchronize Department of Defense operations that already exist within federal, state and local

\* Delivered as a lieutenant general at his nomination hearing for promotion to general and command of United States Northern Command/North American Aerospace Defense Command.

agencies conducting coordination, support and cooperation activities—unity of effort and efficiency are the keys to success.

### Theater Security Cooperation

Key to the Army 2020 pillar of “shaping” is building partner-nation capacity and military-to-military relationships that give the United States another layer of protection. An enduring mission of all combatant commands is theater security cooperation (TSC). ARNORTH, as the Joint Force Land Component Command (JFLCC) for USNORTHCOM, is responsible not only for all land forces assigned to the theater but also for TSC with Canada and Mexico. The United States’ military relationship with Canada is well-established. However, TSC events such as joint military exercises, strategic working groups and combined planning sessions enhance force interoperability and address the shared threat of transnational criminal and terrorist networks. U.S. Army North’s priority focus for security cooperation is with Mexico; Fifth Army’s relationship with the Mexican military dates back to the 1940s. Presently, transnational narco-trafficking organizations and associated criminal elements are a significant challenge for both nations. The governments of the United States and Mexico are undertaking a joint effort to combat these corrosive and dangerous threats while building a closer, enduring relationship. A robust engagement and training program supports the U.S. government effort through an annual Border Commander’s Conference, counter-improvised explosive device (IED) training, medical training, border contact meetings between the Mexican military and the U.S. Border Patrol and asymmetric-threat seminars for Mexican military personnel. ARNORTH conducted more than 65 mobile training team events with Mexico in 2011; 88 events are planned for 2012. ARNORTH also provides the U.S. law enforcement agencies responsible for the U.S.–Mexico border with training, technology and intelligence support to enhance interdiction capability. The support to U.S. civil law enforcement is not categorized as TSC, but the efforts to combat



transnational elements are closely bound with those of the theater security cooperation process with Mexico and are part of the mission to defend the homeland in depth.

### Setting the Theater

Part of the responsibility as JFLCC to NORTHCOM is to “set the theater” in the homeland. Setting a theater involves planning, training and prepositioning of equipment to allow a swift setup of command and control, response, sustainment and support systems and personnel for DSCA missions. Furthermore, in the homeland the setup must be achieved without allowing units and assets to create an operational or logistical burden for responding civilian authorities or the affected state. For example, during a major domestic incident, setting the theater involves identifying the mission, deploying initial response forces, integrating those forces into the civilian-response chain of command and building the sustainment footprint to bring in additional forces as required. Successful theater setting provides leaders with sufficient capability to support civil authorities and conduct related operations for the duration required.

A key mission element in setting a theater is “theater opening,” which consists of the rapid actions required to establish and (initially) operate ports of debarkation—air, sea and rail—and in turn build a sustainment base that allows for the maximum throughput of the federal response assets. As initial ports of debarkation are established, ARNORTH must vector sustainment resources to crisis areas from around its area of responsibility. To do this, it has the 167th Theater Support Command of the Alabama Army National Guard to coordinate the flow of logistics support. “Set the theater” support includes but is not strictly limited to communications, theater-specific training requirements, life-support functions, human resources, financial management, force health protection, engineering, movement (air/land/water transport, inland terminal operations), material management, maintenance and contracting.





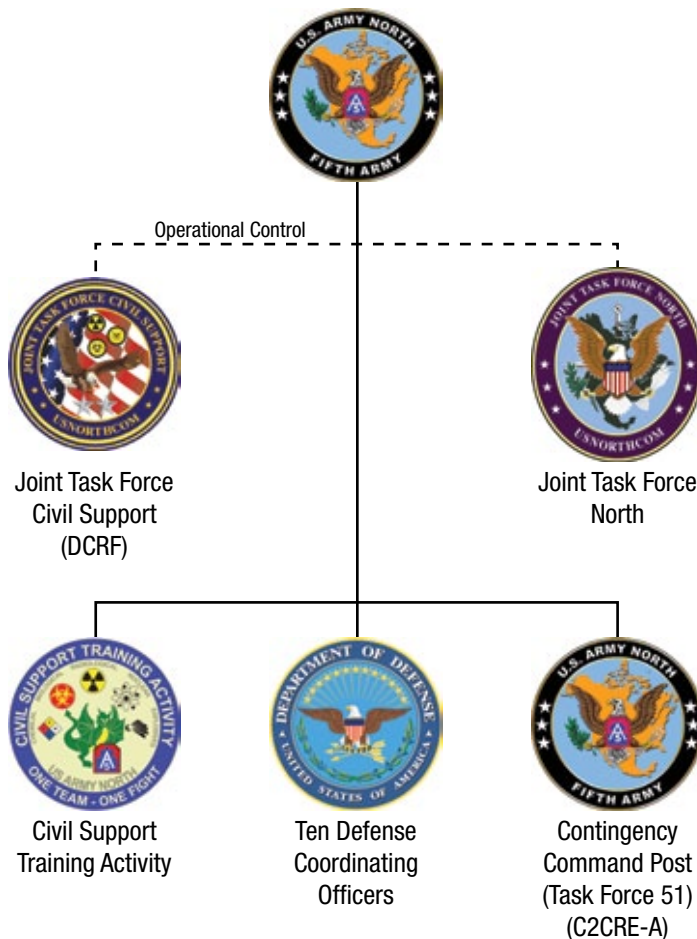


### Contingency Response and Support of Civil Authorities

U.S. Army North will, in almost all instances, play a supporting role in catastrophic homeland response operations. The corresponding mandate to identify, engage and synchronize operations with civil, state and local entities begins with the command's ten Defense Coordinating Elements (DCEs). Each of the DCEs is collocated with a Federal Emergency Management Agency (FEMA) regional headquarters and comprises about a dozen personnel, including civilians, led by a military Defense Coordinating Officer. The DCE provides expertise on federal, state and local emergency response plans; it is also the coordination point between federal- and state-level assets—which requires building and maintaining habitual working relationships with appropriate organizations and staffs. The DCO/E, when directed, can deploy with the FEMA Incident Management Assessment Team to quickly develop situational awareness of the incident and manage work requests for Department of Defense (DoD) assistance to the primary federal agency. The DCO/E also keeps NORTHCOM and ARNORTH aware of actions at the incident so that DoD can anticipate and quickly respond with critical capabilities when requested. ARNORTH also has a rapid-deployment contingency command post (CCP) to command and control federal forces in an incident area. The CCP can quickly respond to any hazard and facilitate expansion or follow-on force deployments.

Joint Task Force Civil Support is America's specialized response force for chemical, biological, radiological, nuclear and high-yield explosive (CBRNE) events on U.S. soil. The Civil Support Training Activity (CTSA) is an instructional cadre that conducts training and external evaluations for all technical response forces of the DoD CBRN Response Enterprise. The enterprise encompasses capabilities within the National Guard as well as federal response forces and comprises approximately 18,000 personnel.

## U.S. Army North USNORTHCOM Joint Force Land Component Command



- The Army Headquarters within the United States dedicated to:
  - Homeland Defense
  - Civil Support
  - Security Cooperation
- Purpose – to Protect the American People and Way of Life
  - Coordinate Department of Defense (DoD) assistance to other Federal Agencies
  - Provide deployable command and control headquarters within the U.S. Northern Command's Area of Responsibility
  - Provide Civil Support and Homeland Chemical, Biological, Radiological and Nuclear Training

C2CRE-A – Command and Control Contingency Response Element (Army)  
 CBRN – Chemical, Biological, Radiological and Nuclear  
 DCRF – Defense CBRN Response Force  
 USNORTHCOM – United States Northern Command

Source: U.S. Army North



Joint Task Force North supports drug-law enforcement agencies in the conduct of counter-drug and counter-narco-terrorism operations in North America to disrupt transnational criminal organizations and deter their freedom of action in order to protect the homeland. JTF-N can provide training, intelligence, technology and interagency synchronization to law enforcement entities throughout the NORTHCOM region.

### Implications

U.S. Army North is an economy-of-force organization for the nation in terms of manpower and resources. Arguably, however, the stakes in the homeland are higher than in any other theater—thus there is a potential mismatch between resources and mission that places strategic risk on the American populace at large. Strategically, the homeland theater is a defensive one and therefore geared toward reacting to events; efforts must be made to allocate resources in a manner that shortens reaction times and improves the “prevent” aspect of theater security. More so than in any other theater, time is a factor during homeland responses. There is only one chance to successfully mitigate a crisis; any response must be swift, agile and an appropriate complement to civilian-led authorities. Operationally this translates into asset availability. ARNORTH has three designated enabler units: the 167th Theater Support Command (Alabama National Guard, headquarters only), the 63d Theater Aviation Brigade (Kentucky Army National Guard, headquarters only) and the 263d Army Air and Missile Defense Command (South Carolina Army National Guard, headquarters only). In addition to statutory and funding issues that slow mobilization of reserve component units, it is possible that these units could be stretched too thin in the event of a large-scale or multiple-crisis scenario before additional forces can arrive. U.S. Army North also requires additional enabling signal, intelligence and logistics planning support to improve the speed and interoperability of defense assistance packages; sufficiently complex scenarios would require a theater-opening package and a full sustainment brigade. Responding to an event where airport or port facilities are inoperable will require an effective logistics package that can establish a presence on the ground and expand to accommodate civilian agencies that may not have the capability to support themselves over time in an austere environment. Finally, the “shape” concept requires a resource commitment to be viable; there is a significant and increasing demand for federal forces



across both DSCA and TSC missions. As the United States begins implementation of the presidential Strategy to Combat Transnational Organized Crime, there will be a more expansive requirement for forces, enablers, training and assistance to the nation’s border partners—especially Mexico. The United States should consider allocating a dedicated force to the TSC mission of building its closest partners’ capacity to defend against hybrid threats.

### Conclusion

The homeland is a unique and complex theater. It requires a careful and deliberate blend of military, civilian and law enforcement elements into a unified, mutually supporting team. In pursuit of that goal, three key missions emerge: conducting theater security cooperation operations with the partner nations of Mexico and Canada; planning, training and conducting theater sustainment and response efforts as the JFLCC; and providing command and control to federal forces that support domestic law enforcement and disaster relief agencies responding to a range of contingencies. U.S. Army North is building the enduring relationships—inside and outside of the United States—to accomplish those missions and defend the homeland through the prevention of threats and, in the event of crisis, swiftly supporting civil authorities. These security, response and cooperation relationships must be maintained and expanded to provide the required depth and flexibility needed to meet a broad array of challenges. As the 21st century progresses, the range, frequency and scale of threats to the homeland—natural and man-made—will grow. ARNORTH will continue to meet these threats and safeguard the lives and livelihoods of the American people; however, it must receive appropriate resources to remain effective and agile in the face of increasing mission demands. Protecting Americans at home is a nonnegotiable mission.