

**NORAD**



**USNORTHCOM**



# Strategic Guidance

1 December 2006

**Defending Our Homeland**

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UICNORTHCOM

**Defending Our Homeland**



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## PURPOSE

This Guidance provides strategic direction to ensure unity of effort within and between North American Aerospace Defense Command (**NORAD**) and United States Northern Command (**USNORTHCOM**). It applies to the **NORAD** and **USNORTHCOM** headquarters staffs, the **NORAD** regional commands and the **USNORTHCOM** subordinate commands and service components. **NORAD** and **USNORTHCOM** Strategic Guidance sets forth the strategic goals and objectives we need to accomplish in order to execute our missions. These goals and objectives focus the actions and efforts of **NORAD** and **USNORTHCOM** personnel and serve as the basis for priorities and resource allocation within the control of both Commands. This further defines who the Commands are and where we are headed in the next two to three years.

## CONTEXT

**NORAD** and **USNORTHCOM** have complementary missions and work closely together to fulfill their homeland defense responsibilities.

**NORAD** and **USNORTHCOM** have complementary missions and work closely together to fulfill our homeland defense responsibilities. The Commands face a common security environment, have a predominately shared headquarters staff and are dedicated to defending North America. We share common values and understand the importance of carrying out our duties with a sense of urgency in the face of very real and present dangers.



More than 1,400 NORAD and USNORTHCOM Army, Navy, Air Force, Marine Corps, Coast Guard, civilian and Canadian personnel work in this state-of-the-art building located on Peterson Air Force Base.

## SECURITY ENVIRONMENT

**NORAD** and **USNORTHCOM** operate in a changing, uncertain security environment. A range of asymmetric, transnational threats, including nuclear weapons, represents an immediate challenge for both Commands. Whereas the enemies of yesterday were predictable, homogenous, hierarchical and resistant to change, today's enemies are unpredictable, diverse, increasingly networked and dynamic. They benefit from the fact that many of the technologies and materials they desire—such as disruptive systems or the ingredients required to fabricate weapons of mass destruction (WMD)—are accessible on world markets. The availability of WMD to terrorist groups is of vital concern. Terrorists do not operate on conventional battlefields, but thrive in the “gray area” where notions of crime and armed conflict overlap. Threats will continue to be diverse, adaptive, and in many cases, difficult to predict. Potential enemies will attempt surprise as they adopt an array of persistent and emerging traditional, irregular, catastrophic and disruptive methods and capabilities.

**USNORTHCOM** must additionally consider an environment that includes natural or manmade disasters. Natural disasters such as major hurricanes, earthquakes or pandemics can overwhelm local responders and require significant allocation of military resources to help mitigate the effects and provide for recovery and relief efforts. Likewise, a successful terrorist attack, particularly one involving WMD, can cause mass panic or catastrophic loss of life requiring substantial military support to civil authorities.

While no one can predict exactly how the future will unfold, current trends indicate a security environment with the following characteristics that are of particular interest to **NORAD** and **USNORTHCOM**:

- Some states will continue to pose challenges with increasingly capable traditional capabilities including aircraft, kinetic weapons, ballistic and cruise missiles
- Terrorism will remain a focus because it will continue to be unpredictable; yet credible, well-organized, and well-financed
- Current asymmetric threats will be accompanied by new asymmetric threats, such as information attacks or kinetic and non-kinetic attacks on space systems
- Globalization will continue, creating opportunities for economic growth and providing an impetus for political freedoms, but also accelerating the spread of disease, WMD, extremist ideologies and terrorism



*A security forces soldier patrols the U.S. waterways. USNORTHCOM, working closely with the United States Coast Guard, has the ability to respond to new threats on the high seas, inland waterways and coastal approaches.*

*Terrorists do not operate on conventional battlefields, but thrive in the “gray area” where notions of crime and armed conflict overlap.*



## MISSION AND VISION

### **NORAD Mission**

**Statement:** Detect, validate, characterize, assess and warn of attacks against North America whether by aircraft, missiles or space vehicles. Detect and respond to unauthorized and unwanted air activity approaching or operating within North American airspace. Process, assess and disseminate intelligence/information to warn of maritime threats or attacks against North America.

### **USNORTHCOM**

**Mission Statement:** Conduct operations to deter, prevent, and defeat threats and aggression aimed at the United States, its territories, and interests within the assigned area of responsibility; and as directed by the President or Secretary of Defense, provide defense support of civil authorities including consequence management operations.

### **NORAD Vision:**

NORAD provides comprehensive, integrated aerospace and maritime warning and aerospace control to North America.

### **USNORTHCOM**

**Vision:** USNORTHCOM defends America's homeland—protecting our people, national power, and freedom of action.

### **Core Values**

Integrity •  
Service •  
Excellence •  
Teamwork •

The NORAD Agreement and NORAD Terms of Reference assign the missions and responsibilities for Commander of NORAD, while the Unified Command Plan establishes the mission and responsibilities for Commander of USNORTHCOM.

### **NORAD Mission Statement:**

Detect, validate, characterize, assess and warn of attacks against North America whether by aircraft, missiles or space vehicles. Detect and respond to unauthorized and unwanted air activity approaching or operating within North American airspace. Process, assess and disseminate intelligence/information to warn of maritime threats or attacks against North America.

### **USNORTHCOM Mission Statement:**

Conduct operations to deter, prevent, and defeat threats and aggression aimed at the United States, its territories and interests within the assigned area of responsibility; and as directed by the President or Secretary of Defense, provide defense support of civil authorities including consequence management operations.

NORAD and USNORTHCOM vision statements capture the vital roles the Commands have in protecting our great nations. These vision statements form the basis for the strategic goals and objectives which follow.

### **NORAD Vision:**

North American Aerospace Defense Command provides comprehensive, integrated aerospace and maritime warning and aerospace control to North America.

### **USNORTHCOM Vision:**

United States Northern Command defends America's homeland—protecting our people, national power, and freedom of action.

## CORE VALUES

Our core values represent the high standards of conduct expected of all Command personnel, whether uniformed military, government civilian or contractor. They are critical and enduring tenets—the strategic, unassailable, bedrock principles that guide the behavior of the NORAD and USNORTHCOM team.

#### ■ **Integrity**

Accountability and responsibility for exhibiting the highest performance standards expected from our supervisors, peers, subordinates, civilian leadership and fellow citizens. Do what is right at all times.

#### ■ **Service**

A solemn pledge to accomplish our missions and protect the welfare of our nations and citizens. The welfare of our fellow citizens is placed above our own without thought of recognition or gain.

#### ■ **Excellence**

Exhibiting pride of ownership and steadfast leadership in execution of assigned duties. Excellence directs us to develop a sustained passion for continuous improvement and innovation that will propel the Commands into a long-term, upward spiral of accomplishment and performance.



#### ■ **Teamwork**

Two Commands working together and with other mission partners toward a common purpose. Teamwork embodies leadership, cooperative efforts and innovation.

## COMMANDER'S INTENT

Homeland defense is the highest priority for **NORAD** and **USNORTHCOM**. Both Commands are integral parts of an active, layered defense in which we seek to actively confront, early and at safe distance, those who threaten us. **NORAD** and **USNORTHCOM** will act in a timely, and when appropriate, coordinated fashion in concert with our mission partners to detect, deter, prevent and defeat threats to our homelands. **USNORTHCOM** additionally provides support to civil authorities as directed to assist an integrated national response that occurs as quickly and effectively as possible. Our desired end state is the maintenance of our nations' ways of life and the defense and territorial integrity of the North American region.

Our intent is to support the U.S. and Canadian governments' most solemn obligation: to ensure the security of their people. To meet the difficult challenges ahead, we will emphasize innovation, agility, adaptability and improved unity of effort. We will also provide timely and accurate information in a synchronized and strategic manner.

## COMMANDER'S PRIORITIES

**NORAD** and **USNORTHCOM** Strategic Goals and Objectives serve as the basis for the Commands' priorities. Staff and subordinate unit efforts and priorities will support and be linked to the Commands' Strategic Goals and Objectives.



Canadian F-18 Hornets

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- *Homeland defense is the highest priority for **NORAD** and **USNORTHCOM**.*

- ***NORAD** and **USNORTHCOM** will act in a timely, and when appropriate, coordinated fashion in concert with our mission partners to detect, deter, prevent and defeat threats to our homelands.*

- *Our intent is to support the U.S. and Canadian governments' most solemn obligation: to ensure the security of their people.*

- *To meet the difficult challenges ahead, we will emphasize innovation, agility, adaptability and improved unity of effort.*

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## STRATEGIC GOALS AND OBJECTIVES

The goals and objectives in this Strategic Guidance outline how **NORAD** and **USNORTHCOM** will meet the challenges and take advantage of the opportunities that lie ahead. They directly relate to our Missions and Visions and will guide our decisions and actions for the next two to three years. They also support policy directives, which guide each Command.

### ***NORAD Strategic Goals and Objectives***

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*Goal 1: Detect, deter, and defend against aerospace threats to North America*

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#### **Goal 1: Detect, deter, and defend against aerospace threats to North America**

**NORAD** provides accurate, unambiguous and timely warning of aerospace attacks against North America, employing the Integrated Tactical Warning and Attack Assessment system to execute our Aerospace Warning mission. Using the air, missile and space sensors of this system, **NORAD** detects, validates, characterizes, assesses and warns the governments of the United States and Canada of aerospace threats to North America. **NORAD** also controls unwanted and unauthorized air-breathing platforms approaching and operating within North American airspace. **NORAD** will continue to employ capabilities to detect, track, intercept, identify and respond to these platforms, whether they are in the form of aircraft, cruise missiles or remotely piloted air vehicles. **NORAD** may be required to monitor, shadow, divert from flight path, direct to land and/or destroy these platforms. **NORAD** will continue to team with the Federal Aviation Administration, Transport Canada and Navigation Canada to improve wide-area air surveillance capabilities, while also working with other agencies to acquire persistent wide-area aerospace surveillance capabilities capable of detecting symmetric and asymmetric aerospace platforms that could threaten North America.

#### **Goal 1:**

##### **Objective 1.1**

Identify and advocate for capabilities to provide persistent, wide-area surveillance and other capabilities to detect, deter, and defeat threats

##### **Objective 1.2**

Provide timely, accurate Integrated Tactical Warning and Attack Assessment and develop a fully integrated operational aerospace picture

##### **Objective 1.3**

Respond in a timely manner to air threats, and if necessary, precisely and decisively engage

##### **Objective 1.4**

Maintain flexible, executable, rapidly adaptable, and regularly-exercised plans

##### **Objective 1.5**

Maintain and update a comprehensive bi-national threat alert system

#### **Goal 2: Provide timely, accurate maritime warning of threats to, and attacks against North America**

In the maritime domain, as well as in the aerospace domain, an active, layered, integrated defense best ensures our security from both symmetric and asymmetric threats. **NORAD** has been assigned the responsibility for providing



bi-national maritime warning of threats against North America to the governments of the United States and Canada for response by the appropriate national commands and/or agencies. Many other organizations and agencies operate in the maritime domain. Therefore, the establishment and nurturing of effective partnerships with these entities will help ensure the necessary awareness of the maritime domain.

## **Goal 2:**

### **Objective 2.1**

Provide bi-national maritime warning

### **Objective 2.2**

Increase situational awareness of potential threats in the maritime domain

### **Objective 2.3**

Identify and advocate for capabilities to provide maritime warning

### **Objective 2.4**

Leverage existing maritime intelligence, surveillance, warning and information systems, policies, procedures, structures and personnel

## **Goal 3: Be a model for international cooperation in defense planning, execution, training, information management and technological innovation**

Throughout its history, NORAD has defended the United States and Canada. NORAD has developed plans and exercised command and control of military forces of both countries for the aerospace defense of North America. Increased sharing of information and intelligence between American and Canadian militaries, intelligence services and a variety of agencies and

organizations is vital for the security of North America. Further, the ability to plan for, and if necessary, execute operations to deter, defend against or respond to hostile attacks against either or both countries has increased in importance. NORAD will help increase bi-national, bilateral, multi-agency and international cooperation in the pursuit of increased security.

## **Goal 3:**

### **Objective 3.1**

Provide sound military advice to the U.S. and Canadian governments on aerospace and maritime warning and aerospace control issues

### **Objective 3.2**

Promote programs and processes to improve bi-national information and intelligence sharing

### **Objective 3.3**

Continue to collaborate closely with USNORTHCOM and Canada Command

### **Objective 3.4**

Assist in the development of bi-national and bilateral documents

### **Objective 3.5**

Continue to develop mutual relationships with Russian military aviation authorities

### **Objective 3.6**

Promote bi-national cooperation to improve defense of the information infrastructure

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***Goal 2:** Provide timely, accurate maritime warning of threats to, and attacks against North America*

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***Goal 3:** Be a model for international cooperation in defense planning, execution, training, information management and technological innovation*

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## STRATEGIC GOALS AND OBJECTIVES

### *USNORTHCOM Strategic Goals and Objectives*

#### **Goal 1: Detect, deter, prevent, and defeat external threats and aggression**

USNORTHCOM is responsible for homeland defense, sustaining situational awareness and readiness 24/7 to protect the United States against a range of symmetric and asymmetric threats in all domains. Together with the Intelligence Community, **USNORTHCOM** will obtain and promptly exploit all actionable information needed to protect the United States. Timely and actionable intelligence, together with early warning, is the most critical enabler to protecting the homeland at a safe distance. Threat awareness allows us to tailor our deterrent posture and convince adversaries that their objectives in attacking would be denied and that any attack could result in an overwhelming response. Should deterrence fail, we will have access to operational forces that are trained and ready

to respond and defeat threats at a safe distance from the United States. Our homeland defense plans form the foundation of our ability to deter and defeat threats to the nation. We will rapidly adapt these plans as circumstances dictate, and we will exercise them across all domains with our homeland defense partners on a regular basis.

#### **Goal 2: Provide timely and effective defense support of civil authorities**

USNORTHCOM has a second core mission responsibility to support civil authorities and the National Guard (if not federalized) with specialized skills and assets that can rapidly stabilize and improve the situation in the wake of catastrophic events. At the direction of the President or Secretary of Defense, **USNORTHCOM** normally provides this support as part of a comprehensive national response to manage the consequences of an attack or a disaster. Civil authorities are most likely to request our support where we have unique capabilities to contribute or when civilian responders are overwhelmed. Our ability to rapidly respond with the full range of military capabilities to these requests can be critical in saving lives, minimizing human suffering and restoring order. A critical element in a timely response is adequate prior planning and anticipating the types of requests that may arise in order to posture the appropriate military capabilities. Our support planning also recognizes the very real possibility of multiple, simultaneous attacks on the homeland and the imperative to be prepared to support civilian responders in mass casualty events. We will participate in national-level civil support exercises and integrate military capabilities and command and control military forces in large, complex interagency operations. Along with others in the Department of Defense, we will work with government agencies and

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*Goal 1: Detect, deter, prevent, and defeat external threats and aggression*

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#### **Goal 1:**

##### **Objective 1.1**

Improve situational awareness of potential threats in all domains

##### **Objective 1.2**

Maintain operational readiness with correlated intelligence, access to ready operational forces and regular interaction with mission partners

##### **Objective 1.3**

Maintain flexible, executable, rapidly adaptable and regularly-exercised plans

##### **Objective 1.4**

Advocate for capabilities to detect, deter, prevent and defeat current and emerging threats

mission partners to increase their capacities and capabilities and the ability to work together. We will leverage our strengths and expertise in such areas as planning, training and command and control in support of our interagency partners. Effective civil support operations also require standardizing operational concepts, developing compatible technology solutions and coordinating planning efforts.

## **Goal 2:**

### **Objective 2.1**

Anticipate requests for civil support

### **Objective 2.2**

Provide military capabilities at the right place and right time

### **Objective 2.3**

Maintain flexible, executable, rapidly-adaptable and regularly-exercised plans

### **Objective 2.4**

Support efforts to improve capabilities of mission partners

### **Objective 2.5**

Enhance interoperability and information sharing with mission partners

## **Goal 3: Improve unity of effort with our interagency and international partners**

USNORTHCOM cannot meet today's complex challenges alone. Success requires that we become adept at integrating our efforts with those of our mission partners into a unified strategy. Supporting and enabling other agencies, working toward common objectives, and building the capacity of partners are indispensable elements in this effort. Unity of effort requires strategies, plans, operations and future technologies be closely coordinated with our partners. We must work as part of a unified interagency effort to address threats and to support other agencies

in complex interagency operations. We advocate development of an overarching national level plan that coordinates the pre-attack actions of the federal government. This plan would clarify the distribution of effort among federal agencies, promote unity of effort and reduce uncertainty in the overlap of responsibilities and capabilities between homeland security partners. We will strengthen relations with our North American neighbors to foster an effective continental defense to counter terrorism, WMD, other transnational threats and their consequences, while contributing to global U.S. security objectives. We will evaluate the appropriate structures to enhance U.S. and Canadian defense cooperation, strengthen our relations with Canada Command and develop a closer relationship with Mexico's armed forces. We will synchronize our strategic communication efforts with appropriate government agencies.

## **Goal 3:**

### **Objective 3.1**

Advocate the development of a National Homeland Security Plan

### **Objective 3.2**

Develop better mechanisms for coordinating and integrating efforts with our interagency partners

### **Objective 3.3**

Maintain an active theater security cooperation program

### **Objective 3.4**

Develop a close working relationship with Canada Command and continue to collaborate closely with NORAD

### **Objective 3.5**

Execute a synchronized strategic communication plan

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*Goal 2: Provide timely and effective defense support of civil authorities*

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*Goal 3: Improve unity of effort with our interagency and international partners*

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**Goal: Create a more agile organization that takes care of its people and meets the challenges of the 21st Century**

**NORAD and USNORTHCOM** seek innovative approaches to accomplish our missions. We will improve operational effectiveness by analyzing our internal and external organizational structures, as well as our internal processes. We will defend the United States and Canada and improve the effectiveness of planning, operations and ultimately mission execution. We must operate with agility in an environment of strategic uncertainty, while executing our responsibilities more efficiently and effectively. Our people are our greatest resource and will be encouraged to realize their full potential. We support the training, educational and professional development opportunities available to them. Properly-trained, ready and motivated people underpin all that we do. We are committed to attracting, assigning and retaining a workforce that is connected by shared values and committed to a common cause. We will celebrate the achievements of our people, while embracing the principles of dignity, self-worth, respect and diversity.

*We will defend the United States and Canada and improve the effectiveness of planning, operations and ultimately mission execution.*

### Objective 1

Analyze organizational structures and internal processes to yield greater efficiencies and improve mission effectiveness

## Objective 2

Develop and empower our people and enable them to succeed

### Objective 3

Recognize and reward excellence and innovation

### Objective 4

Foster an environment of mutual respect and integrity



*Photos depicting the diverse missions of NORAD and USNORTHCOM*

## CONCLUSION

We are at a critical time in history and find ourselves challenged in new and changing ways. The goals and objectives in this Guidance are the foundation for all that we do. **NORAD** and **USNORTHCOM** serve as freedom's guardians, defending and securing our people, our values and our way of life. Our nations expect much of us. We will not fail.



TIMOTHY J. KEATING  
Admiral, USN  
Commander



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*Our nations expect  
much of us. We will  
not fail.*

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**NORAD AND USNORTHCOM SERVE AS  
FREEDOM'S GUARDIANS -- DEFENDING AND SECURING  
OUR PEOPLE, OUR VALUES AND OUR WAY OF LIFE**

