Prepared Statement of Dan W. McGowan
Administrator
Montana Disaster and Emergency Services
July 2, 2008

Senator Tester and members of the Hearing Committee, on behalf of Governor Brian Schweitzer, thank you for the opportunity to testify at this hearing and join this panel with our partners from the Blackfeet Nation and Toole County. It is truly a privilege to share the State of Montana's perspective regarding northern border security and local/state partnerships.

Securing the northern border between Montana and Canada is a complex multi-jurisdictional initiative whose success is founded in unity of vision, partnerships and collaborative engagement grounded through a true grass roots mechanism. The collaborative efforts require leveraging limited resources to successfully achieve an overwhelming task. The State of Montana appreciates the financial resources rendered through the Department of Homeland Security grants enhancing our ability to partner with other agencies and providers to advance border protection efforts. These funds have been leveraged with state financial, personnel and resource contributions to maximize its northern border efforts.

The State's efforts can be categorized as either tactical or strategical. The State has engaged with the following partners to advance its efforts: Alberta; British Columbia; Saskatchewan; Lethbridge College; Royal Canadian Mounted Police; Public Safety Canada; Alberta Solicitor General; Alberta Security and Strategic Intelligence Support Team; Canadian, federal, regional, state, local and tribal agencies including emergency management, first responders and public health components; Montana Governor's Office and State agencies; Montana National Guard, Montana Regional Hazmat Teams; Department of Defense; Federal Bureau of Investigation (FBI); US Customs and Border Protection; Burlington Northern Santa Fe Railroad; Toole County Board of Health; Rocky Mountain Integrated Border Enforcement Team; US Attorney's Office; Montana Highway Patrol; Critical Infrastructure partners; Port of Sweet Grass; US Border Patrol; NORTHCOM; Joint Task Force North; Joint Terrorism Task Force (JTTF); Rocky Mountain Information Network and the Federal Emergency Management Agency (FEMA) Region VIII.

Tactically, the State of Montana has achieved many positive advances through collaborative efforts existing and new partners. The following is a summary of a few of the most notable efforts.

1. A compendium of partners coordinated through Montana Disaster and Emergency Services, a division of the Department of Military Affairs, have engaged collaboratively over the past year in the development of an international border exercise at the Port of Sweet Grass. The full-scale exercise will be conducted in September of 2008. This event is multi-jurisdictional in scope and will involve multi-hazards to include a terrorism component. The exercise is the catalyst for a new collaborative approach toward designing and leveraging limited resources to enhance preparedness efforts, border security elements and globally improve participant effectiveness.

2. The Montana National Guard is extensively engaged in efforts to improve coordination and build partnerships that will be positive enhancements to border security initiatives and the integration of available guard resources.

   - The Montana National Guard is leveraging their involvement in the Port of Sweet Grass exercise to improve integration and preparedness efforts enhancing effective response mechanisms. Involved Guard elements include: 83rd Civil Support Team; 120th Emergency Readiness Flight; Quick Reaction Force (Army & Air Force); Communication Suite; OH-58 with video downlink; Chaplain; Joint Operations Center; Intel Support; Emergency Preparedness Liaison Officers; JAG and Guard Armories.

   - The Montana National Guard's 83rd Civil Support Team (CST) is supporting preparedness along the northern border and has been coordinating with federal, state, tribal and local agencies since its inception in February of 2005.
     - The team provided on-scene laboratory capabilities in a suspected "white powder" incident on the Blackfeet Nation. The unit supported the FBI, US Attorney's Office and the US Air Force Bio-Medical Response Team.
     - Site visits have been conducted with the federally designated critical infrastructure sites in Montana to improve the team's integration efforts in potential response scenarios.
     - Geospatial Imagery products have been shared with the US Border Patrol to assist on-going operations in the Havre sector.

   - The Montana National Guard enhances border security and preparedness efforts through its involvement and coordination of other critical efforts:
     - Involvement in the Montana All-Threats Intelligence Center.
     - Providing support for counter-drug missions along the border.
     - Assisting Customs and Border Patrol with qualified intelligence officers during periods of minimal manning.
     - Providing cumulative MT Statewide Threat Assessment information.
     - Assisting JTF North with Intelligence and Operating Environment Training for 15 to 20 US Customs and Border Patrol personnel.
     - Providing Analyst Notebook training as needed and sharing appropriate documentation received over the SIPRNet.

3. The Montana All-Threats Intelligence Center (MATIC) was formed focusing on mitigation opportunities to provide protection efforts for Montana citizens and border security initiatives through improved information sharing. The MATIC is a joint effort between the Montana law enforcement community (local, state, tribal, regional and federal) and border agencies. The center manages the state's intelligence system, publishes informational briefs, conducts training, participates in local, state, regional, federal and international information sharing sessions to discuss trends and threats as they relate to Montana. The MATIC partnerships provide a much broader pool of information that has been proven beneficial time and time again during investigations. The center continues to integrate new technology to improve communication efforts and

counter the challenges presented by the state's geographic size; this web portal has approximately 460 users.

4. The integration of local and tribal law enforcement with border security initiatives is a critical component to protecting the northern sector. These partners not only have a keen understanding of the local issues, but they are predominantly the first to respond to border violations. The State of Montana has been actively involved with local law enforcement to engage their participation through Operation Stonegarden to supplement border security initiatives. The DHS Federal Fiscal Year (FFY) 03 War Supplemental provided the opportunity for 12 counties to engage with their federal partners. The current FFY 08 effort finds 11 counties (Blaine, Daniels, Flathead, Glacier, Hill, Liberty, Lincoln, Phillips, Sheridan, Toole and Valley) requesting $2,039,927 to support their participation.

The expansiveness (over 562 miles) and porous nature (14 ports of entry with varied levels of operation) of the northern border coupled with limited local resources and their responsibility for protecting huge geographic areas with limited staffing provides a recipe for the need to develop creative solutions to overcome the challenges of the border security initiative. Attached to this testimony you will find a map of the state depicting the dynamics of the northern border. The true reality is that northern border security will never be void of gaps in service or protective elements. Realistically, border security is an initiative whose complexities prevent solely tactical elements from providing the ultimate solution.

Strategically, the State of Montana has engaged in several initiatives that will positively influence the border security effort. The most notable strategic developments are outlined below.

1. The capability to communicate among the first responder community and its affiliated partners on demand anytime from anywhere is critical to the success of effective response efforts. The state has engaged in an exciting grass roots strategic initiative called Interoperability Montana (IM) to develop the most practical and effective redundant statewide communication system. Interoperable Communications is priority number two in the Montana Homeland Security Strategic plan denoting IM as the cornerstone to this priority. The ultimate goal is one seamless communication system that serves local, tribal, state, federal and international needs while being more cost effective for all involved. Attached to this testimony, you will find more specific IM details to include a map of the project and State Interoperability Executive Committee information.

2. The State of Montana is a partner to several mutual aid efforts improving our ability to engage effectively in supporting border security initiatives: Emergency Management Assistance Compact, Intrastate Mutual Aid and two Canadian mutual aid efforts.

3. Montana is proudly home to 8 Tribal Nations (7 federally recognized). The Governor is a strong proponent of government to government relations regarding our tribal partners and engaging at the appropriate level. Montana Disaster and Emergency Services coordinates

the Indian Nations Working Group effort with our tribal partners to enhance homeland security and emergency management development. The Montana based tribes have established one of the first, if not the only, mutual aid agreement between Native Nations.

The State of Montana is truly appreciative of the available Homeland Security funds it receives and extremely willing to participate with the northern border security initiative. Our involvement, however, is not without its challenges. First hand experiences have given us the ability to identify several opportunities to improve our participation and effectiveness. Our effectiveness relies on enhancements that can only be promulgated at the federal level and we offer the following for your consideration.

1. After 9/11, the landscape for protecting our country changed and the federal government provided funding for states to enhance their ability to engage in national preparedness and prevention efforts. The sustainability of our efforts will not be achievable without continued federal funding at the appropriate level. Montana continually experiences federal funding decreases with the responsibility to fulfill the same requirements as the larger states. We respectfully request that funding to rural states, such as Montana, be increased to meet our needs for implementing federally influenced initiatives.

2. Current border mutual aid development efforts are disjointed and held to the responsibility of regional state and provincial efforts. The State respectfully requests the federal government to consider the approval of one consistent mutual aid agreement with Canada allowing the states to influence timely, accurate and coordinated assistance with the Canadian Provinces.

3. Operation Stonegarden is a direct local grant. Realize that local government entities have limited resources and expertise to prepare such grants in relatively short timelines. The Montana Board of Crime Control police and sheriff's office staffing statistics are very telling. Of the 32 departments in Montana, 29% have 1 to 3 sworn officers; 38% have 4 to 9 sworn officers. All together, 67% or the offices have 9 or less sworn officers. Grant opportunities are welcome, but local departments do not have the staffing or expertise to prepare such grants. This dilemma is the reason the state searched for additional funding to procure contracted services to prepare the current Operation Stonegarden application. Federal technical assistance was minimal and more proactive involvement is needed to maximize the State's opportunity to engage in such efforts. The real downfall of this grant is the requirement for the State Administrative Agency to administer this grant with no allowance for "maintenance and administration" funds.

4. Homeland Security grant submission and administration requirements are extremely cumbersome, complex and time consuming with no real identified justification. The grants need to be simplified. The State does not dispute the requirement to justify the use of federal funding. The counterproductive element, however, is the additional federal requirement for unfunded reporting requirements such as the State Preparedness Report with limited staffing. These reports require a considerable effort among all the

involved stakeholders that detract from the primary mission of achieving the investment justifications.

5. Grant implementation parameters are especially troubling. Prime examples include the State Preparedness Report and National Incident Management System (NIMS) requirements. The guidance for the State Preparedness Report effort was not received until approximately 10 months after the grant in question was released. FEMA was not willing to budge with regard to extending the deadline requirement until the states involved congressional assistance. The states finally received an extension allowing 4 months to complete a deliverable that should have included, at least, 11 months to develop.

   NIMS requirements are enforced annually and developed by contractors not in touch with state, local or tribal issues. Achieving NIMS compliance is a pre-requisite to apply for any of the 17 DHS Preparedness grants. The grant requirements for FFY 08 were not released until 6 months after the respective grant guidance distribution. The implementation tool, NIMSCAST, has just been released, yet the grant deadline for compliance still remains to be September of 2008. Once again, the state will be behind the power curve to deliver an 11 month project requirement in less than 1 or 2 months and be subject to jeopardizing their ability to apply for other grants. The NIMS development needs to be flexible and based on a state strategy in accord with its ability to show progress toward the intended outcome. The initiative should not be based on yearly "cookie cutter" requirements that do not improve operational effectiveness and account for the available resources to advance the initiative.

6. Tribal matters are predicated on a nation to nation agreement with the federal government. The State will continue its efforts to advance tribal government to government relations. The federal government, however, needs to embrace more proactive involvement with the tribal nations and sort out implementation requirements providing the nation to nation interface expected by the tribes. The federal government should take responsibility for implementing tribal initiatives instead of relying on the state to act as their ombudsman and deal with all the federal implementation issues. Research indicates the tribal nations do not favor a federal government that does not speak with one voice. Anecdotal evidence indicates that the tribal nations receive inconsistent direction from various federal agencies regarding the same initiative. This inconsistency makes state partnership development efforts counterproductive and contentious at times.

7. The state understands the monumental task faced by DHS to coordinate federal involvement. Federal agency coordination efforts on collaborative initiatives require improvement. The IM project is a prime example of a statewide initiative requiring collective federal involvement. The current federal involvement is not coordinated impeding the effectiveness of the project outcome. The only federal land partner showing any significant involvement with the IM project is the Bureau of Land Management (BLM). The one person who spearheaded the BLM involvement should be commended for proactive engagement partnering with the State. The MATIC requests

that DHS play an active role in the fusion center to improve collaborative intelligence efforts.

The cornerstone for success of northern border security efforts relies on true collaboration between and among agencies. Parochial interests must not be detractors to such significant coordination initiatives. The partnerships we develop today will be the foundation for our future successes. Collaborative efforts and partnership development must not be restricted by inflexible grant parameters or directives that are not reflective of the needs required by true grass roots efforts. The State's challenge is to actively engage leveraging every available resource and inform our national leaders of inherent roadblocks to success. Our national leadership is challenged with balancing competing issues, striving to allow funding recipients the greatest flexibility to implement and sustain accountability for judicious use of federal funds in positively advancing northern border security efforts.

Once again, thank you for the opportunity to be included in this testimonial regarding northern border security. The State of Montana welcomes the opportunity to coordinate with our federal partners to improve program effectiveness, formalize sustainability and enhance partnership development through grass roots collaborative efforts. The State looks forward to engaging with the federal government toward creating positive changes to current systems and mechanisms improving our collective effectiveness.

STATE OF MONTANA
Department of Administration
INFORMATION TECHNOLOGY SERVICES DIVISION

Brian Schweitzer
Governor

SIEC

Land Mobile Radio Deployment for Public Safety

Definition Statement:

Interoperability refers to the ability of public safety emergency responders to work seamlessly with other systems or products without any special effort. Wireless communications interoperability specifically refers to the ability of public safety officials to share information via voice and data signals on demand, in real time and when needed.

Technical Requirement

The technology needed to meet the Interoperability Definition is that public safety radio communications in Montana will be a standards-based shared system of systems. The radio system will be a wide area system for use by public safety responders.

Through the deployment of a migration plan that identifies the steps and process for each participating agency, the system will combine P25 trunked and P25 digital / analog conventional technologies to provide interoperable communications among P25 narrowband digital trunked and existing conventional users. All equipment must be compatible and seamlessly integrate with infrastructure equipment deployed in CDP 1 - Southwest Interoperability Project and CDP2 - Northern Tier Interoperability Project. It will operate narrowband in the VHF frequency range and will use a protected high-capacity digital microwave backbone for voice and data interconnect traffic.

The system will provide advanced channel management for the shared use of frequencies, seamless roaming throughout the respective trunked areas (footprint) and enhanced responder safety through embedded signaling, while at the same time enhancing interoperable communication with existing legacy VHF radios. At a lower level of interoperability, the current mutual aid channels will be maintained and available for use.

While all agencies recognize the optimum goal of a trunked system, they will need to migrate to trunking in a step/phased approach. With this ultimate goal, however, all agencies will purchase equipment that is trunking capable or upgradeable to trunking. Progression through these steps will vary in a given time based on operational needs, and ultimately funding available.

This approach will allow public safety responders in Montana to exchange voice and data communications on demand, in real time during emergencies and disasters.

Room 229, Mitchell Building 125 North Roberts PO Box 200113
Helena, Montana 59620-0113
406.444.2700 Fax 406.444.2701

Terms

STANDARDS-BASED
Different community systems operating on the same technology, shared infrastructure with users working on both their own system and shared network; useful in all scales; wide area, seamless coverage is economical due to shared costs.

SHARED SYSTEM OF SYSTEMS
A large widespread collection or network of systems using the same technology functioning together to achieve a common purpose.

WIDE AREA SYSTEM
System that spans a relatively large geographical area, and are often connected through microwave technology. They can also be connected through land lines or satellites.

P25
Project 25 (P25) is a set of standards produced through the joint efforts of the Association of Public Safety Communications Officials International (APCO), the National Association of State Telecommunications Directors (NASTD), selected federal agencies and the National Communications System (NCS), and standardized under the Telecommunications Industry Association (TIA). P25 is an open architecture, user driven suite of system standards that define digital radio communications system architectures capable of serving the needs of Public Safety and Government organizations. The P25 suite of standards involves digital Land Mobile Radio (LMR) services for local, state/provincial and national (federal) public safety organizations and agencies. P25 open system standards define the interfaces, operation and capabilities of any P25 compliant radio system. In other words, a P25 radio is any radio that conforms to the P25 standard in the way it functions or operates. P25 compliant radios can communicate in analog mode with legacy radios and in either digital or analog mode with other P25 radios. The P25 standard exists in the public domain, allowing any manufacturer to produce a P25 compatible radio product.

TRUNKED
A computer controlled communications system, which allocates communication channels for a call (either voice or data) from a "common pool" of available channels, and at the end of that call, returns them to the same "pool" to be reallocated for another call. The controller in the infrastructure, which assigns calls to specific channels, characterizes a trunked system.

ANALOG
Analog radios process sounds into patterns of electrical signals that resemble sound waves.

CONVENTIONAL
A conventional system is characterized by relatively simple geographically fixed infrastructure (such as a repeater network) that serves to repeat radio calls from one frequency to another.

INTEROPERABLE COMMUNICATIONS
Interoperability refers to the ability of public safety emergency responders to work seamlessly with other systems or products without any special effort. Wireless communications interoperability specifically refers to the ability of public safety officials to share information via voice and data signals on demand, in real time and when needed. For example, when communications systems are interoperable, police and firefighters responding to a routine incident can talk to each other to coordinate efforts. Communications interoperability also makes it possible for public safety agencies responding to catastrophic accidents or disasters to work effectively together. Finally, it allows public safety personnel to maximize resources in planning for major predictable events such as the Super Bowl or an inauguration, or for disaster relief and recovery efforts.

NARROWBAND
Narrowband **(***narrow bandwidth*) refers to a signal that occupies only a small amount of space on the radio spectrum -- the opposite of broadband or wideband. Narrowband - half (12.5 kHz) or quarter (6.25 kHz) channel bandwidth as it relates to the new FCC refarming frequency channel plan.

Note: The FCC created a new narrowband channel plan in private land mobile radio (PLMR) bands below 512 MHz and adopted a transition schedule based on the product type acceptance process. Through various means and proposed rule

making, the FCC is encouraging users to migrate to narrower channels. 25 kHz of spectrum will be reclaimed for two new 12.5 kHz users or four 6.25 kHz users. The FCC is performing audits of license holders. A lack of response or action by a 25 kHz license-holder may result in a frequency being reclaimed. The FCC's goal is to make additional frequencies available by requiring users to operate more efficiently in reduced bandwidth.

DIGITAL
Any type of information that can be output, transmitted and interpreted as individual bits of binary information, using electrical or electromagnetic signals that can be modulated to convey their specific content.

VHF FREQUENCY RANGE
The part of the radio spectrum from 30 to 300 megahertz, which includes TV channels 2-13, the FM broadcast band, and some marine, aviation and land mobile services.

DIGITAL MICROWAVE
A microwave transmission system that transfers digital information through the modulation of a microwave carrier signal. The type of modulation used may be amplitude, frequency or phase shift, but the digital signal is used as the source of modulation information.

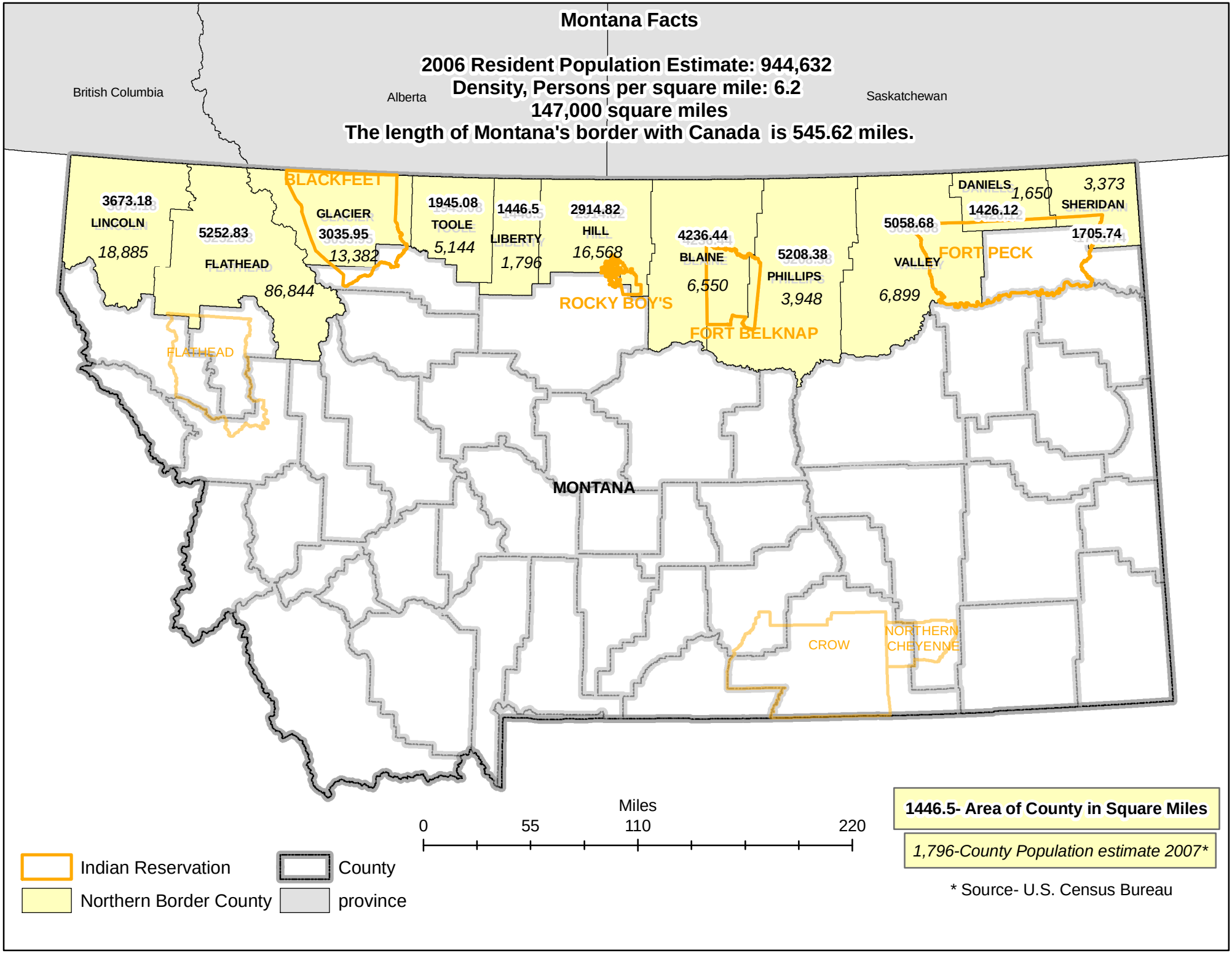
CHANNEL MANAGEMENT
Formal process utilized to manage the creation, staffing, and tasking of channels.

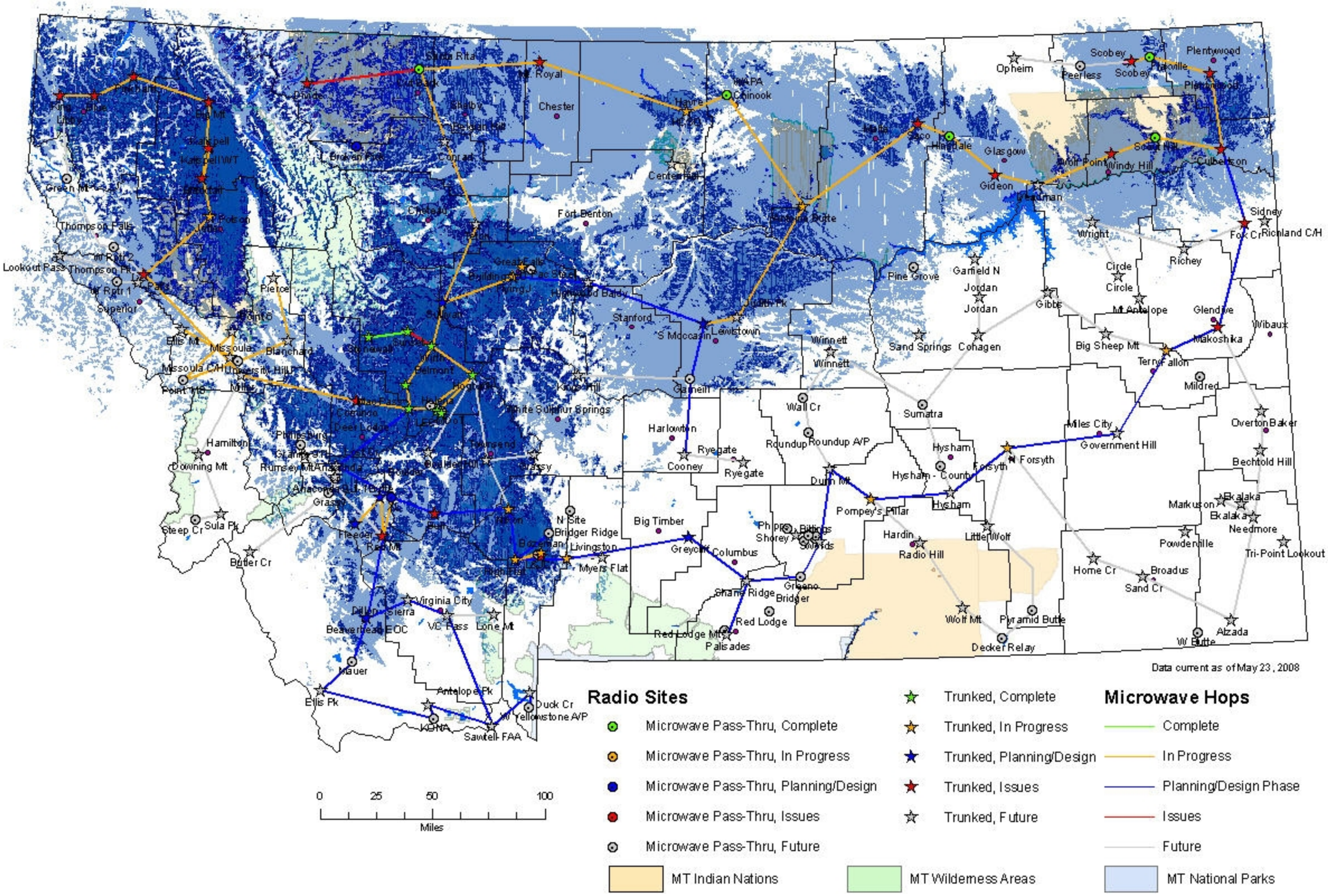
ROAMING
Roaming is the capability to move from one repeater area to another repeater area and obtain service.

EMBEDDED SIGNALING
A method of sending text or commands over the digital radio system using the existing digital stream without interfering with the voice traffic. Usually done by utilizing the “control channel” of a trunked radio system. Examples include: Emergency button, unit identification, vehicle location, test messaging, unit inhibit and call alert.

LEGACY
Legacy System -A communication system or network that satisfies specific business needs using technology or equipment that has become obsolete or is incompatible with new industry standards. To extend the life of existing investments in legacy systems, new technologies or systems are often designed to communicate with legacy systems.

MUTUAL AID CHANNELS
Frequencies established to provide a common radio frequency to be used statewide by state and local public safety agencies during periods of man-made or natural disasters and other emergencies where interagency coordination is required.


Montana Facts
2006 Resident Population Estimate: 944,632
Density, Persons per square mile: 6.2
147,000 square miles
The length of Montana's border with Canada is 545.62 miles.
British Columbia
Alberta
Saskatchewan
3673.18
LINCOLN
18,885
5252.83
FLATHEAD
86,844
BLACKFEET
GLACIER
3035.95
13,382
1945.08
TOOLE
5,144
1446.5
LIBERTY
1,796
2914.82
HILL
16,568
ROCKY BOY'S
4236.44
BLAINE
6,550
FORT BELKNAP
5208.38
PHILLIPS
3,948
DANIELS
1,650
3,373
SHERIDAN
1426.12
5058.68
VALLEY
6,899
1705.74
FORT PECK
FLATHEAD
MONTANA
CROW
NORTHERN CHEYENNE
Miles
0
55
110
220
Indian Reservation
County
Northern Border County
province
1446.5- Area of County in Square Miles
1,796-County Population estimate 2007*
* Source- U.S. Census Bureau


Data current as of May 23, 2008
Radio Sites
Microwave Pass-Thru, Complete
Microwave Pass-Thru, In Progress
Microwave Pass-Thru, Planning/Design
Microwave Pass-Thru, Issues
Microwave Pass-Thru, Future
Trunked, Complete
Trunked, In Progress
Trunked, Planning/Design
Trunked, Issues
Trunked, Future
Microwave Hops
Complete
In Progress
Planning/Design Phase
Issues
Future
MT Indian Nations
MT Wilderness Areas
MT National Parks
0
25
50
100
Miles

Congressional Briefing
Interoperability Montana and the Cooperation Between the State of Montana and Federal Agencies
July 2, 2008
Havre, Montana

The Interoperability Montana Project, commonly referred to as 'IM', is perhaps the most unique and comprehensive state-wide communication projects in the nation. Interoperable Communications is priority number two in the Montana Homeland Security plan, and Interoperability Montana is the cornerstone to this priority.

The key to the success of this project is leadership and participation. The project is lead by a board of directors comprising of nine local and three state representatives, which gives it a truly 'grass root' development not found in other statewide project. Leaders are elected from the eight regional and mobile data consortia that are outlined on the distributed consortia map. Leadership is also demonstrated through the support and cooperation of Governor Schweitzer's office and the state agencies committed to seeing this initiative succeed. Agencies such as the Montana Highway Patrol, Department of Transportation, Public Safety Services Bureau and State Administrative Agency represented by Disaster and Emergency Services are committed to the successful integration of this project for the benefit of local, state, tribal and federal responders protecting the citizens of Montana and the nation. Federal representatives are included in key committees and as non-voting representatives.

A solid foundation is important to any process. The State Interoperable Executive Committee, known as the SIEC, and Interoperability Montana Project Directors (IMPD) developed and endorsed the 'Definition of Interoperability' and 'Technical Standards' that are included in your handout. These defining elements ensure that the project has clear direction and a base for growth and deployment, improving the level of operability and interoperability and ensuring grant funding is well spent.

As defined by the State of Montana CIO, Montana has interest from an interoperable communication and information management standpoint locally, statewide, with our neighboring states and internationally with the three Provinces of Canada in which we share a 550 mile border. Montana continues to cooperate and plan with North Dakota, South Dakota, Wyoming and Idaho on emergency communication issues. In addition, along with the United States Attorney's office, Montana created the Western Border Interoperable Working Group, an organization of local, State of Montana, Alberta, Saskatchewan, and British Columbia, and the State continues to be a leader in border communication issues.

Montana's coordination and cooperation with Federal agencies continues to be a priority. The ultimate goal is one seamless communication system that serves local, tribal, state and federal needs while being more cost effective for all involved. Montana is the first state to sign a cooperative Memorandum of Understanding with the Department of

Interior, which includes communication site and resource sharing. Under the leadership DOI representative Christopher Lewis, the department is making plans to use the Interoperability Montana system full time as it is built out. This will create the optimum degree of interface between DOI and local, tribal and state responders. It is the goal of Montana and the IM project to develop similar relationships with other Federal agencies. The FBI is cooperating with the IM project for joint system use and development to assist them in completing their mission.

Much work needs to be done in this area, but conversations continue with Customs and Border Protection and other federal agencies on better ways to cooperate and work together. In 2007, Montana's eleven border counties cooperated and submitted Operation Stonegarden grant requests through Customs and Border Protection. This included operational and communication elements. Customs and Border Protection was extremely helpful throughout the process and Montana will work to facilitate additional cooperation in the future.

Interoperability Montana, supported in part by Homeland Security funding, is crucial to improving public safety communications for border security and disaster response. As demonstrated in the maps you have in front of you, the system has come a long way and has great potential to impact local, tribal, state and federal emergency communications in the future.