

Statement of

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INTRODUCTION

Chairman Punaro and distinguished members of the Commission: thank you for the opportunity to address you today on the important role of the National Guard and Reserves in the security of our nation and the response to domestic contingencies.

The National Guard and the Reserves are fully integrated into our warfighting capability and are essential to fighting major contingencies. They have proven critical in the War on Terror both abroad and here at home and will remain so in the future. Since September 11, 2001, in addition to their duties overseas, U.S. forces – Active, National Guard, and the Reserves – have taken on a greater role within the United States. For example, at the President’s direction, military forces have reinforced border security; guarded shipping lanes; protected harbors; secured critical infrastructure; and guarded airports and other transportation hubs. Military forces also answered the call to assist in the 2001 anthrax and 2004 ricin attacks in the Capitol. Most recently, military support was critical to saving American lives and property in the aftermath of Hurricane Katrina.

To fulfill its mission, the Department employs a Total Force approach to ensure the right forces with the right capabilities are assigned to the right operations. The National Guard and the Reserves comprise almost half of the Total Force and are vital to America's Total Force defense at home and abroad. *The Strategy for Homeland Defense and Civil Support*, published in June 2005, reflects this Total Force approach to homeland defense and domestic civil support missions by incorporating the capabilities of trained and equipped Active Duty, National Guard, and Reserve forces. This approach preserves the historic Federal

relationship among the various levels of government while also recognizing the unique capabilities of each component to respond immediately to American citizens who are desperately in need.

HOMELAND DEFENSE AND THE RESERVE COMPONENTS

As set forth in *The Strategy for the Homeland Defense and Civil Support*, the Department's strategic goal for homeland defense is to secure the United States from direct attack; and we will accomplish this goal with a focused reliance on the Reserve Components. Specifically, the Strategy states: "Homeland defense and civil support are Total Force responsibilities. However, the nation needs to focus particular attention on better using the competencies of National Guard and Reserve Component organizations." The National Guard, which is forward deployed in 3,200 communities throughout the nation, provides an operational force for military missions at home and abroad. National Guard forces can answer short-notice calls by the President, the Secretary of Defense, or State governors, and are a key force for both homeland defense and civil support.

Air Domain

To defend the nation's airspace, the North American Aerospace Defense Command (NORAD) has aircraft on alert throughout the United States based on a tiered response system. As threat levels intensify, we increase the number of aircraft on alert and on patrol and many of our alert sites are Air National Guard bases. For these missions, Air National Guard fighter units employ instantaneous Title 10, U.S. Code, orders allowing individuals to volunteer, with the consent of the Governor, to be federalized for specific missions prior to execution. Since the start of Operation NOBLE EAGLE, Air National Guardsmen and Reservists have

flown 71% of the nation's air defense sorties. Since September 11, 2001, NORAD fighters have responded to more than 2,100 possible air threats in the United States and Canada, and have flown more than 42,000 sorties with the support of Airborne Warning and Control System (AWACS) and air-to-air-refueling aircraft.

Another mission area highlighted by *The Strategy for Homeland Defense and Civil Support* is in air and missile defense of the United States, including surveillance and manning of ground-based defense systems. For example, the ground-based air defense of our nation's capital, an operation originally carried out by Active Duty forces, is now a mission of both Active Duty and National Guard forces. In addition, in October 2003, the Colorado National Guard's 100th Missile Defense Brigade was the first missile defense unit to be established in anticipation of the scheduled deployment of the ground-based ballistic missile defense system. In January 2004, the Alaskan National Guard stood up the first U.S. Missile Defense Space Battalion at Fort Greeley, Alaska. The battalion will operate and provide security for ground-based interceptors in Alaska. DoD has begun deploying missile interceptors at Fort Greeley, Alaska, to protect the U.S. homeland from ballistic missile attack even as system development, testing, and fielding continue.

Maritime Domain

The Navy Reserve augments the Active Duty Navy in its execution of DoD's maritime homeland defense mission. In the future, as noted in *The Strategy for Homeland Defense and Civil Support*, the Navy Reserve could augment the Active Duty Navy and the Coast Guard for intelligence and

surveillance, critical infrastructure protection, port security, and maritime intercept operations.

Land Domain

Reserve forces, including the National Guard, Army Reserve, and Marine Corps Reserve, are also capable of serving in homeland defense reaction force roles when sufficiently trained and resourced. In fact, in the 2005 National Defense Authorization Act, Congress authorized the Secretary of Defense to provide funds to the Governor of a State for the use of the National Guard in a Title 32 Status (State control/Federal funding) for approved homeland defense activities. This new authority recognizes both the global nature of the current war and the special capabilities and contributions of the National Guard - a military force located in every State and territory, very familiar with the local geography, officials, and population, and well versed in working with other U.S. agencies. Under this authority, National Guard forces can be engaged directly in the defense of the U.S. homeland in a manner not seen since the days of the Revolutionary War and the War of 1812.

CIVIL SUPPORT AND THE RESERVE COMPONENTS

The Reserve Components also play a significant role in all-hazards consequence management. For instance, in the mid-1970s, DoD established the Emergency Preparedness Liaison Officer (EPLO) Program, which provides for liaisons for the Federal military in each State and in each of the 10 Federal Emergency Management Agency (FEMA) regional offices. Over the years, in numerous disaster operations, EPLOs have coordinated the input of military personnel, equipment, and supplies to support the emergency relief and cleanup

efforts of civil authorities. All of the 450 EPLOs are officers from the Army, Navy, and Air Force reserves.

The National Guard maintains a dominant role in all-hazards consequence management as it has critical capabilities available to respond to or assist civil authorities in the response to an incident, including:

- **National Guard Joint Force Headquarters-State (JFHQ-State).** A JFHQ-State has been established in each State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, and the Virgin Islands to provide command and control links for all National Guard forces. The JFHQ-State is responsible for fielding one or more Joint Task Force (JTF) command elements that can assume tactical control of military units that are ordered to respond to a contingency operation within a State and would provide Joint Reception, Staging, Onward Movement, and Integration of inbound forces. The JFHQ-State would activate and deploy additional State units requested by a State JTF commander and, in coordination with the Governor, requests other support as required. If ordered to active duty, the JFHQ-State can act as a subordinate command and control headquarters for USNORTHCOM or, in the case of Hawaii and Guam, USPACOM.
- **Joint Task Force-State (JTF-State).** A JTF-State may be formed under the JFHQ-State to maintain command and control of National Guard forces. A JTF-State includes a JTF command element that will work closely with the incident commander to determine if additional National Guard or active duty DoD resources are required and assists in their safe and effective employment.

- **Weapons of Mass Destruction - Civil Support Teams (WMD-CSTs).** WMD-CSTs support civil authorities at a chemical, biological, radiological, nuclear, or explosive (CBRNE) incident site by identifying CBRNE agents/substances, assessing current and projected consequences, advising on response measures, and assisting with appropriate requests for additional support. Currently, 36 of the 55 teams authorized by Congress have been certified. The teams are jointly staffed with 22 full-time Army and Air National Guard personnel and make use of specialized equipment such as a communications vehicle called the Unified Command Suite, an Analytical Laboratory System van with a full suite of chemical, biological, and radiological analysis equipment, and an Advanced Echelon (ADVON) command vehicle with high tech communication equipment.
- **CBRNE Enhanced Response Force Packages (CERFPs).** Initially established with one in each of the 10 FEMA regions, there are currently 12 validated CERFPs and an additional five CERFPs have been authorized and funded by Congress for full-time staffing and equipment. CERFPs provide a capability for searching an incident site, including damaged buildings, rescuing casualties trapped in the rubble, decontaminating them, and performing medical triage and initial treatment to stabilize them for transport to a medical facility. The CERFPs are composed of four elements from existing National Guard units, including search and extraction, decontamination, medical, and command and control.
- **National Guard Response Forces (NGRFs).** NGRFs are traditional units, pre-designated for quick response on a rotating basis. NGRFs provide every State a ready combat arms force capable of delivering a company-

sized unit in four hours with the remainder of the battalion arriving in 24 hours, at the direction of the Governor.

The Reserve Components also have a central role in CBRNE consequence management. The Army Reserve, for example, maintains the largest chemical decontamination capabilities within the Total Force. Also, the Reserve Components make up the vast majority of the Total Force response force established by DoD to assist civil authorities in managing the consequences of multiple, simultaneous CBRNE incidents within the United States. Active Duty units such as JTF-Civil Support and the U.S. Marine Corps Chemical-Biological Incident Response Force (CBIRF), acting in a Title 10, U.S. Code, status, and National Guard units such as the WMD-CST and the CERFP, acting in a Title 32, U.S. Code status, are prepared to execute a tiered response to multiple, simultaneous CBRNE incidents within the United States.

Contributions to Hurricane Katrina Response

The Department of Defense planned for and employed a balance of Active, Reserve, and National Guard capabilities in responding to Hurricane Katrina. In contrast to Hurricane Andrew (1992), in which National Guard forces constituted 24% of the military response, National Guard forces represented more than 70% of the military force for Hurricane Katrina. Even while 75,000 National Guard members were deployed overseas, under the leadership of Lieutenant General Blum and the various state Adjutants General, the National Guard amassed more than 30,000 personnel in 96 hours in response to Hurricane Katrina and, at the height of Hurricane Katrina relief efforts, deployed a total of 50,000 military personnel. National Guard personnel from every State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, and the Virgin Islands, were

involved in Hurricane Katrina response operations. Further, National Guard WMD-CSTs from 14 states deployed to provide state-of-the-art communications capabilities to local authorities as well as assistance and advice on identifying and handling hazardous materials from damaged infrastructure.

The Federal Response to Hurricane Katrina: Lessons Learned

Hurricane Katrina and the subsequent sustained flooding of New Orleans exposed some significant flaws in our national preparedness for catastrophic events and our Nation's capacity to respond to them. President Bush, in his September 15, 2005, address to the Nation from Jackson Square in New Orleans, made it clear that the Federal government will make the necessary changes to be "better prepared for any challenge of nature, or act of evil men, that could threaten our people." The President subsequently ordered a comprehensive review of the Federal response to Hurricane Katrina – this review resulted in the publication of *The Federal Response to Hurricane Katrina: Lessons Learned*. Regarding DoD, the review stated:

The Federal response to Hurricane Katrina demonstrates that the Department of Defense (DoD) has the capability to play a critical role in the Nation's response to catastrophic events. During the Katrina response, DoD – both National Guard and active duty forces – demonstrated that along with the Coast Guard it was one of the only Federal departments that possessed real operational capabilities to translate Presidential decisions into prompt, effective action on the ground. In addition to possessing operational personnel in large numbers that have been trained and equipped for their missions, DoD

brought robust communications infrastructure, logistics, and planning capabilities. Since DoD, first and foremost, has its critical overseas mission, the solution to improving the Federal response to future catastrophes cannot simply be “let the Department of Defense do it.”

The White House recommendations correlate well with our internal lessons learned effort. We have already begun to implement improvements with an urgent focus on the operational challenges associated with this year’s upcoming hurricane season. For example, DoD is:

- Completing a contingency plan defining USNORTHCOM’s role in planning and executing support to the Department of Homeland Security (DHS) during domestic contingencies;
- Proposing legislation that would allow Reserve units to be ordered to active duty to conduct all-hazards civil support missions in response to disasters; and
- Pursuing better integration of Federal active duty military forces and State National Guard units during planning and exercises.

In the future, integrated planning can be enhanced by anticipating incidents and their operational requirements, as well as by training and exercising for the 15 National Planning Scenarios developed by DHS. USNORTHCOM is developing detailed operational plans for all foreseeable missions. Additionally, beginning in February 2006, USNORTHCOM will participate in DHS’s effort to review emergency plans in all 50 States, the Commonwealth of Puerto Rico, the District

of Columbia, Guam, and the Virgin Islands. We will also integrate the lessons learned from the response to Hurricane Katrina into future exercises to minimize or mitigate military command and control difficulties during responses to future disasters. Finally, when justified by the disabling impact of a catastrophic incident upon State and local authority and the need to act swiftly to save lives, the President has the necessary authorities to federalize National Guard forces and establish “unity of effort” by establish a unity of command, placing all military forces – Active, Reserve, and National Guard – in Title 10, U.S. Code, status.

DoD is also considering potential measures to improve the integration both between Federal and State military forces and between military forces and Federal, State, and local civilian responders. For example, DoD is exploring a concept called the Regional Joint Readiness Center (RJRC). The RJRC was established by the Commonwealth of Pennsylvania as a result of the 2005 Base Realignment and Closure (BRAC) Commission recommendation to develop a Regional Joint Readiness Center at the Pittsburgh International Airport. Per the BRAC Commission’s recommendation, the mission of the RJRC would be to provide civil-military operations, homeland security, and community-based medical support to DoD and the Department of Homeland Security National Incident Management Plan and the National Response Plan.

One preliminary concept to improve Federal, State, local, and military integration that I believe should be replicated in every State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, and the Virgin Islands is known as the Military/Civilian Task Force for Emergency Response, or MCTFER. The MCTFER is intended to be an integrated (Federal, State, and local governments, as well as private, commercial, and volunteer agencies), State-level disaster and

emergency pre-incident response planning and coordination element led by a State Adjutant General.

Within the MCTFER structure, a Defense Coordinating Officer (DCO) would represent DoD through the Commander, USNORTHCOM, and, assisted by EPLOs, would work with the appointed Federal Coordinating Officer to coordinate DoD relief efforts in a disaster area. The best example of the use of the MCTFER structure is in Onslow County, North Carolina. The Onslow County MCTFER, which was established in August of 1998 as a result of a near tragedy involving a USMC helicopter crash in the local civilian community, consists of the North Carolina National Guard, Marine Corps Air Station New River's Aircraft, Firefighting and Rescue, Marine Corps Base Camp Lejeune's Provost Marshal Office and Emergency Medical Services, Onslow County's volunteer fire and rescue units, the Red Cross, Salvation Army, and the North Carolina Forestry Service.

A MCTFER in every State would provide a formal mechanism for ensuring a maximum pre-incident planning and coordination. To this end, I have directed my staff to develop a concept of operations for the establishment of a MCTFER within each of the 50 States, the Commonwealth of Puerto Rico, the District of Columbia, Guam, and the Virgin Islands, which we will, in the future, submit for coordination within the Department and approval by the Secretary of Defense.

In addition to these efforts, the Department also has two initiatives we hope to see in the National Defense Authorization Act for Fiscal Year, 2007, such as:

- The expansion of the WMD-CST mission to include operations in Canada and Mexico (when ordered to Active Duty and with the consent of those nations) and incidents involving non-terrorist releases, such as those caused by disasters of nuclear, biological, radiological, or toxic or poisonous chemical materials; and
- Authorization for the National Guard to provide support, reimbursable and non-reimbursable, to Federal civilian law enforcement agencies for domestic counter-terrorism activities under authority of Title 32, U.S.C.

Conclusion

The U.S. Armed Forces has always been there to answer our nation's call, whether in response to a disaster here at home or to go forth and fight our wars abroad. During much of our history, the Pacific Ocean and the Atlantic Ocean separated us from our adversaries. This is no longer the case. Our nation has been at war for nearly five years against an adversary who, as demonstrated on September 11, 2001, considers our homeland not only another battlefield in this global conflict but a vital center of gravity.

The "Total Force" is an operational imperative to meet the mission needs of the post-9/11 world. Our military -- Active, National Guard, and Reserve -- must be ready to simultaneously fight our wars, defend our nation, and respond to disasters like Hurricane Katrina. The Reserve components must be ready when our nation calls. Failure is not an option.