

**STATEMENT
OF THE
ASSISTANT
SECRETARY OF DEFENSE FOR
RESERVE AFFAIRS
HONORABLE THOMAS F. HALL
BEFORE THE
HOUSE COMMITTEE ON GOVERNMENT REFORM
IN CONNECTION WITH
TRANSFORMING THE NATIONAL GUARD:
RESOURCING FOR READINESS**

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HOUSE COMMITTEE ON
GOVERNMENT REFORM

Thomas F. Hall

Assistant Secretary of Defense for Reserve Affairs

Thomas F. Hall, a native of Barnsdall, Oklahoma, was sworn in as the fourth Assistant Secretary of Defense for Reserve Affairs on October 9, 2002. A Presidential appointee confirmed by the Senate, he serves as the principal staff assistant to the Secretary of Defense on all matters involving the 1.2 million members of the Reserve components of the United States Armed Forces. He is responsible for overall supervision of Reserve component affairs of the Department of Defense.



Mr. Hall is a retired two-star Rear Admiral having served almost 34 years of continuous active duty in the United States Navy. He is a distinguished and decorated Naval Aviator, who served a combat tour in Vietnam. He has performed in numerous high level staff, command, and NATO positions during his career. He commanded Patrol Squadron EIGHT, Naval Air Station Bermuda, and the Iceland Defense Force. His final military assignment was as the Commander/Director/Chief of Naval Reserve. His military awards include the Distinguished Service Medal, Defense Superior Service Medal, Legion of Merit, Air Medal, and various other personal and unit decorations. He was awarded the Order of the Falcon, with Commander's Cross, by the President of Iceland in recognition of his accomplishments and service as Commander Iceland Defense Force. He has been inducted into the Oklahoma Military Hall of Fame.

Mr. Hall attended Oklahoma State University for one year before entering the United States Naval Academy in Annapolis, Maryland. In 1963, he graduated from the Academy with a bachelor's degree in Engineering and was named as one of the top 25 leaders in his class, having commanded both the top Battalion and Company. He was, also, awarded the Brigade Intramural Sports Trophy. In 1971, he received a master's degree in Public Personnel Management from George Washington University. He graduated with highest distinction from the Naval War College; with distinction, from the National War College; and from the National Security Course at Harvard University. He was selected as a Fellow and served on the Chief of Naval Operations Strategic Studies Group.

Mr. Hall has served on the Boards of Directors of numerous nonprofit organizations that are supporting the needs of our veterans and citizens in general. Prior to returning to government service, Mr. Hall served as the Executive Director of the Naval Reserve Association for six years. The Naval Reserve Association is a 501 (c) (3) nonprofit veterans' organization that represents over 23,000 Naval Reserve officers, members, and their families.

Mr. Hall is married to the former Barbara Norman and they have one son, Thomas David Hall.

RESERVE AFFAIRS STATEMENT
HOUSE COMMITTEE ON GOVERNMENT REFORM

INTRODUCTION

Good morning Mr. Chairman and members of the committee, thank you for your invitation to testify today. I would like to provide information to assist you in making the critical and difficult decisions you face over the next several months. I want to publicly thank you and your committee for your help. The Secretary and I appreciate it, our military personnel are grateful, and we thank you.

THE ASSISTANT SECRETARY OF DEFENSE FOR RESERVE AFFAIRS' MISSION

The mission of the Assistant Secretary of Defense for Reserve Affairs (ASD/RA), as stated in Title 10 USC, is the overall supervision of all Reserve components' affairs in the Department of Defense. I take this responsibility very seriously because our Guard and Reserve perform vital national security functions at home and around the world, and are closely interlocked with the states, cities, towns, and communities in America. I have made it my business to get out to the field— to see and listen to the men and women in our Guard and Reserve. My staff and I have spent time in the states and around the world with them and we have listened carefully to their comments and concerns. Again this year, we are continuing to closely monitor the impact of increased use on our Guard and Reserve members, and on their families and employers.

My “Acid Test for the Guard and Reserve” remains unchanged; that is to “Ensure that the Guard and Reserve are: assigned the right mission; have the right training; possess the right equipment; are positioned in and with the correct infrastructure; are physically, medically, and

operationally ready to accomplish the assigned tasks; are fully integrated within the active component; and are there in the right numbers required to help fight and win any conflict!”

RESERVE COMPONENTS ARE FULL PARTNERS IN THE TOTAL FORCE

Because the Reserve components (RC) now comprise 46% of the Total Force, they are an essential partner in military operations ranging from Homeland Defense and the Global War on Terrorism to peacekeeping, humanitarian relief, small-scale contingencies and major crises. The fiscal year 2005 Defense budget recognizes the essential role of the RC in meeting the requirements of the National Military Strategy. It provides \$33.3 billion for Reserve component personnel, operations and maintenance, military construction, and procurement accounts, which is approximately 2.8% above the fiscal year 2004 appropriated level. [Note: This sentence was deleted because there is no basis for drawing a conclusion about what kind of return on investment is realized.] Included are funding increases to support full-time and part-time personnel, and the required sustainment of operations. It also continues last year’s effort toward RC equipment modernization and interoperability in support of the Total Force policy. These fiscal year 2005 funds support 870,900 Selected Reserve personnel. Within that total, the National Guard consists of the following: Army National Guard 350,000 and Air National Guard 106,800. Our total Ready Reserve, which also includes the Coast Guard Reserve, Individual Ready Reserve and Inactive National Guard, is approximately 1.2 million personnel.

Maintaining the integrated capabilities of the Total Force is key to successfully achieving the Defense policy goals of assuring allies, dissuading military competition, deterring threats against U.S. interests, and decisively defeating adversaries. Only a well-balanced, seamlessly integrated military force is capable of dominating opponents across the full range of military operations.

DoD will continue to optimize the effectiveness of its Reserve forces by adapting existing capabilities to new circumstances and threats, and developing new capabilities needed to meet new challenges to our national security.

MOBILIZATION, CONTINGENCIES, AND THE GLOBAL WAR ON TERRORISM

Today, we are in the midst of one of the longest periods of mobilization in our history. However, one certainty remains - that when called upon, the men and women of the National Guard and Reserve will respond promptly and perform their duty. From September 11, 2001, through April 19, 2004, we had mobilized approximately 345,000 Reserve component personnel in the Global War on Terrorism (GWOT). We are managing these call-ups in a prudent and judicious manner, assuring fair and equitable treatment as we continue to rely on these citizen-soldiers. As of April 19, 2004, 167,242 Reserve component personnel were on active duty - here at home and in every theater around the world supporting the Global War on Terrorism. They are providing a very broad range of capabilities, from Special Operations and Civil Affairs to personnel and finance support. The National Guard breakdown is as follows:

- Army National Guard (ARNG): 91,222
- Air National Guard (ANG): 3,490

The National Military Strategy requires the united States military forces to sustain a high degree of readiness and be able to deploy anywhere around the globe. The Guard is an essential partner in the Total Force and as such is a key player in providing support to the full spectrum of military missions ranging from Homeland Defense, peacekeeping, humanitarian relief and small-scale contingencies.

The Air National Guard is fully integrated with the Air Force and is engaged in full-time, daily missions as a part of the Air and Space Expeditionary Force. Because of the Air Forces' one tier of readiness standard, the Air National Guard has already made the transition from a strategic Reserve into an operational Reserve. Their recruiting and retention is on track and despite the current increased operational tempo of the aircrews, the majority of the Flying Wings continue to maintain a high readiness rate.

The Army National Guard is at a historic moment in time. During the next ten years, we'll see the most significant changes in the Army Guard since its inception almost 368 years ago. The Army National Guard will be redesigned and re-equipped while simultaneously engaged in the Global War On Terrorism. The vision of the Army is modularity-smaller more agile units with more capability. The transformation into modular type units will include the Army National Guard with its conversion scheduled to begin in 2008 or sooner. Today, the Army National Guard faces the unique challenge of meeting the new reality without the prior addition of comparable resources for equipment and training. As a result, to support ongoing operations they have cross-leveled personnel and equipment.

Because the Army National Guard and the Air National Guard are integral partners in the Total Force and have contributed large numbers to the Global War On Terrorism, we have significantly increased the number of combat veterans in the Guard. These veterans will provide mentoring to troops with less experience and pass on valuable lessons learned. The Guard as a whole is benefiting. Moreover, our personnel are being trained on the most technologically advanced equipment in the world.

Morale is high. The Guard and Reserve are proud of their contribution and ready to serve. They will continue to respond to the call to active duty as long as there is meaningful work and

we only keep them on duty for the absolute essential period of time. The men and women with whom I have spoken are proud of their service, fulfilling important missions and contributing to the needs of their country. We know there is a clear correlation between job satisfaction and proximity to the action and it is our intent to make sure when we call Guardsmen or Reservists we assign them to the full range of military missions.

MANAGING FORCE CAPABILITIES IN HIGH DEMAND

With the Global War on Terrorism and the ongoing mobilization of Guard and Reserve members, we are monitoring the capabilities in the Reserve components that have been in high demand and, where necessary, identifying actions necessary to reduce the demand on these capabilities. To assess the capabilities that are projected to be in demand as we prosecute the war on terrorism, the Department has conducted an analysis of what elements of the RC have been called-up—evaluating their usage in terms of:

- Frequency of call-up—the number of times members have been called to active duty since 1996.
- Percentage of available pool—what percent of the RC force has already been used to support current operations.
- Duration—how long the members served when they were called-up.

Frequency of call-up—empirical data have revealed that, to date, a relatively small number of RC members have been called up in support of the current operation who were called up for other contingency operations in the last eight years. Though December, 2003, overall, 27,784 Reserve members, or about 3.2% of our Selected Reserve force of 875,609, had been involuntarily called-up more than once since 1996 (11,802 called-up for more than one

contingency operation – Bosnia, Kosovo, Southwest Asia, and ONE/OEF/OIF - and another 15,982 called-up more than once for the current contingency - ONE/OEF/OIF). This indicates that from a macro perspective the frequency of call-ups does not indicate an excessively high demand on the Reserve force at this time.

Percent of available pool—to mitigate the depletion of the available pool of reserve assets, the Department policy is that Reserve component members will not serve involuntarily more than 24 cumulative months and to utilize volunteers to the maximum extent possible. In viewing the available pool from the macro level, it might appear that the overall percentage of the RC force that has been used to support operations since 9/11 may be approaching a level difficult to sustain over a prolonged campaign. Through December 2003, about 36 percent of the Selected Reserve force was mobilized in just over two years of this operation. However, the usage rate is not consistent across the force. Some career fields—like force protection, civil affairs, intelligence and air crews—have been used at a much higher rate. And other career fields—like medical administration, legal, and dental—have been used at a much lower rate. Currently, the utilization is concentrated in about ¼ of the officer career fields and about ⅓ of the enlisted career fields; furthermore, the highest utilization is concentrated in a relatively small number of selected career fields.

Duration—tour lengths for RC call-ups have increased for every operation since Desert Shield/Desert Storm. The average tour length for Desert Shield/Desert Storm was 156 days. For operations in Bosnia, Kosovo, and Southwest Asia, the average tour length was about 200 days. For those members who have completed tours of duty during the current contingency, tour lengths have averaged about 320 days.

We are taking steps to address the possible depletion of needed resources that include:

- Increasing international military participation in Iraq, and developing Iraqi capacity to conduct police and security tasks and increasing actionable intelligence to disrupt threats to stability in Iraq.
- Rebalancing the Active and Reserve force mix and capabilities. By identifying about 100,000 billets for possible restructuring over the next several years.
- Reviewing over 300,000 military positions for possible “civilianization,” thereby increasing the number of military in the operational force.

All these actions are high priorities for the Department since they will provide greater stability and predictability for reservists, their families and employers, and will optimize the forces available over what is anticipated to be a long war.

Predictability is an important key to using the Reserves. It is now routine for the Army Guard to plan and execute Bosnia and Kosovo missions. They are currently maintaining about 474 Guardsmen in the Sinai. The Army Reserve provides most of the logistics support in Kosovo. Future rotations in Iraq and Afghanistan will be planned in advance, providing more time for the RC to train at home in preparation.

Force protection continues to be an important requirement for the force in the Global War on Terrorism both at home and abroad. Reserve personnel provide the majority of force protection to military personnel and installations worldwide. As of February 25, 2004, the Army National Guard had 6,021 soldiers augmenting Air Force security forces—providing support at Air Force bases for the second and final year of this mission. Approximately 9,000 soldiers provided force protection for the Air Force the first year. This initiative is one example of innovative solutions for force protection in the GWOT as the Air Force rebalances its security forces through an increase in training capacity, use of contractors and technological solutions.

The Guard and Reserve are important partners in daily military operations and will play a major role in any future operations while maintaining its traditional role as citizen soldiers. We must ensure that when we employ members of the Guard and Reserve, they are provided meaningful missions and we retain them on active duty for only as long as is necessary to accomplish the mission.

REBALANCING THE FORCE

The Reserve components continue to make significant and lasting contributions to the nation's defense and to the Global War on Terrorism while the Armed Services transform to be more responsive, lethal, and agile. However, it has become evident that the balance of capabilities in the Active and Reserve components is not the best for the future. There is a need for rebalancing to improve the responsiveness of the force and to help ease stress on units and individuals with skills in high demand.

Repeated mobilizations are not a major problem yet, as they are focused in a small amount of particular skill sets. Thus, force rebalancing is necessary in some areas, but in other areas innovative management actions may be sufficient to reduce the stress of over-use.

Easing or reducing the stress on the force requires a multifaceted approach by the Department – no single solution will resolve the challenges faced by the Services. To achieve this goal, the Department engaged in a cohesive rebalancing strategy consisting of the following points:

- Move later deploying Active component (AC) forces forward in operation plans and early deploying RC forces later in the plan and shift assets between combatant commanders. This would enhance early responsiveness by structuring forces to

reduce the need for involuntary mobilization during the early stages of a rapid response operation.

- Introduce innovative management techniques such as enhanced volunteerism, expanded use of reachback, streamlined mobilization processes to improve responsiveness, and employment of innovative management practices such as the continuum of service and predictable overseas rotations.
- Rebalance capabilities by converting lower priority structure to higher priority structure both within and between the AC and RC.

Through this comprehensive rebalancing strategy the Department will gain added efficiencies from its existing force structure that may preclude any necessity to increase force end strength. This rebalancing strategy has already resulted in about 10,000 changes in military spaces both within and between the Active and Reserve components to address stressed career fields in fiscal year 2003, and about 20,000 more in fiscal year 2004. The fiscal year 2005 budget supports about 20,000 additional changes as well.

A breakdown of specific fiscal year 2005 Service-rebalancing initiatives includes:

- Army – 12,000 spaces converted to improve early responsiveness in the transportation, quartermaster, medical and engineer career fields. Conversions will also reduce stress on military police, special operations forces and intelligence career specialties.
- Navy – 1,000 spaces converted to reduce stress in security forces.
- Marine Corps – 3,000 spaces converted to reduce stress in Air Naval Gunfire Liaison Companies, security forces and intelligence career fields.
- Air Force – 4,000 conversions to reduce stress in security forces, aircrews and

maintenance career fields.

Additional plans embedded in the Future Years' Defense Plan (FYDP) include further conversions and major rebalancing efforts to improve readiness and capabilities. In total, the Services plan to rebalance about 100,000 spaces between fiscal years 2003 and 2009.

By employing innovative force management practices, the Services can perhaps achieve the greatest degree of flexibility in utilizing the Total Force, while reducing the stress on critical career fields and the need for involuntary mobilization. Each Service is unique. Approaches such as the continuum of service, reachback, improved predictability through rotational overseas presence, and improvements to the mobilization process, can help to ensure that the Services have access to individuals with the skills and capabilities required for both emergent operations and sustained, day-to-day activities.

In total, the initiatives described reflect a cohesive rebalancing strategy that will ease the stress on the Reserve Forces. Rebalancing efforts will not happen overnight. The process will be iterative and ongoing, as demands on the Total Force change and new requirements create different stresses on the force. By proceeding in this manner, the Department will be able to achieve its transformational goals, ensure the judicious and prudent use of its Reserve components, and ultimately assure victory in the Global War on Terrorism.

TRAINING THE FORCE

The Guard and Reserve are preserving their well-earned reputation as the best trained and best led Reserve components in the world. However, our global environment has changed significantly since September 11th, and our approach to training and readiness has changed accordingly. As we prosecute the Global War on Terrorism, training to meet required readiness

levels remains a Departmental priority and attention is focused on optimizing training effectiveness and efficiency.

Meeting these challenges requires both short-term and long-term solutions. As an example, we are finding that functions for which units and personnel are structured and trained do not always match the current and emerging mission requirements. While rebalancing efforts provide force structure solutions, immediate retraining of our Reservists provides a near-term solution. Once units are identified for future force rotations, retraining begins immediately to maximize time available prior to deployment. Currently innovative concepts such as employing four-week training venues, known as “2+2s” or “pop-ups” - that are comprised of two-weeks of Annual Training coupled with follow-on two-weeks of Active Duty Training (ADT) – are quickly and effectively meeting these challenges. Although our solution set is effective, it is not yet efficient.

We need additional tools, innovations and flexibility to better manage current training/retraining efforts. To this objective, a proposed legislative change requests removal of the “other than for training” exclusion from existing mobilization statutes. The ability to schedule and conduct well-planned, phased training will yield maximum benefits in both the learning experience and skills retention. Coupled with the Department’s “train, mobilize, deploy” approach to RC employment, we will capitalize on scarce resources, reduce “cross-leveling” and unit disruptions, and eliminate some “post-mobilization” training. This approach allows units to train together and deploy as cohesive, effective units. Ancillary benefits also include increased predictability, stability and relevance for RC members, and protections and benefits for members’ families not previously available while participating in required training in a non-mobilized status.

Effective and meaningful training is only relevant if RCs are responsive and rapidly deployable in the joint strategic environment. Toward that end, we've worked to ensure the Reserve components are included in all training transformation initiatives and other joint training opportunities. These joint opportunities will result in a significantly improved overall capability of our Armed Forces.

Also included in the Training Transformation initiative is the use of cutting edge training technologies that will significantly improve members' access to required training – anytime, anywhere. When implemented, training transformation will deliver joint training worldwide and provide a major step forward for Reserve members, providing distributed learning with embedded simulations that will enable “see, learn, do” training. These and other technology-based initiatives will optimize use of training days, while limiting time away from employers and families.

Our part-time citizen soldiers, sailors, airmen and Marines have responded magnificently to their Nation's call. They have faced significant training challenges supporting the Global War on Terror - challenges they have met head-on and overcome – and I am immensely proud of their accomplishments.

A CONTINUUM OF SERVICE

We are in our second year of transitioning to a new approach in force management called “continuum of service.” The continuum of service will facilitate varying levels of participation and enable members to more easily move between Active and Reserve service. Particularly for reservists, this approach would enable them to voluntarily move from the traditional reserve training regimen (or simply being available as part of the Individual Ready Reserve manpower

pool) to full-time service for a period of time – or into a participation level somewhere between full-time and the traditional 38 days of reserve training each year. Or move in the other direction – fewer days of participation as their circumstances dictate. The continuum of service also applies to the active service member who could easily move into a Reserve component for a period of time, without jeopardizing his or her career and opportunity for promotion.

Just as the continuum of service encourages volunteerism in the standing force, it also creates opportunities for military retirees and other individuals with specialized skills to serve on a more flexible basis, if their skills are needed.

The “continuum of service” has a number of important advantages: in addition to capitalizing on volunteerism, it will enhance the ability of the Armed Forces to take advantage of the highly technical skills many reservists have developed by virtue of their experience in the private sector – while at the same time creating opportunities for those in the Active force to acquire those kinds of skills and experiences. It also improves our capability to manage the military workforce in a flexible manner, with options that currently exist only in the private sector. Finally, there are certain skills that are hard to grow or maintain in the full-time force, but may be ideally suited for part-time service in a Reserve component, such as certain language skills and information technology specialties. The continuum of service can provide the opportunity for highly trained professionals to serve part-time and provide a readily available pool of these highly specialized individuals who would be available as needed.

We have two programs that started last year using this concept. In August 2003, the Army implemented an innovative new program to recruit Arabic speakers directly into the Individual Ready Reserve. The program focuses on recruiting American citizens or U.S. permanent residents (many of Iraqi origin) who are fluent in languages that are needed for the Global War

on Terrorism. By the end of 2003, the Army had enlisted 144 heritage Arabic speakers. By the end of this year, we expect the number of volunteers participating in this program to exceed 250. Recruits include individuals skilled in the following languages: Arabic-Modern Standard; Arabic-Gulf-Iraqi; Pushtu; Pushtu-Afghan; Pushtu-Peshawari; Kurdish; Turkish; Dari/Persian-Afghan/Persian-Dari. Once they complete all training requirements, many will deploy to Iraq to assist in the reconstruction effort.

The second initiative now under way is a small pilot program aimed at leveraging people with a unique set of civilian skills that are hard to grow and maintain on active duty, but who can, in small numbers, have a dramatic impact on our military's success on the battlefield. This program, known as the Defense Wireless Service Initiative, is recruiting highly skilled wireless engineers and spectrum managers to help us better manage our increased use and reliance on the electromagnetic spectrum in the execution of combat operations and employment of smart weapons. Our office is working with the Army to imbed a total of eight reservists (4 officers and 4 enlisted) into an Army structure that will work in two four-person teams to analyze operational scenarios and lay down networks for the Army. When called, these reservists will deploy to perform real-time operational spectrum management.

While we are making strides to implement the continuum of service, there are areas in which we need your assistance. They include:

- Providing more consistency in management and accounting of reservists serving on active duty.
- Providing greater flexibility in using inactive duty for reach-back and to perform virtual duty. e. g., Flexibility to perform duty anywhere, not necessarily under military supervision.

- Allowing for an alternative military service obligation and streamlined basic training for certain individuals accessed into the force with unique civilian acquired skills.
- Providing the authority to establish auxiliaries for the Army, Navy and Marine Corps, modeled after the very successful Coast Guard Auxiliary.

These changes will help the Department optimize the use of the force and facilitate volunteerism, thus reducing the need to involuntarily call-up Guard and Reserve members.

RESERVE COMPONENT SUPPORT TO CIVIL AUTHORITIES

The National Guard has played a prominent role supporting local and state authorities in terrorism consequence management. At its core is the establishment of 55 Weapons of Mass Destruction Civil Support Teams (WMD CSTs), each comprised of 22 highly skilled, full-time, well-trained and equipped Army and Air National Guard personnel. To date, the Secretary of Defense has certified 32 teams as being operational. The Assistant Secretary of Defense for Homeland Defense recently released the locations of the twelve new teams, designated in the FY04 National Defense Authorization Act.

The WMD CSTs will deploy, on order of the State Governor, to support civil authorities at a domestic chemical, biological, radiological, nuclear, or high yield explosives (CBRNE) incident site by identifying CBRNE agents/substances, assessing current and projected consequences, advising on response measures and assisting with appropriate requests for additional state and federal support. The WMD CST funding for FY2004 is \$184.4 million, and the budget request for FY 2005 is for \$189.9 million. In the 2004 NDAA, Congress directed the Secretary of Defense to field 12 new teams and to develop a plan to establish an additional 11 WMD-CSTs,

in order to have at least one in each state and territory. These strategically placed teams will support our nation's local first responders as a state response in dealing with domestic incidents.

The Department is also leveraging the capabilities of existing specialized Reserve component units for potential domestic use in support of civil authorities. During FY 2001, DoD completed the training and equipping of 25 Army Reserve chemical decontamination companies and 3 chemical reconnaissance companies to support civil authorities in responding to domestic incidents. This enhanced training and equipment will improve the readiness of these units to perform their war-fighting mission, while allowing them to respond effectively to a domestic emergency, if needed. A budget request of \$12.4 million was approved for FY 2004 to continue training Army Reserve chemical soldiers to perform these domestic decontamination and reconnaissance missions and also to sustain specialized equipment. Some of this money will also be used to provide training to Army Reserve medical soldiers that will better enable them to support a domestic medical response to a chemical, biological, radiological, or nuclear incident.

Today's National Guard Role in Homeland Security

The National Guard has a significant role in Homeland Security. Just as the active force is the first to deploy in support of US operations abroad, the National Guard is often the first military force to deploy in support of most Homeland Security requirements. The National Guard is a citizen-soldier force that can be activated by the Governor in support of state emergencies and also federalized to support national contingency requirements. The Governor can employ the National Guard under state active duty (state commanded and financed,) or upon authorization of the Secretary of Defense, in title 32, U.S.C. (state commanded and federally financed.) The National Guard can also be federalized under the provisions of title 10, U.S.C. (federally

commanded and financed.) It is this triple status that makes the National Guard a cost effective, flexible force that can be employed in a variety of circumstances.

The Guard's multi-faceted capability was ably demonstrated in the aftermath of the terrorist attacks of September 11th 2001.

Immediately after the attacks, the National Guard responded. Air National Guard assets took to the skies to secure our airspace and other National Guard forces were quickly sent to the World Trade Center and the Pentagon to assist with security and recovery efforts. Soon after, the President asked the Governors to secure critical US airports. In a matter of hours, they responded by deploying their Guardsmen in title 32 status at over 440 airports. In addition, many of the states' governors ordered their Guardsmen, in State Active Duty status, to secure critical infrastructure facilities within their states, such as bridges, power plants, and government buildings. Many of those missions continue today.

Other National Guard personnel were activated in twelve states, under title 10, to augment security along our national borders. Their mission was to ensure that commerce continued to flow while our vital border security interests were protected. These homeland security missions and others were conducted simultaneously while Army and Air National Guard forces were deployed for peacekeeping and stabilization actions in the Balkans and elsewhere, and as a critical part of the War on Terrorism. The Guard has also been mobilized to perform force protection missions in the United States in support of preparation for possible war with Iraq. As expected, the National Guard has conducted and continues to conduct all missions in an exceptional manner.

As we move forward, it is apparent that the National Guard will be increasingly involved in all aspects of the Homeland Security mission. The Homeland Security areas we focus on include:

- Combating terrorism
- Defense Support to Civilian Authorities
- Responding to the domestic use of chemical, biological, radiological, nuclear and high-yield explosives
- National Missile Defense
- Critical Infrastructure Protection
- Information Operations
- Protecting the Nation's Sovereignty.

Defense support to civil authorities includes domestic disaster relief operations in response to wild fires, hurricanes, floods, and earthquakes. It also includes consequence management assistance following a terrorist incident employing a weapon of mass destruction.

The Future of the National Guard in Homeland Security

The fight against terrorism and the protection of our homeland is expected to be a protracted endeavor much like the Cold War. To that end, many policy experts, reports, and studies have advocated an expanded role for the National Guard in Homeland Security. While some have suggested that the National Guard should be reoriented, reequipped, and retrained for the Homeland Security mission, the reality is that the National Guard is an integral part of the Army and Air Force Total Force mission capability and that role is vital to the survival of the nation. The threat posed by well-financed, sophisticated and determined international terrorist groups has raised the bar as to what the National Guard must be able to do. While the National Guard will continue to maintain a high state of readiness for overseas operations, it must also better prepare itself to respond to the Homeland Security mission within the US, the District of

Columbia, Puerto Rico, and the US possessions and territories. The National Guard can meet the increased demands of the Homeland Security mission while still maintaining its ability to execute its Total Force requirements.

EMPLOYER SUPPORT OF THE GUARD AND RESERVE

Employer support for employee participation in the National Guard and Reserve remains an area of great concern. Employer support is absolutely critical to recruiting and retaining quality men and women for our Reserve component forces. Building employer support requires a strong network comprised of both military and civilian-employer leaders, capable of fostering communication, education and an exchange of information. Employers' understanding of their legal requirements concerning support for Guard and Reserve employees is imperative.

The National Committee for Employer Support of the Guard and Reserve (ESGR) is the Department's primary office for outreach and education to employers. ESGR coordinates, trains, funds and directs the efforts of a community based national network of over 4,200 volunteers, organized into 55 committees located in every state, the District of Columbia, Guam, Puerto Rico, the Virgin Islands and in Europe. ESGR has developed and implemented new training programs for their volunteers, planned new industry symposia to bring together industry segments with military and Department leaders, expanded their presence at industry conferences, and further developed and enhanced their partnerships with the National, state and local Chambers of Commerce, and local and national human resource organizations.

Although we established a Guard and Reserve Employer Database in late 2001 in which reservists could voluntarily provide information about their civilian employers, we were having limited success in populating the database. However, information about the civilian employers

of reservists is necessary for the Department to meet its statutory responsibilities to consider... “civilian employment necessary to maintain national health, safety, or interest” (10 USC, Sec. 12302) ... when determining members to be recalled, especially members with critical civilian skills, and to inform employers of reservists concerning their rights and responsibilities under the Uniformed Services Employment and Reemployment Rights Act.

Last year, we began laying the groundwork for a mandatory reporting program. That effort will culminate with the rollout of a new Civilian Employment Information (CEI) Program by late spring of this year. Under the CEI program, reservists will be required to provide information about their employers. We have been working closely with the Services and the Reserve components in the development of this program to ensure we protect the privacy of reservists with respect to the use of this information about their civilian employers. For example, we would not directly contact an employer about an individual reservist unless the reservist asked for our assistance with an employer issue. But we could work with an employer as part of our broader outreach efforts to inform all employers about the Guard and Reserve.

Populating the Guard and Reserve Employer Data Base is critical in order to clearly focus employer outreach efforts. It will enable us to work closely with the civilian employers who are directly affected by the mobilization of reservists. The use of this program will also assist in other research projects we have undertaken to determine if and when significant problems with employers are emerging. Understanding the challenges civilian employers must address will help us identify steps we can take that will be most beneficial to them—strengthening our employer support program and making service in the Guard and Reserve easier for our members.

In addition to these efforts, other major initiatives include:

- Determining employer attitudes through surveys.

- Developing personal relationships with employers.
- Supplying systems to create ESGR volunteer manpower efficiencies.
- Developing follow-up processes to sustain employer support.
- Providing support at all mobilization and demobilization locations.

The tens of thousands of man-hours from the ESGR volunteers each year determines the success of the program as measured by the employer's understanding of their role in the Nation's defense, as well as their continued strong support of their National Guard and Reserve employees. Those volunteer efforts are true patriotism at work!

EQUIPMENT AND FACILITY READINESS

National Guard and Reserve Equipment

The FY 2005 budget includes \$1.6 billion to procure needed equipment for the Reserve components (RC). In the past, the RC relied on cascaded equipment from the Active components (AC) to help the shortfalls, however, given the fact that the majority of the support functions are in the RC, there is little equipment available to flow from the AC. In addition, the equipment that has been recently deployed from both the AC and RC has been exposed to extreme heat and a very sandy environment that is taking its toll on engines, generators, compressors, etc. The normal peacetime usage rate for ground equipment is 3 to 4 thousand miles a year and in the wartime environment it is currently being used 3 to 4 thousand miles a month, a 12 fold increase. With the combination of these two major factors, the life of the equipment is being shortened dramatically from what was programmed in peacetime. We are convinced that only by modernizing the equipment of our Reserve forces will the Department

reap the full potential of a capabilities based force in the future. Key equipment items planned for the RC included in the FY 2005 President's Budget request are:

- Army National Guard and the Army Reserve: Global Air Traffic Management, aircraft modifications, air traffic control, HMMWV, Family of Medium Tactical Vehicles (FMTV), Family of Heavy Tactical Vehicles (FHTV), float ribbon bridges, tactical bridging, generators, and MLRS launcher systems.
- Air National Guard and Air Force Reserve: Aircraft modifications for the F-16, C-5, C-130, KC-135 and HH-60, common aircraft support equipment, tactical communications – electronics equipment, and base information and communications infrastructure.

NATIONAL GUARD AND RESERVE FACILITIES

Military Construction

The FY 2005 military construction investment for new facilities affecting all Reserve components is \$590 million and represents approximately 6.2 percent of the Departments overall Military Construction and Family Housing requests of \$9.4 billion. The President's Budget request provides new Armed Forces Reserve Centers, vehicle maintenance facilities, organizational maintenance shops, and aircraft maintenance facilities for the Reserve component missions. These new facilities begin to address the needed replacement of the Reserve components' infrastructure in support of military transformation programs. The FY 2005 budget request continues the Department's efforts to improve the quality of life for the Guard and

Reserve which for the Reservist is not normally housing and barracks but rather where they work and train.

Sustainment, Restoration, and Modernization

The Reserve components' FY 2005 facility sustainment, restoration, and modernization (SRM) request is approximately \$950 million. The Department continues its commitment toward restoring and modernizing existing facilities. The Reserve components were allocated 95% of their requirements. The recapitalization rate will be continually reviewed to meet the 2008 goal of a 67-year rate. The FY 2005 request reflects a concerted effort by the Department to reduce the SRM backlog and improve the Guard and Reserve facility readiness rating.

CONCLUSION

This Administration views a mission-ready National Guard and Reserve as a critical element of our National Security Strategy. As a result, our Reserve components will continue to play an expanded role in all facets of the Total Force. While we ask our people to do more, we must never lose sight of the need to balance their commitment to country with their commitment to family and to their civilian employer. That is why rebalancing of the force is so critical, the continuum of service is so crucial, and relieving the stress on the force is absolutely essential.

Thank you very much for this opportunity to testify on behalf of the greatest Guard and Reserve force in the world.