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STATEMENT BY

**LIEUTENANT GENERAL H STEVEN BLUM
CHIEF, NATIONAL GUARD BUREAU**

**BEFORE THE
SENATE HOMELAND SECURITY AND GOVERNMENT AFFAIRS
COMMITTEE**

SECOND SESSION, 110TH CONGRESS

**ON
THE MILITARY'S ROLE IN DISASTER RESPONSE: PROGRESS
SINCE HURRICANE KATRINA**

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Chairman Lieberman, Senator Collins and distinguished members of the committee, thank you for the opportunity to discuss the role of the military in supporting interagency response to a domestic disaster, natural or man-made.

Last year, I appeared before this Committee and stated that the National Guard was more than ever linked to the vital interests of our Nation, both here at home and around the world. Today, I am honored to inform you that the National Guard continues to successfully support a wide range of domestic response operations; from floods in the State of Kansas, to securing the Southwest Border and supporting local agencies in response to wildfires. Over the past year, at one time or another, the States have had over 100,000 National Guard soldiers and airmen in either state active duty or Title 32 status supporting Homeland Security missions. These capabilities were provided to local governments while we continued to support ongoing war fighting efforts in Iraq and Afghanistan.

Interagency relationships are fundamental to an effective, comprehensive Federal response to a major disaster. Therefore, we must continue to foster strong relationships between the Department of Defense (DoD), the Department of Homeland Security (DHS) and the National Guard. Indeed, the Federal response to Hurricane Katrina highlighted a need for improved coordination, better planning, procurement of critical equipment and interoperable communications, as well as joint training between the National Guard, active forces, and our Federal and state partners. Although there are no cookie-cutter solutions for disaster management, without adequate planning, proper equipment and

effective communications, the ability to maximize the participation of the military in a coordinated response will be constrained.

A domestic response capability is defined by a three part equation: people, training and equipment. We have been working with the US Army to manage our wartime deployment strategy to ensure that every Governor have at least 50% of his home state's National Guardsmen available to respond to domestic emergencies. More than ever, Guard personnel are well trained, experienced and ready. At the beginning of this year, the Army National Guard had on-hand approximately 40% of warfighting equipment required. With the continued support of the Department of Defense and strong support of our elected leaders we will succeed in meeting this challenge as well.

Governors count on the National Guard to be the first military responder and call on Guard assets within the first hours of an event. Therefore, the allocation of adequate resources on location is critical. The National Guard must be able to support the Governors' requirements on an immediate basis, and respond with the right capabilities, to the right location, at the right time. The States have indicated to the National Guard Bureau that there are certain capabilities they need to meet in emergencies. As a result, we have identified ten (10) essential capabilities each State, Territory, and the District of Columbia must maintain at all times: (1) Joint Force Headquarters (2) Engineering (3) Civil Support Teams (4) Security (5) Medical (6) Transportation (7) Maintenance (8) Logistics (9) Aviation and, (10) Communications.

As far back as 2000, we began developing and implementing key initiatives that, at the state level, play a major role in interagency coordination.

- **Joint Force Headquarters—State (JFHQ-State).** JFHQ-State is a joint command and control entity in each State and territory. It is integrated into national consequence management and contingency planning structures. JFHQs provide situational updates (common operating picture) information to national level headquarters before and during any contingency operation and Joint Reception, Staging, and Onward Movements, and Integration (JRSOI) for all inbound military forces. In very simplistic terms, JRSOI is simply a selection of predetermined sites (distribution points, airports etc.) and routes for moving supplies and personnel into affected areas. Federal law provides a mechanism whereby a National Guard officer can command Federal troops. Such a commander at the head of a Joint Task Force—State (JTF-State), which is created in times of emergency by the Joint Force Headquarters, can assume tactical control of all military units –State National Guard, other National Guard forces, Active Component and Reserves. The JTF-State commander can be a dual-hatted commander of both Title 32 (Federally funded, yet state controlled) and Title 10 (Federally funded and controlled) forces as demonstrated in the 2004 G8 Summit as well as the Democratic and Republican National Conventions.
- **Joint Force Headquarters Joint Operations Centers (JFHQ JOC).** The JOC is a network composed of the National Guard Bureau JOC, located in Arlington, Virginia and a separate JOC in each of the 54 States and Territories. The JFHQ JOC serves as the primary entity for coordinating, facilitating, and synchronizing efforts in support of their states, information requirements of the National Guard Bureau and customers at the Federal level during natural disasters, National

Special Security Events (NSSE), exercises and domestic activities. Each JFHQ JOC has redundant connectivity: DoD architecture of Non-Secure Internet Protocol Router (NIPR) and Secure Internet Protocol Router (SIPR); a High Frequency (HF) network with classified and unclassified voice and data information; and commercial systems. In a nutshell, the JOC concept allows for a continual and accurate flow of information from each state and territory into the National Guard Bureau. In turn, this information is consolidated and shared with Northern Command and other Federal agencies.

- **National Guard Chemical, Biological, Radiological/Nuclear, and high-yield Explosive (CBRNE) Enhanced Response Force Package (CERFP).** The National Guard developed and fielded 12 CERFP teams to provide a regional capability to respond to incidents involving chemical, biological, radiological or high explosive threats. Each team is designed to rapidly (less than 96 hours) provide the capability to locate and extract victims from a CBRNE incident site and perform mass patient/casualty decontamination and medical triage and stabilization. The CERFP augments the capabilities of the National Guard's Civil Support Teams (CST). The incremental training and equipment for this capability is specialized, compatible with the first responders, and interoperable with the incident command system.
- **Critical Infrastructure Program- Mission Assurance Assessments (CIP-MAA).** National Guard CIP-MAA teams execute the pre-planning needed to educate the civilian agencies on basic force protection and emergency response. Additionally, these teams are building relationships with first responders, owners

of critical infrastructure and National Guard planners in the States and Territories. CIP-MAA teams deploy traditional National Guard forces in a timely fashion to assist in protection of the Nation's critical infrastructure, including vital elements of the Defense Industrial Base.

- **National Guard Reaction Force (NGRF).** Being based in so many communities, the National Guard has proven time and again that it can muster forces and be on the scene of an incident within hours. NGRF's provide every state with a combat ready arms force capable of delivering, at the request of the governor or resident, a unit of 50-75 personnel within 4-8 hours and a follow-on force of up to 400 personnel within 24-36 hours. NGRFs are a critical element of the first line of counter-terrorism defense and are designed to respond to an incident well ahead of Federal assets. They deploy with the capability to be logistically self-sustaining for 48 hours. NGRFs are formed from current unit and personnel resources and are organized as temporary task forces. As such, their mission primarily falls under the command and control of the governors of their home states. They will be, first and foremost, state assets, operationally falling under the command and control of the State Adjutant General. Missions include, but are not limited to (a) providing site security, (b) providing presence patrols and shows of force, (c) establishing roadblocks, check points, or both, (d) controlling civil disturbances and (e) protecting DoD selected critical infrastructure.
- **Joint CONUS Communications Support Environment (JCCSE).** The National Guard has successfully established a JCCSE nationwide. This communication

environment is a joint National Guard Bureau and Northern Command strategy for leveraging current National Guard communication capabilities to provide support to the major military commands, Department of Defense as well as non-DoD partners at the State and/Territory level and to any incident site. Each JFHQ established Homeland Security Information Network (HSIN) linkages. The HSIN is an unsecured collection of Department of Homeland Security systems designed to facilitate information sharing and collaboration. Additionally, each Joint Force Joint Operation Center (JF JOC) has secure/non-secure real-time operational network linkages in addition to secure video teleconference capabilities. This is critical to providing real time operational connectivity as well as a common operating picture to local, state and Federal agencies.

- **Weapons of Mass Destruction-Civil Support Teams (WMD-CSTs).** Include 22 Army and Air National Guard- Active Guard Reserve (AGR) personnel organized, trained and equipped to enter contaminated areas and identify contaminants within a short period of time. They have extensive reach-back communications capability to facilitate off-site evaluation and support from various laboratories. They are equipped with mobile laboratories capable of providing identification of chemical or biological materials. To date, the National Guard has 51 of 55 teams fully operational.
- **Aviation Security and Support (S&S) Battalions.** As part of the Army's overall aviation transformation, the Army National Guard has been able to convert and grow a valuable dual-purpose aviation structure that will be readily available and responsive to Homeland Security/Defense needs, in addition to their normal Army

operational mission. The ARNG officially activated six of these 24-aircraft S&S Battalions on 1 October 2005 and placed them in readily responsive locations across 44 states.

The Emergency Management Assistance Compact (EMAC) is the cornerstone to effective coordination at the state level. When equipment is needed but not on-hand at a particular location, it is necessary to bring in equipment from other units within a state or from other states. Although the EMAC has helped states tremendously to reduce response time, as long as we continue to rely on other States to respond to a disaster, natural or manmade, our effectiveness in the protection of lives and property is reduced.

Another concern is the gap between Department of Homeland Security (DHS), the DoD and the States when it comes to facing Homeland Security challenges. It is imperative for these entities to have continuous awareness of each other's capabilities, to engage in a cooperative strategic planning process, to train together and allocate resources in a manner mindful of the needs of the States.

Under the existing coordination mechanisms established by the DHS, the National Guard participates in the local to state level coordination together with the Governors and their Homeland Security Advisors and Emergency Management Agencies. Also, we are working to share information with DHS and we have military liaison officers at the Federal Emergency Management Agency (FEMA) and DHS. However, we still have a long way to go to reach the level of effective interagency collaboration necessary for a fully coordinated response.

Recommendations:

- To improve interagency collaboration and planning, model the Joint Interagency Task Force (JIATF) South command structure as it partners DHS, DoD and the National Guard.
- Preserve the ability of Governors to direct an emergency response at the ground level. This is critical. We need Governors, the Commanders in Chief of each State's civil responders and first military responders, to step forward and use their knowledge of the local terrain, population and emergency response capabilities. That is where any response effort should start instead of relying on Federal resources.
- To bridge the gap between the DHS, DoD and the States, borrow the wisdom of the Goldwater-Nichols Department of Defense Reorganization Act of 1986, which made tremendous changes in the way DOD operates-joint operations. To reach the desirable level of agency integration we must become fully joint: intellectually, operationally, organizationally, doctrinally, and technically. This is the key to operational success in the future. Therefore, any effort to achieve a fully coordinated response will benefit from similar Congressional guidance.

As a full member of the homeland security team, the National Guard is meeting its mission requirements at home and abroad. However, a continued commitment to increased resources and better inter-governmental coordination is needed for the National Guard to be more effectively postured to meet the needs of the future. By working closely with the Department of Defense, the Department of Homeland Security, and the Congress, the National Guard will continue to be Always Ready, Always There.

Thank you.

