



APRIL 3, 2014

BUDGET HEARING: NATIONAL GUARD AND UNITED STATES ARMY RESERVE

U.S. HOUSE OF REPRESENTATIVES, COMMITTEE ON APPROPRIATIONS, SUBCOMMITTEE ON DEFENSE

ONE HUNDRED THIRTEENTH CONGRESS, SECOND SESSION

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Chairman Hal Rogers

House Committee on Appropriations

Fiscal Year 2015 Budget Hearing National Guard and U.S. Army Reserve April 3, 2014 *Opening Statement As Prepared*

Mr. Chairman, thank you for yielding and for holding this important hearing about the readiness of the National Guard and U.S. Army Reserve. Generals, welcome to the Appropriations Committee and thank you for spending time with us to discuss the challenges confronting these DOD components.

In the fast-changing world we live in today, there is no question that those who serve under our flag are doing so during a critical period in our history. As we've seen a nation's sovereign power come under siege in Ukraine over the past several weeks and tragedy once again unfold at Fort Hood, Texas just yesterday afternoon, we should be reminded that our country, our freedom and our way of life are not to be taken for granted. We should remain ever vigilant and take measured steps to protect the values we hold dear. Our thoughts and our prayers remain with those families and the entire community during this difficult time of need.

I therefore want to associate myself with the remarks of my colleagues in recognizing the fine service, dedication and sacrifice of the men and women that you are here representing today. The soldiers and airmen of the Guard and Reserve have time and again answered the call to serve in some of the most difficult conditions domestically and abroad. As this subcommittee has done in the past, we want to reaffirm our commitment to providing our Guardsmen and reservists with the tools, training, equipment and support necessary to carry out vital security missions whether they are stationed here in the U.S. or deployed around the world.

As our military transitions to a new focus after more than a decade at war, I understand that there will naturally be some changes to the structure of the force. The question we hope to answer in this Committee is, "Is the Department of Defense being strategic, efficient and properly aligning funding to mission requirements and results?" Undoubtedly, DOD is still reeling from the impacts of sequestration, and the choices we must make to fund our military within the Murray-Ryan budget caps are difficult. For this reason, I am eager to hear your plan to strike the delicate balance between our readiness, force structure and modernization during these difficult budgetary times.

Thank you for your service and for being with us today. I look forward to your testimony, and I yield back.

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STATEMENT BY

GENERAL FRANK J. GRASS

CHIEF, NATIONAL GUARD BUREAU

BEFORE THE

HOUSE APPROPRIATIONS COMMITTEE

SUBCOMMITTEE ON DEFENSE

SECOND SESSION, 113TH CONGRESS

ON

THE POSTURE OF THE NATIONAL GUARD AND RESERVES

APRIL 3, 2014

NOT FOR PUBLIC DISSEMINATION
UNTIL RELEASED BY
THE HOUSE APPROPRIATIONS COMMITTEE

Opening Remarks

Chairman Frelinghuysen, Ranking Member Visclosky, distinguished members of the subcommittee; I am honored to appear before you today representing more than 460,000 Citizen-Soldiers and Airmen of the Army and Air National Guard. The National Guard serves with distinction as the Department of Defense's primary combat reserve to the Army and Air Force and as the Governor's military force of first choice in times of domestic crisis. Each day Citizen-Soldiers and Airmen serving throughout the nation help to achieve our nation's overseas and domestic security objectives by doing three things extraordinarily well: fighting America's wars, protecting the homeland, and building global and domestic partnerships. These three overlapping operational missions align within Chairman Dempsey's strategic direction to deter threats, assure partners, and defeat adversaries while also providing localized, reliable, on-demand security and support to Americans within their own neighborhoods. The National Guard stands poised to build upon its 377-year legacy as an operational force deeply engrained within the foundation of American strength and values.

Today, thanks to the support of Congress and the American people, after 12 years of war the operational National Guard is the best manned, trained, equipped and led force in its history. We are able to do all of this because of our great Citizen Soldiers and Airmen. Today's

Guard is accessible, ready, and capable; and I might add, it provides a significant value to the American taxpayer.

Accessible

There is no limit to accessibility due to a full suite of authorities available to access and employ the Guard. Since 9/11 our leaders have mobilized our National Guard members more than 760,000 times for overseas operations. We have filled every request for forces while also meeting every request to support domestic response missions at home. At the same time the National Guard is present in approximately 3,000 communities and immediately accessible to their governors in the event of a domestic incident or natural disaster. The National Guard is scalable and able to provide forces for any contingency or emergency.

Ready

The National Guard is at its highest state of readiness as a result of readiness funding and equipment modernization provided by the Congress. I want to especially thank the Congress for funds provided in the National Guard and Reserve Equipment Account which have been critical to our equipment and modernization upgrades. Your support ensures that the men and women of the National Guard have the resources they need when called upon by the nation.

Air Guard units are trained organized and equipped to be an integral part of the Air Force's day-to-day operations and are able to deploy in 72 hours or less. Citizen-Airmen have the exact same training

requirements as their active counterparts and work and operate the same complex and advanced equipment. For decades the Air National Guard has conducted Strategic and Tactical Airlift, Airdrop, Air-Refueling, Combat Rescue, Close Air Support, Air Intercept, DV Airlift and Special Operation missions. In the past decade the Air Guard has taken on new mission in Cyberspace, Space and the operation of Remotely Piloted Aircraft. We have done all of these missions side-by-side with our active and reserve Airmen as a part of the Total Air Force. Indicative of this Total Force success, our integration was further strengthened last year with General Welsh's Total Force Task Force (TF2) which sought ways of greater collaboration between all of the Air Force components. This cooperation will continue with the Total Force Continuum which is a permanent office set up to guide further integration efforts.

The Army National Guard adheres to the same individual readiness requirements as the Active Army. It differs when it comes to collective training. This difference is by design. All Army units, regardless of component, follow the same training strategy. The Army strategy reflects the characteristics of the components and maintains some parts of the active Army at a higher state of readiness for nearly immediate employment. Leveraging the inexpensive cost of dwell, Army Guard units maintain sufficient collective proficiency to support leader development and are ready to quickly surge to a higher level of readiness. Our

Brigade Combat Teams culminate their progressive force generation cycle at Combat Training Center rotations like their active duty counterparts, however, we have accepted additional risk in that these rotations will decrease due to the constrained fiscal environment. If mobilized, these units can achieve Brigade Combat Team level proficiency after 50-80 days of post-mobilization training – something we accomplished when preparing for Iraq and Afghanistan. When deployed for operational missions Guard and Active Army units are indistinguishable. Army Guard Brigade Combat Teams will not replace early deploying Active Army Brigade Combat Teams in their overseas “fight tonight” missions. Army Guard Brigade Combat Teams are well suited for surge and post surge mission sets.

The National Guard is the “fight tonight” force in the homeland; ready to respond rapidly and decisively to the Governor’s requirements. Just as the active Army and Air Force are forward-deployed around the world the National Guard is forward-deployed in communities across America. This forward presence saves lives.

Capable

The capability of the National Guard is exactly as it should be today. Our units, Soldiers and Airmen have accomplished every mission assigned to them, including the broadest range of mission sets possible: from Brigade Combat Teams conducting counterinsurgency operations and Combat Aviation Brigade deployments, to expeditionary Wings

operating around the world, as well as non-standard units such as Agribusiness Development Teams. We have done all of these missions side-by-side with Total Army and Air Force partners.

The Air National Guard is especially integrated in the Total Air Force operational capability, and plays a critical role in the Air Force's five core missions of air and space superiority; intelligence, surveillance, and reconnaissance; rapid global mobility; global strike; and command and control. That is why it is so important that the National Guard be recapitalized concurrently with the active component so that our capability matches that of the rest of the Total Force. Absent relief from the Budget Control Act sequester this crucial recapitalization is in jeopardy.

The Army National Guard allows the nation to rapidly expand the Army through mobilization with trained and ready units. The only way you can do this is if the Army Guard has sufficient capacity with the same training, organization and equipment maintained at appropriate readiness levels. Maintaining an Army Guard with similar force structure to the Active Component is important to growing future combat leaders and providing the necessary strategic depth we need in our land forces.

Domestically, we have proven time and again our ability to meet the needs of the governors and our citizens, regardless of the scope of the crisis. Whether responding to a natural disaster such as Hurricane

Katrina or Sandy, Colorado flooding, California wildfires, or the Boston Marathon Bombing, the National Guard is everywhere when it is needed.

Value

As an adaptive force capable of rapidly generating as-needed forces, today's National Guard offers significant fiscal value to the nation for tomorrow's turbulent security environment. The National Guard's lower personnel costs and unique capacity-sustaining strengths also provide efficiencies to free up critical resources for Total Force modernization, recapitalization, and readiness. At one third of the cost of an active duty service member in peacetime the Guard provides a hedge against uncertainty while allowing us to address our fiscal situation. Furthermore, every dollar invested in the National Guard allows for a dual use capacity that provides the Governors and the President capabilities to meet the demands both within and beyond U.S. borders.

The Department of Defense faces tough decisions on how to balance readiness while preserving force capacity as a strategic hedge in an uncertain and complex world. In Fiscal Year 2016, if BCA level sequester cuts are imposed, the Department of Defense and the National Guard will have to make even more difficult decisions than those in this budget request. We will face greater reductions in manpower, and our modernization and recapitalization efforts. As a Total Force, this will impact the National Guard's ability to provide forces for overseas and

domestic contingencies. However, as we move forward in this difficult financial environment, today's unprecedented National Guard readiness posture offers options to preserve both capability and capacity rather than choose between them. This investment should not be squandered.

Accountability

Ensuring the National Guard is an effective and accountable steward of public resources begins with every Soldier and Airman. Innovations that improve efficiency must continue to be encouraged and implemented. Everyone in the National Guard—from general officers to privates and airmen—must adhere to, and embody, the ethical standards articulated in our core values.

Our responsibility must be to ensure that the American people feel confident that our actions, with regard to the use of resources, are above reproach. We must audit activities, both inside and outside of the National Guard Bureau, to bolster an environment of full accountability if we hope to continue to earn the respect of the American public and to recruit the best and brightest that America has to offer.

We are currently doubling our efforts to ensure that we remain good stewards of the taxpayer's money. Despite having an already lean headquarters we have followed the Secretary of Defense's directive to decrease our headquarters staff by 20%. We are completing a major overhaul of our contracting process through a number of steps, to include a revamped organizational structure to provide greater senior

leadership oversight, improved formal training, an internal contract inspection program, and a rewritten National Guard Acquisition Manual. We will continue to actively advance our methods of increased accountability as we hold ourselves to the highest standards of fiscal ethics and integrity.

The Future

Looking to the future, there are three things the National Guard will continue to do for this nation extremely well. First, we will be prepared to execute the warfight as the proven combat reserve for both the Army and Air Force. Second, we will protect the homeland as the “fight tonight” force in our local communities. Finally, we will continue to build enduring partnerships both at home and abroad.

Fighting America’s Wars

The Department of Defense continues to meet the challenges posed by the persistent, evolving, and emerging threats and to engage around the world. The operational capabilities of the National Guard are an integral part of these efforts. Over the last decade, the American people’s investment has ensured the National Guard is an operational and integral force. Some 115,000 Guardsmen have two or more deployments. Furthermore, in this fiscal year to date, the National Guard has deployed more than 11,000 personnel to 11 countries. However, we expect these deployments to decrease over time as the conflict in Afghanistan draws down.

There is no question that National Guard Citizen-Soldiers and Airmen training, equipment, and capabilities closely mirror that of their active component counterparts. We are also an adaptive force that is changing as the threats to the United States evolve. Continued Air National Guard missions in Cyberspace, Space and Remotely Piloted Aircraft are essential to ensure that the Guard continues to serve as a flexible deterrent to potential adversaries. Modernization and equipping of Army Guard units gives the nation a rapidly scalable land force to address threats to the United States and its allies. Sustaining the advantages of today's National Guard requires maintaining a high state of readiness through some level of operational use, relevant training, and continued investment in modernization and force structure. Thanks to the Bipartisan Budget Act we remain that strong operational force, but without further action by Congress the National Guard, along with the Army and Air Force, will have to make difficult choices about readiness and modernization.

A force of Citizen-Soldiers and Airmen that has met or exceeded established readiness and proficiency standards, the National Guard is a crucial operational asset for future contingencies. We will remain adaptable as we plan and prepare to operate effectively in the joint operational environment as part of the Army and Air Force and execute emerging missions.

Protecting the Homeland

The National Guard provides the Governors with an organized, trained, and disciplined military capability to rapidly expand the capacity of civil authorities responding under emergency conditions.

Prepositioned for immediate response in nearly every community across the country the National Guard can quickly provide lifesaving capabilities to the states, territories, and the District of Columbia. Whether it is the 3,100 National Guard members supporting recent winter storms across 12 states, seven Civil Support Teams supporting water decontamination in West Virginia, or the Dual Status Command concept in support of the Super Bowl, our Soldiers and Airmen are always ready. Should the “worst day in America” occur, our fellow citizens and state Commanders-in-Chief expect us to be there; ready to respond quickly and effectively.

The National Guard also assists U.S. Northern Command and the military services in the daily execution of federal missions such as protecting the skies over America by standing alert with fighter and missile defense units to protect our nation’s airspace and by providing immediate response against weapons of mass destruction or industrial accidents. The National Guard supports the Department of Homeland Security to assess the vulnerabilities of our nation’s critical infrastructure, assists in interdicting transnational criminals at our borders, conducts wildland firefighting, and augments security during special events. The National Guard community-based tradition spans

377 years of localized experience and national service in times of need and is America's clear first choice for military response in the homeland.

Building Global and Domestic Partnerships

Each day, the National Guard strengthens and sustains partnerships around the world and within our communities. The National Guard's innovative State Partnership Program pairs individual states with partner nations to establish long-term cooperative security relationships in support of the Geographic Combatant Commands. The State Partnership Program is a joint security cooperation enterprise highly regarded by U.S. ambassadors and Combatant Commanders around the world that has evolved over 20 years and currently consists of 68 partnerships involving 74 countries. As a result of these strong relationships, 16 partner nations have paired up with our states and deployed 87 times together. National Guard Airmen and Soldiers participated in 739 State Partnership Program events across all combatant commands in Fiscal Year 2013 alone.

The fundamental characteristics of the State Partnership Program that help define its success are, first and foremost, the enduring relationships fostered and the ability to share the National Guard's highly relevant domestic operations expertise. Additional benefits of the State Partnership Program include economic co-development, educational exchanges, agricultural growth to build food security, and support to other federal agencies such as the State Department.

National Guard civilian expertise in areas such as engineering, emergency management, infrastructure development and reconstruction are in significant demand within developing nations that are eager to partner with America, but require sustained trust-building engagements before relationships can realize their full potential. Some of today's state partnerships span more than 20 years. During that time, the individual careers of National Guard Soldiers and Airmen have matured alongside those of their counterparts in partner countries thereby creating enduring relationships. Overall, the complementary nature of the National Guard's three core competencies provides a powerful security cooperation enabler for Combatant Commanders to employ.

We also serve our individual states and the nation from within the same communities where we live and work when out of uniform. The local relationships we forge with our public and private partners provide daily benefits that strengthen communities through programs such as Youth ChalleNGe – a successful community-based program that leads, trains, and mentors 16-18 year old high school dropouts. These programs enable seamless public-private synergy.

Our People

At the very heart of these core competencies is our most important resource – our people. The well being of our Soldiers, Airmen, their families and their employers remains a top priority for every leader throughout the National Guard. We will continue to aggressively work to

eliminate sexual assault, reduce suicides across the force and maintain faith with our people – the very same people who have put their faith in us.

Prevent Sexual Assault and Harassment

Sexual assault is a crime, a persistent problem that violates everything we stand for. All of us have a moral obligation to protect our members from those who would attack their fellow service members and betray the bonds of trust that are the bedrock of our culture.

Eliminating sexual assault in the National Guard remains a moral imperative, with leaders setting and enforcing standards of discipline, creating a culture that instills confidence in the system, and a no tolerance culture for inappropriate relationships or sexist behavior.

To assist us in preventing sexual assault and harassment, in August 2012 the National Guard Bureau established the Office of Complex Investigations within the Bureau's Judge Advocate's Office to assist the Adjutants General in responding to reports of sexual assault arising in a non-federal status. To date the Bureau has certified 92 specially trained investigators that are able to assist the states and to respond to their needs when an incident of sexual assault or harassment arises. The efforts of the Office of Complex Investigations to work in close collaboration with the State military leadership has been a tremendous success and invaluable enabler in assisting the 54 states,

territories and the District of Columbia in addressing this most serious problem.

Suicide Prevention

One of the strengths of the National Guard is that we are representative of our great American society. Unfortunately, this also means that the suicide trends our society struggles with are also present in the National Guard. While suicides in the Air National Guard are decreasing, the Army National Guard rates remain high. Although there have been a below average number of Army National Guard suicides year to date in 2014, there were 119 suicides in 2013, the highest per year number over the past six years.

To better understand and address this serious issue we have taken a number of actions. We have reached out to the State Mental Health Directors and Commissioners for opportunities to partner with and establish relationships, which will allow us to ensure that appropriate state, local and community resources are available to our Citizen-Soldiers and Airmen. Furthermore, each state, territory and Air National Guard wing currently has a licensed behavioral health provider that provides clinical mental health assessments, education, information and referrals for our Soldiers and Airmen. These providers also act as subject matter expert advisors to our senior leaders. We are also working with the Air Force to learn from its superior suicide prevention program. Fortunately, Congress allocated \$10M for additional Army

National Guard behavioral health counselors in the FY14 budget. The National Guard Bureau also has representation in suicide prevention at the DoD level where we participate on suicide prevention committees and councils, and to ensure we are getting the best information and the latest research. This is a complicated problem; however, I assure you that the National Guard will engage all support programs in order to work collaboratively to address this heartbreaking challenge.

National Guard Psychological Health Program

Our Psychological Health Program provides ready access to high quality mental health services to our Airmen, Soldiers and their families. We provide support to our member in several ways. First, our state Directors of Psychological Health (DPH) are very effective at directly addressing help-seeking behaviors and reducing stigma by educating all levels of leadership about psychological health as part of force readiness. In calendar year 2013 Air National Guard DPHs worked 3,500 clinical cases, 17,000 information and referrals visits, made 54,000 outreach contacts, mitigated 243 suicides and managed 336 high risk cases. The Army National Guard intervened in 876 reported suicide attempts and ideations in calendar year 2013 and in 172 attempts and ideations for far in 2014. Second, we seek to collaborate with other organizations outside the National Guard. For instance, we work closely with the Department of Health and Human Services (HHS) to leverage services and support for our members by increasing access to behavioral healthcare and offering

mental health vouchers through the Substance Abuse and Mental Health Services Administration Access to Recovery program. Through HHS, the Health Resources and Service Administration identifies specific federally funded health initiatives and programs to better support health care needs for the National Guard population, especially in remote, rural areas. Additionally, the Centers for Medicare and Medicaid, through our close working relationship with HHS, has trained all National Guard contracted counselors on the Affordable Care Act for Guardsmen who may be uninsured or under-insured. Finally, we have a total of 174 Army and Air National Guard mental health counselors throughout the 54 states, territories and the District of Columbia that are available to our Guardsmen who are in need of assistance.

National Guard Family Programs

As Overseas Contingency Operations wind down in 2014, funding is also expected to decrease for our family readiness programs that are tied to the challenges our Guardsmen face when dealing with a deployment. Our lessons learned during the last 12 years have shown that we cannot go back to pre-9/11 assumptions with little to no support infrastructure for geographically-dispersed service members and their families. Our family programs leverage a network of strategic partnerships that enhance well-being through increased access to outreach services. For instance, 454 Army National Guard Assistance Center specialists and 91 Air National Guard Airman and Family

Readiness Program Managers are spread throughout the nation and offer immediate outreach and referral for service members and families.

Moreover, each of the 101 National Guard State Child and Youth Program Coordinators provide support to our service members' children that in 2013 saw more than 50,000 National Guard children participate in events such as youth camps and councils. Maintaining access to current services and resources, particularly those that build strong family and spouse relationships, and strengthen financial wellness and employment will pay dividends in future years as it will directly contribute to the readiness of our force.

Closing Remarks: Always Ready, Always There

The National Guard is always there when the nation calls. Whether serving in uniform or in their capacity as civilians, National Guardsmen are vested in a culture of readiness and volunteer service. Time and time again, I see examples of where innovative civilian skills complement military training in operations both overseas and at home. Likewise, the military expertise garnered from the past 12 years of consistent operational use has improved our ability to support the homeland. Whether responding to a manmade or natural disaster or planning for future emergencies with first responders, the unique combination of civilian and military experience pays tremendous dividends to the American taxpayer. At a fraction of the cost to maintain during peacetime, the National Guard is a great value as a hedge against

unforeseen threats in a complex and ambiguous world. Today's National Guard is flexible and scalable to America's changing needs on any given day. The National Guard has been and will remain "Always Ready, Always There" for our nation.

I want to thank you for your continued support of our Citizen-Soldiers and Airmen. I look forward to your questions.

STATEMENT BY

LIEUTEANT GENERAL STANLEY E. CLARKE III

DIRECTOR AIR NATIONAL GUARD

BEFORE THE

HOUSE APPROPRIATIONS COMMITTEE

SUBCOMMITTEE ON DEFENSE

SECOND SESSION, 113TH CONGRESS

ON

NATIONAL GUARD AND RESERVE POSTURE

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Opening Remarks

Chairman Frelinghuysen, Ranking Member Visclosky, distinguished members of the subcommittee; I am honored to appear before you today representing the men and women of the Air National Guard.

The Air National Guard, as both a reserve component of the U.S. Air Force and the air component of the National Guard, has seen both successes and challenges this past year. Our successes can be attributed to the hard work of the men and women of the Air Guard, who continue to exhibit the professionalism and dedication upon which the Air National Guard is built. The challenges of sexual assault and suicide prevention are being addressed and will eventually lead to a stronger Air National Guard; however, rapidly declining and shifting funding levels are having primary and secondary affects upon the future of the Air Force and the Air National Guard.

This presentation provides an overview of the past year, focusing primarily on the Air National Guard's contribution to the national defense strategy, followed by a look into the future, including areas where we solicit your continued support.

The National Guard, including the Air National Guard, is unique in its contribution to the three pillars of the defense strategy – *Protect the Homeland, Project Power and Win Decisively*, and *Build Security Globally*.

The inherent characteristics of the National Guard are foundational for its responsibilities to local, state, territorial, and federal authorities. Its cost-effective citizen Airmen and Soldier construct, underpin the unique qualities the National Guard brings to the table with its Balanced Strategy – *The First Choice for Homeland Operations, A Proven Choice for the Warfight, and An Enduring Choice for Security Cooperation.*

The First Choice for Homeland Operations

The National Guard has always been the state and territorial governors' first choice in disaster response. This is equally true of both the Army National Guard and the Air National Guard. The Air National Guard's contribution is founded in its dual-use of airpower capabilities, for while Guard Airmen are quite capable of helping with such labor-intensive tasks as filling sandbags, they are more likely to leverage the unique contributions of airpower and our Guard Airmen's extensive training for tasks such as airlifting essential supplies to the disaster area; setting up and operating emergency communications centers; transporting, erecting, and manning emergency medical facilities; or providing aircraft and/or satellite imagery and analysis essential for effective consequence management. The following are examples from last year:

- Boston Marathon Bombing (April 2013) – The Massachusetts Air National Guard transported, set up, and manned an emergency communications center, while Air Guard Security Forces cordoned

the crime scene and assisted the Massachusetts Transit Police in securing subway stations with armed and professionally trained Guard Airmen from the local community. These Guard Airmen provided order and security to a chaotic event, freeing local authorities to concentrate on securing the area and finding the bombing suspects. Additionally, Air Guard Religious Support Teams provided counseling and comfort to both private citizens and first responders.

- California Wildfires (August 2013) – Air Guard C-130s specially modified with Modular Aerial Fire Fighting Systems dropped over 211,000 gallons of fire suppressant, and the California Air National Guard's 234th Intelligence Squadron flew MQ-1 Predator remotely piloted aircraft over the fire area providing real-time, full-motion video and data analysis that was used to help direct and plan firefighting efforts.
- Southwest Border Operations – The Arkansas Air National Guard's 123rd Intelligence Squadron provided analysis of full-motion video from Air Guard RC-26 aircraft supporting U.S. Customs & Border Protection, Texas Rangers, and other civil authorities protecting our Southwest borders. This joint effort led to the seizure of over 53,000 lbs. of marijuana, 200+ lbs. of cocaine, and over 30,000 illegal individual border crossings.

- Eagle Vision – Alabama, California, Hawaii, and South Carolina Air National Guard units collected and analyzed unclassified commercial satellite images providing near real-time assistance to emergency management agencies coordinating firefighting, flood, hurricane, tornado, and other relief efforts in throughout the western U.S. and overseas including Typhoon Haiyan.

A Proven Choice for the Warfight

National Guard Airmen have participated in every American conflict since the Mexican border emergency of 1916, but when the Guard members of the Alabama Air National Guard's 117th Tactical Reconnaissance Wing volunteered in August 1990 to deploy to Bahrain in support of support Operation DESERT SHIELD, little did they know they were on the vanguard of redefining the Air National Guard. Since then, the Air National Guard has evolved from a strategic reserve, called upon primarily during national emergencies, to an essential partner in the daily operations of the Total Air Force in all five core missions: air & space superiority; intelligence, surveillance, & reconnaissance; rapid global mobility; global strike, and command & control.

Last year, over 39,895 Air National Guard men and women deployed to 48 countries as part of the Total Air Force defense of U.S. national security interests. Additionally, Guard Airmen defended the skies over our homeland and supported their deployed brethren through

U.S.-based “reach-back” capabilities including remotely piloted aircraft operations and intelligence analysis.

An Enduring Choice for Security Cooperation

The men and women of our Air National Guard also contribute to the third pillar of the national defense strategy – Building Security Globally. Over the past twenty years, the National Guard has evolved into an in-demand, low cost, high impact security cooperation partner of choice for the Department of Defense with participation in such activities as the State Partnership Program, Foreign Military Sales training, and training exercises that assist in shaping our international environment and build partner capacity.

State Partnership Program. The National Guard State Partnership Program is Department of Defense program executed at the state level using both Army and Air National Guard expertise. The program is based upon each Combatant Commanders’ security cooperation objectives for the individual countries within their areas of responsibility. Today, 49 states, 2 territories, and the District of Columbia are partnered with 74 countries around the world. The specific objectives of each country program are a joint decision between the Combatant Commander, the partner nation, and the state National Guard; however, in general, the National Guard provides a consistent and enduring relationship with the partner nation, reinforcing deterrence, building capacity of U.S. and partner countries for internal and external defense,

and strengthening cooperation between countries. The program partners engage in training, assessments, and exercises in a broad range of security cooperation activities to include host nation homeland defense, disaster response, crisis management, interagency cooperation, and border/port/airport security.

The Soldiers and Airmen of the National Guard are uniquely qualified for this program for a number of reasons. First, because Guard members often spend their entire military careers in the same unit or state, they are able to build long-term personal relationships with their partner country counterparts and provide program continuity. Second, the civilian and military skills of our citizen Soldiers and Airmen afford training opportunities outside the usual military defense training. For example, Air Guard members are also experienced in air security, constabulary operations, crisis management, disaster response, and a myriad of other civil support missions. Finally, Guard members exemplify civil-military relations and the role of the military in a democracy. Our citizen Soldiers and Airmen offer strong examples of a co-dependent, supportive relationship between the nation's political structures, civil society, and the military.

- Last year Guard Airmen worked 7,054 man-days, on 42 partnership engagements, in 13 countries including Uganda, Morocco, Jordan, Poland, India, South Korea, Thailand, Indonesia, Trinidad, Uruguay, Mexico, Honduras, and Colombia. Men and

women of the Air National Guard helped our Allies and partners improve their flying skills, equipment maintenance, aerial port operations, imagery analysis, and search & rescue techniques.

- The partnership between the state of South Dakota and Suriname, which began in 2006, is a great example of what our Air Guard men and women bring to the table in security cooperation. In 2013, led by one of our outstanding Air Guard chief master sergeants, the South Dakota Army and Air National Guard women participated in a “Women in the Military” workshop with members of the Surinamese armed force. The goal was to promote awareness, equality, and future opportunities for women in the military. As the partnership moves forward, they are broadening and deepening leadership and development while bolstering new opportunities for training and learning.

Foreign Military Training. In addition to the State Partnership Program, Air Guard members conduct flight training for foreign military aircrews through both formal schools at U.S. bases and Air Guard visits/exercises overseas. Guard Airmen trained 124 aircrew members last year from Lithuania, Norway, The Netherlands, Sweden, Iraq, Singapore, Denmark, Australia, Romania, India, Japan, Belgium, and Germany in C-130, F-16, and C-17 flight operations and maintenance.

Sustaining the Air National Guard

The men and women of our Air National Guard have accomplished great things since 1990 and Operation DESERT SHIELD. Their transformation from a Cold War era surge force to a 21st century force capable of maintaining a long-term rotational combat operations tempo has been unprecedented and would not have been possible without the support of the Air Force and Congress. We must ensure this capability is not lost; that we do not condemn the next generation of Airmen to relearn the lessons of past post-war drawdowns. We must sustain the Air National Guard capabilities within the National Guard's Balanced Strategy through the dedicated efforts of each Guard Airmen in concert with the U.S. Air Force, the Department of Defense, and Congress.

Personnel

Our Airmen are our most valuable and treasured assets upon which our success depends. Our Airmen, together with their families and employers, remain our first priority, especially in times of turmoil.

Recruiting & Retention. Some predicted that the move from a strategic reserve to an operational reserve would adversely affect our ability to recruit and retain quality people; however, the Air National Guard exceeded its authorized FY2013 end-strength of 105,700 by eight Airmen (105,708) through judicious personnel management. Last year, however, retention was disappointing as losses exceeded expectations by 15% (planned 9,072, actual 10,437). According to exit interviews, the

greatest challenge to retention was not repeated mobilizations but mission turmoil, i.e., the uncertainty caused when a unit loses its mission without a clear plan for the future. We have found the most effective counter to this challenge is the personal touch – making a concerted effort to ensure every member of the Guard family knows that we appreciate and value their contributions, and that the Air National Guard and U.S. Air Force leadership are working together to backfill their unit with a new mission.

To compensate for the unplanned increase in retirements and other departures, Air Guard Recruiters exceeded their recruiting goals by 4.5%, including an increase of 8% of prior-service personnel. But, as we move forward, the Air National Guard faces both significant opportunities and some challenges with its recruiting program. The opportunities come from the drawdown of Regular Air Force and other Services' manpower. In FY2015, the Regular Air Force end-strength will decline by approximately 16,700 Airmen. The Air Force will rely on a bevy of force management programs that include incentivizing early departure from active duty and releasing AFROTC cadets from their commitments. The Air National Guard is working with the Air Force to capitalize on these programs for possible Air Guard accessions. The challenge for the Air National Guard is that it too will be reducing its end-strength to meet budget targets. If the Air Guard is to help the nation sustain combat capability and retain access to the highly-trained personnel in which our

nation has made significant financial investment, the Air National Guard will need some flexibility in end-strength, at least temporarily.

Sexual Assault Prevention and Response Program (SAPR). Every sexual assault incident taints our Core Values and destroys unit morale – it must be eliminated. The Air National Guard’s SAPR Program is composed of five parts: prevention, advocacy, investigation, accountability, and assessment.

- **Prevention.** Acknowledging the problem and educating everyone in the organization of the problem is the first step. In January 2010, the Air Force launched an extensive education program to ensure every Airman understands the problem and knows what is expected of him or her as Air National Guard professionals.
- **Advocacy.** In January 2013, the Air National Guard implemented a Special Victim’s Counsel Program. This Program provides advice to victims on the investigative and military justice processes, victims’ rights protections, and empowers victims by removing barriers to their full participation in the military justice process.
- **Investigation.** The Air Force Office of Special Investigation (AFOSI) is charged with investigating all sexual assaults that occur in a federal or Title 10 status regardless of the severity of the allegations. For incidents that occur in non-federalized duty status, Air Guard commanders must report the assault to the local law enforcement agency. In addition, the National Guard has

opened an Office of Complex Investigations composed of Guard members with previous criminal investigation training and special sexual assault investigation training, to step-in when local law enforcement agencies decline to investigate.

- **Accountability.** In July, the Air Force established minimum administrative discharge procedures for any Airman (officer or enlisted) who commits or attempts to commit a sexual assault or engages in an unprofessional relationship while serving in positions of special trust, e.g., recruiters, commanders, or training officers and non-commissioned officers..
- **Assessment.** The Department of Defense has established common metrics and reporting procedures to collect and track statistics on sexual assault. These tools will provide the feedback necessary for early identification of adverse trends and areas for additional action.

Suicide Prevention. The Air National Guard continues to struggle with the tragedy of suicide within its ranks. In 2013, the Air Guard experienced 13 suicides, down from 22 in 2012, but still well above our ultimate goal of zero. There is tangible evidence that the addition of Wing Directors of Psychological Health in 2010 and implementation of the Air Force Suicide Prevention Program have had positive impacts; however, our team of medical personnel, chaplains, Airmen & Family Readiness Program Managers, safety personnel, Transition Assistance Advisors, and

Military OneSource counselors, together with Air Guard supervisors and leaders at all levels, continue to address this important issue.

FY2015 President's Budget

Fiscal uncertainty is nothing new to the Air Guard, but this year, with the Budget Control Act, Continuing Resolution, Sequestration, and the Bipartisan Budget Act, it felt like we were stuck in "stop-n-go" traffic. The resulting cash flow challenges, government shutdown, and furloughs damaged morale and delayed Weapon System Sustainment programs, but the Air Guard was able to maintain its flying training schedule, meet operational commitments, and mitigate the impact upon its readiness.

The President's FY2015 Budget increases the number of Air National Guard F-16 fighter wings, adds eight KC-135 aerial refueling tanker aircraft, and eight C-130J tactical airlift aircraft to the Air Guard inventory. The Budget proposal, however, reduces Air National Guard end strength by 400 personnel in 2015 and retires 27 F-15C Eagles, the entire fleet of A-10 Warthog fighter aircraft, and six E-8 Joint Surveillance and Target Attack Radar System (J-STARS) aircraft. While the Bipartisan Budget Act provided welcomed relief, the steep glideslope of the defense budget combined with increasing personnel and equipment acquisition costs is forcing the U.S. Air Force to make very difficult tradeoffs between capability, capacity, and readiness.

No one wants to give up aircraft or people, but in order to ensure we have the best Air Force ready to defend this nation at home and

abroad within fiscal constraints, tough choices must be made. The Air National Guard worked closely with the Air Force leadership to mitigate the impact upon our Guard Airmen and develop a budget that complies with the Bipartisan Budget Act, lays the ground work to restoring Air Force readiness while preparing to meet future national security challenges, and ensures the Air National Guard remains a combat ready operational force.

Equipment. Secretary of the Air Force Deborah Lee James explained the Air Force strategy in building the FY2015 budget, “we attempted to strike the delicate balance of a ready force today and a modern force tomorrow, while working to ensure the world’s best Air Force is the most capable at the lowest possible cost to the taxpayer.” The Air Force is sacrificing modernization of equipment (upgrading current equipment) and divesting older equipment to acquire the capabilities needed to defend against future challenges to U.S national security interests. The ANG, as the operator of much of that older or legacy equipment, has a slightly different challenge: we must make sure the older equipment lasts long enough to be traded in; not only lasts, but is capable of successfully accomplishing the mission if called upon in the intervening years. The Air Guard is not looking to make a Cadillac out of our old Fords, but we simply want to make sure our old Fords are up to the tasks of responding to international and domestic emergencies. For example, there are currently 139 H-model C-130s in the ANG inventory

that do not have the air traffic control systems required to operate in much of U.S. and European airspace by 2020. If we do nothing, these aircraft will sit on the ramp, essentially useless, when there is an emergency requiring rapid airlift.

Military Construction (MILCON) Projects. The Air National Guard budget proposal for FY2015 includes \$94,600,000 for military construction projects and planning and design. The Air Guard gave priority to MILCON projects supporting new missions and Air Force directed mission re-alignments; in fact, all the major MILCON projects in the FY2015 budget, \$78.6M, support new missions. While this policy has caused current missions to suffer, the Air Guard is working to address functional space deficiencies by consolidating functions and recapitalizing aging infrastructure, especially those with safety deficiencies.

National Guard & Reserve Equipment Account (NGREA). NGREA funding is extremely important to Air National Guard force structure management and domestic capability response. The program begins at the unit level as operators from each weapon system meet to identify weapon system requirements to improve the Air National Guard's capability to respond to Combatant Commanders' needs. The Air National Guard FY2014 NGREA funding strategy directed 70% towards critical modernization projects on legacy major weapon systems and 30% towards improving domestic response capabilities. In FY2015, the Air

National Guard seeks to modernize the F-15C Eagle's self-protection suite to improve its survivability in combat, to upgrade the propulsion system on our LC-130 "ski birds" to improve their ability to support the National Science Foundation mission in Antarctica and eliminate the requirement for Jet Assisted Take-Off (JATO) rockets, and modernize the electronic systems on the HH-60G rescue helicopters to improve search and rescue capability for both combat and domestic operations.

Building Tomorrow's Air National Guard – Four Pillars of the Total Force

The U.S. is unique in its ability monitor world events and to shape those events through global power projection. This ability is dependent upon airpower and its inherent domains of air, space, and cyber. Whether showing resolve by flying through self-proclaimed controlled airspace, or supporting friends with reconnaissance and surveillance of potential enemy movements, or delivering critical relief supplies to disaster areas, our nation requires an Air Force that is ready *now* to go anywhere and succeed at whatever is asked of it. We must ensure our Air Force does not fall victim to post-war apathy even as it struggles with the near-term challenges of sustaining readiness against declining budgets, weighed against the need to continually improve the capabilities to provide Global Vigilance, Global Reach, and Global Power. To face these challenges, I believe the Total Air Force must continue to invest

and focus its efforts on what I refer to as the *Four Pillars of the Total Force – Standards; Inspections; Operational Engagements; and Resources.*

The men and women of the Total Air Force must continue to maintain the highest personal and professional standards centered on our Core Values: Integrity First, Service Before Self; and Excellence In All We Do. Standards are not simply the rules by which we do our jobs, but how we act everyday – the pride with which we wear our uniforms, the way we treat others. The men and women in the U.S. armed services must be held to a higher standard than our fellow citizens because the trust our nation places upon us is considerably greater. It is our duty to sustain that trust by maintaining higher personal and professional standards, on and off duty. Put simply: We must do the right thing all the time.

Inspections, the second of Four Pillars of the Total Force, are critical to Total Air Force readiness. Inspections are designed to measure how well we perform our missions. They improve teamwork and unit cohesion. They allow us to measure ourselves and provide the feedback necessary for constant improvement. Inspections are also an opportunity to evaluate the rules, processes, and procedures we use to accomplish our missions. Finally, by ensuring all components of the Total Air Force use common language and procedures, inspections are the link between Standards and the third element of the four pillars: Operational Engagements.

All three components of the Total Air Force must continue to participate in Operational Engagements, be they exercises, routine deployments, or crisis responses. Operational Engagements help us to ensure the three air components continue to operate as One Air Force -- ensuring we all speak the same language, maintain the same standards, and operate with the same procedures. Total Air Force Operational Engagements alone are not enough; however, we must continue to hone our capabilities to operate with our sister services, allies, and friendly forces. Finally, "Operational Engagements" are a mindset. It is continuing to think as the warriors we have become. It is the realization that every time we go to work, we are preparing ourselves and our units to successfully answer our nation's call.

Resources, the fourth Pillar, are fundamental in everything we do. We must have the necessary Resources to succeed, be it funding, manpower, equipment, or spare parts. While others may be responsible for appropriating and allocating the necessary Resources for us to maintain Standards, conduct Inspections, and participate in Operational Engagements, it is every Airman's responsibility to ensure the Resources are used effectively and efficiently. Additionally, the Air National Guard performs missions in every core function of the Air Force. Therefore, it is only proper that the Air Guard recapitalize on par with the Active Air Force.

Conclusion

Managing a declining budget is one of the most challenging things the Department of Defense ever does. For the U.S. Air Force, it comes down to making difficult decisions between capability, capacity, readiness, and modernization. The Total Air Force decided to take increased risk in the near-term to ensure its future warfighting capability. It also decided to increase reliance on the Air Reserve Components by cutting their end-strength and force structure proportionally less than the reductions in the Active Component. These decisions, while agreed to, create challenges for the Air National Guard primarily in the area of near-term risk management. Because much of the older or legacy systems are operated by the Air Guard, we have the responsibility to ensure that the Total Air Force can meet today's defense commitments while waiting for tomorrow's capabilities.

STATEMENT BY

MAJOR GENERAL JUDD H. LYONS

ACTING DIRECTOR, ARMY NATIONAL GUARD

BEFORE THE

HOUSE APPROPRIATIONS COMMITTEE

SUBCOMMITTEE ON DEFENSE

SECOND SESSION, 113TH CONGRESS

ON

NATIONAL GUARD AND RESERVE POSTURE

APRIL 3, 2014

NOT FOR PUBLIC DISSEMINATION
UNTIL RELEASED BY
THE HOUSE APPROPRIATIONS COMMITTEE

Opening Remarks

Chairman Frelinghuysen, Ranking Member Visclosky, members of the subcommittee; I am honored to appear before you today, representing more than 354,000 Soldiers in the Army National Guard. For 377 years our Citizen Soldiers have been central to how the nation defends itself at home and abroad. Through resolve and readiness, Army National Guard Soldiers deliver essential value to our nation and our communities.

The men and women of the Army National Guard continue that history and contribute immeasurably to America's security. They have been an integral part of the Army, supporting the National Military Strategy and Army commitments worldwide. In more than a decade of fighting two wars, the Army National Guard has successfully expanded the capacity and capabilities of our Army, conducting every mission assigned.

Since September 11, 2001, Guard Soldiers have completed more than 525,000 mobilizations in support of federal missions. The Army National Guard mobilized more than 17,300 Soldiers for service around the world during fiscal year 2013, a number substantially lower than our peak years of 2003 and 2004, when we mobilized more than 80,000 per year. Currently, we have nearly 15,000 mobilized, of which 6,500 are deployed to multiple locations in the U.S. and around the world defending our national interests.

There is a direct and powerful connection that begins with the Army National Guard's organization, equipment and training for overseas missions and leads to our unequaled capacity to complete domestic missions. On the home front, the Army National Guard continues to fulfill its centuries-old obligations to the communities in which we live and work. Guard Soldiers live in each congressional district, playing a vital role as the military's first domestic responders and linking national efforts to local communities. In fiscal year 2013 Army Guard Soldiers served nearly 388,000 duty days under the command of the nation's governors assisting our fellow citizens during domestic emergencies. Yet, despite a large call up for Hurricane Sandy, FY 2013 was historically a slow year. The current fiscal year has already seen state activations for ice storms in the south, unusually high levels of snow throughout the country, floods in several states, and a major water contamination disaster in West Virginia. Whether at home or abroad, the National Guard lives up to its motto – Always Ready, Always There.

The Army National Guard of 2014 remains at peak efficiency in manpower, training, equipping, leadership and experience. We haven't arrived at this level by accident. This is a direct result of the resourcing and legal authorities that Congress has dedicated to this purpose over the past decade-plus of conflict, and a tremendous effort by the Total Army to reach this level of operational capability. I can assure you that this effort has not only been worthwhile, but that the results have

brought an excellent return on the taxpayers' investment. The National Guard delivers proven, affordable security and we do it on an as-needed basis.

The Army National Guard, the active Army and the Army Reserve, ensure the Total Force remains capable of providing trained and ready forces for prompt and sustained combat, in support of the nation's security strategy.

The transition from a strategic reserve to an operational force means the Army Guard is resourced, trained, ready, and used on a continual basis. When properly resourced we can conduct the full spectrum of military operations in all environments as a part of the Total Force.

The fiscal constraints imposed by sequester level reductions under the Budget Control Act, though temporarily eased by the Bipartisan Budget Agreement, will lead to inevitable reductions in funding in years ahead. The Army Guard will share in these cuts; however, it is in these challenging times that the inherent value of the ARNG to the American taxpayer comes most clearly into focus. As numerous studies both internal and external to the Department of Defense have demonstrated, a reserve component service member costs a third of his or her active component counterpart when considering the fully burdened cost over the lifetime of the individual. Because Congress has already invested in the training and equipping of the Army National Guard over the past 13

years of war, it now takes only a continued modest investment to maintain an operational force when compared to the strategic reserve the nation had prior to 9/11. But that investment is more than made up for in the responsiveness, flexibility and readiness resident in a reserve component where 84 percent of the personnel serve in a part-time status.

Accountability

We must protect the nation's investment by insuring that the ARNG is an effective and accountable steward of public resources. We continue to encourage and implement innovations to improve efficiency to sustain hard-won readiness gained over the last decade. Despite having a lean headquarters we have followed the Secretary of Army directive to decrease our headquarters staff by 20% by FY 2019. We will continue to actively advance our methods of increased accountability as we hold ourselves to the highest standards of ethics and integrity. We must ensure that the American people feel confident that our actions are above reproach.

Status of the Force

Guard Soldiers continue to demonstrate a strong willingness to serve this great nation and their communities. This appetite for service continues to draw America's youth to the Guard's ranks. To meet our obligation to the great men and women who step forward to serve, everyone – general officer to private – must adhere to and embody the ethical standards articulated in our core values. By remaining focused

on ethical standards and our core values we will continue to attract and retain Citizen Soldiers.

The Army Guard achieved 98.5 percent of its recruitment goal of 45,400 new Soldiers. Overall, our retention rate during FY 2013 was 86.3 percent, as 51,145 Guard Soldiers extended their enlistments; of note, this was a 3.8% increase over the previous five years.

For active component Soldiers who choose to leave active duty, the National Guard continues to offer an excellent opportunity to remain in service to our country and for the country to retain the investment in developing the skills of these veterans. More than 4,600 Soldiers joined the Guard last year directly from the active Army, which surpassed the Guard's goal (105.9 percent). As future end strength cuts loom, the Guard stands ready to retain combat-proven Soldiers in the Army. But this talent cannot be retained if there is no place to put it. By maintaining sufficient force structure in the Guard, the Army can provide service opportunities for combat-proven Soldiers, as well as saving some of the costs incurred in training new recruits.

Those Soldiers who join the Guard from the active component are signing up with a well-trained, seasoned cohort. Nearly 50 percent of our Soldiers today are veterans of a deployment with the Army National Guard, many having served multiple tours. Retaining a corps of experienced troops not only sustains the Guard's readiness, but becomes an overwhelming benefit to the Total Army. A total of 303,282 Soldiers,

or 85 percent of our force, have joined the Army National Guard since 9/11, knowing they were likely to deploy overseas. This is a special class of people that we want to hold on to, and improving on the retention rate last year was important for us. The likelihood of deploying on operational missions overseas is not nearly as great as it was six years ago, and money for training and equipment will not be as readily available. So keeping these Soldiers interested and engaged – and thus willing to stay in our ranks – is becoming a significant challenge not just for our retention personnel, but for leaders at every level.

Certainly, bonuses and incentives play an important role in keeping Soldiers in uniform, but we know that the desire for relevant training and utilization at home and abroad play a significant role in their decisions to stay. A key component of the operational reserve is that it is a force that sees regular use, through a progressive readiness model – such as Army Force Generation – that prepares Soldiers and units for deployment. Regular employment ensures unit readiness remains high. It provides Soldiers, their families and civilian employers the predictability they need to plan their civilian lives and careers. Also, it develops critical leadership skills, while exercising our systems to ensure we can rapidly deploy when needed.

Accessibility

In the 2012 National Defense Authorization Act, Congress addressed concerns about accessing the reserve components for

domestic or overseas missions in situations short of war or a national emergency. The authority granted in Title 10, section 12304(b) removed a significant impediment to maintaining an operational reserve that can be flexibly employed by combatant commanders as required. Title 10, Section 12304(a) likewise removed an impediment to employing all federal reserve capabilities for domestic emergencies at the request of the governors. There remain no significant statutory barriers to accessing the Army National Guard for either domestic or overseas missions, though consistent budgeting for use of these authorities remains an issue to address. The Army National Guard is accessible and ready to meet the needs of the nation.

An Operational Force that Fights America's Wars

The Army National Guard has demonstrated this capability in full during the wars in Iraq and Afghanistan. Citizen Soldiers have been mobilized in units ranging in size from two-to-three man teams, to Brigade Combat Teams, to Division headquarters exercising command and control over multiple Brigade Combat Teams and supporting forces. Guard BCTs performed every mission in Iraq and Afghanistan their active component counterparts performed except the initial invasion. Guard BCTs successfully performed a wide variety of missions including security force, counter-insurgency operations, and advising and assisting host nation military and police forces in both countries.

In fiscal year 2013, more than 17,300 Army National Guard Soldiers were mobilized in support of a multitude of ongoing missions around the world. Approximately 10,300 served in Afghanistan, while others served in the Horn of Africa, Kosovo, the Sinai, Honduras, the Philippines, and mobilized for operational missions within the United States.

While this contribution is noteworthy, there is significantly more capacity within the Army National Guard should the nation require a surge of forces. For example, at one point during 2005 more than 100,000 Guardsmen were mobilized and eight of 15 Brigade Combat Teams in Iraq were Army National Guard. Later that same year, with 80,000 Soldiers still mobilized, the Army Guard surged more than 50,000 Soldiers in the span of a week to deploy to the Gulf Coast in the wake of Hurricane Katrina. In summary: in the year in which the Army National Guard underwent its largest mobilization since the Korean War, it also experienced the largest domestic response in its history. This capacity and capability continues to reside in your Army National Guard.

Response time is a critical consideration when determining the right mix of forces to meet planned or unanticipated contingencies. The past 13 years of war have demonstrated that even the largest Guard formations can be trained to the Army standard, validated and deployed well within the timelines required by combatant commanders. The experience of deploying repeatedly over the past decade has honed this

training regimen and reduced post-mobilization training time considerably since 2003. As the Office of the Secretary of Defense validated in its December 2013 report to Congress, “Unit Cost and Readiness for the Active and Reserve Components of the Armed Forces,” even the most complex Guard formations, the Brigade Combat Teams, take only 50-80 days after mobilization to be ready for deployment when they are mobilized at company-level proficiency, or 110 days when mobilized at platoon-level proficiency. The ability of the Army National Guard to respond to worldwide contingencies provides tremendous flexibility to the nation as we seek to achieve defense goals with a constrained budget.

In FY 2015, the ARNG is programmed to return to its pre-9/11 strength of 350,200, a reduction of 4,000 in end strength from FY 2014 and 8,000 from our wartime high of 358,200 between 2008-2013. If Budget Control Act level cuts are re-imposed in 2016, the Army will face even tougher choices and challenges in managing risk and balancing readiness, modernization and end strength. Under these conditions, the Secretary of Defense has announced that ARNG end strength will have to be further reduced to 315,000 by FY 2019. This will mark a significant reduction in the strategic hedge against uncertainty that the Army Guard affords the nation for unforeseen contingencies. It will also undoubtedly impact domestic response times. While the Guard will always respond to a domestic emergency, response times may suffer as readiness centers

are shuttered, equipment maintenance is deferred, and training is reduced.

An Operational Force That Protects the Homeland

In fiscal year 2013, Citizen Soldiers responded to hurricanes, winter storms, floods, tornadoes, search and rescue missions, and the bombing of an iconic sporting event in one of our nation's oldest cities. There were 52 major disaster declarations in 24 states and territories in 2013, but the biggest response of the year came in its first month. Super Storm Sandy devastated communities along the east coast in late October, and Guard members from 21 states responded, with many remaining on duty for several weeks. At the height of the response, more than 11,900 Guardsmen were activated. These were joined by active component Soldiers, Sailors, Airmen, Marines, as well as Army Reservists, all of whom fell under dual status commanders in New York and New Jersey. Both dual-status commanders were National Guard brigadier generals, successfully integrating DoD capabilities under state and federal control to more effectively serve our citizens in their time of need.

Warmer weather did not mean the National Guard would have the rest of 2013 off. On the afternoon of May 20, an EF5 tornado packing winds above 200 mph tore into the Oklahoma City area. The suburb of Moore was severely impacted. Dozens of people were killed, entire neighborhoods were flattened, and homes and businesses were

destroyed. Elementary school children were trapped in what remained of their schools, and Army National Guard members assisted in rescuing survivors. In total, more than 530 Army National Guard members supported the relief effort, performing search and rescue and security support missions.

The ARNG's largest rescue operation last year was in response to the floods that wiped out numerous roads and bridges, devastating communities in Colorado in Sept. 2013. Thousands of citizens were stranded in the mountains of the Front Range. Eight people were killed, 218 were injured, and thousands of commercial and residential buildings damaged or destroyed. More than 750 National Guard members with a total of 21 helicopters and 200 military vehicles were joined by active component Soldiers and aircraft from Fort Carson. More than 3,233 Civilians and 1,347 pets were rescued and evacuated. In the aftermath, Army National Guard engineers from Colorado and several neighboring states quickly restored miles of highway that were washed out in the floods before winter snows would have made reconstruction impossible.

One event that has long been an annual requirement for the Massachusetts National Guard was anything but routine last year: the 117-year old Boston Marathon. Massachusetts Guardsmen have long supported state and federal law enforcement at the event, providing traffic control, area security, and a standby Civil Support Team. Their familiarity with the marathon was extremely helpful, and indeed

lifesaving, last year. Approximately 250 Guard members were on State Active Duty supporting the Boston Marathon on April 15 when two improvised explosive devices detonated near the finish line. This attack killed three spectators and injured hundreds more. National Guardsmen on site immediately provided lifesaving aid and conducted security cordons and traffic control operations to assist emergency responders with their coordinated response. The 1st Civil Support Team of the Massachusetts National Guard quickly determined that no chemical agents had been used in the bombing. By the next morning, approximately 1,000 National Guard members were called to State Active Duty to assist civil authorities. In addition to Massachusetts, the states of Rhode Island, New Hampshire and New York provided Citizen Soldiers for this response. In the days to come, armed National Guard military police used armored Humvees to facilitate the tactical movement of law enforcement personnel.

The Army National Guard's support to the U.S. Border Patrol along the Southwest border continued into 2014, although at a reduced rate than in years past. Approximately 220 Guard members from 34 states or territories served on this ongoing mission along the 1,933-mile border of California, Arizona, New Mexico, and Texas. The current mission focuses on criminal analysis and aerial detection and monitoring. Still, during the 2013 calendar year, ARNG aviation personnel flew more than

10,635 flight hours in support of this mission, assisting in the seizure of 40,264 pounds of marijuana and 139 pounds of cocaine.

Army National Guard aviation was particularly active in the domestic arena, flying more than 19,100 hours supporting civil authorities in natural disasters, conducting medical evacuations, and conducting preplanned activities such as counter drug missions. Army Guard aircraft hauled nearly 422,000 pounds of cargo, transported more than 18,000 passengers and worked with multiple law enforcement agencies on a regular basis, assisting in the seizure of an estimated \$5.03 billion in drugs during the course of the year. Most importantly, Army Guard aircraft rescued 1,604 citizens in Search and Rescue and medical evacuation missions.

An Operational Force that Builds Partnership

One of the National Guard's greatest strengths is building partnerships. In 2013, the Army National Guard provided 12,265 Soldiers to support 72 military exercises in 76 countries. The Guard's experience with the warfight, domestic disaster response, our Soldiers' wide variety of civilian professional and educational experiences, and close community connections to many civilian institutions such as hospitals and universities, ideally position the National Guard for building partnerships that are multi-dimensional.

Today, the National Guard Bureau's State Partnership Program (SPP) consists of 68 partnerships with a total of 74 partner countries.

SPP promotes security cooperation activities for military-to-military training, disaster response, border and port security, medical, and peacekeeping operations. Calendar year 2013 marked the 20th anniversary of this innovative program, which continues to produce immense benefits for both the United States and partner nations at minimal cost. In support of the Chief of Mission and the US Department of State, and at the request of the regional combatant commanders, SPP is conducted jointly by Army and Air Guard forces in the states, territories and the District of Columbia under the leadership of the respective adjutants general. As such, SPP is the perfect complement to the Army's Regional Alignment of Forces concept and Chief of Staff of the Army's effort to shape the security landscape, but with unique advantages. Because of the relative stability of a Guard Soldier's career, which in most cases remains within a single state, that Soldier has the opportunity to forge enduring relationships with his or her counterparts in one or two foreign nations over long periods of time. In some cases, the crucial bonds have been cultivated and maintained for more than two decades.

These bonds have borne fruit on the battlefield. Since 2003, sixteen partner nations deployed units to Iraq and Afghanistan more than 87 times alongside Guard men and women from their partner states. Additional benefits of the State Partnership program include

economic co-development, educational exchanges, agricultural growth to build food security, and support to other federal agencies.

Resourcing the Operational Force

The FY 2015 Budget submission represents a significant reduction in appropriations for the Army National Guard in both Operations and Maintenance (OMNG) and Personnel (NGPA) accounts compared to FY 2014. OMNG funding for FY15 reflects a 12% reduction from FY 2014. This will only allow the ARNG to provide minimal training for units, with no additional funding to allow for combat training center rotations in FY 2015. In addition to the decrease in OPTEMPO funding, the ARNG assumes risk in such areas are Base Operations Support, modernization to infrastructure, and depot maintenance of equipment and vehicles.

NGPA funding for FY 2015 is 1.2% below FY 2014 levels. While this fully funds statutory requirements of inactive duty training, annual training, and initial entry training, the ARNG has assumed risk with significant reductions in funding for training and schools as compared to last year.

These reductions will begin to degrade the readiness that the Guard has built up over the past 13 years, limiting how rapidly ARNG units may be operationally employed. The reductions for FY 2015 will pale in comparison, however, to the reductions that are forecast to take place beginning in FY 2016 when the Army returns to the sequestration levels of funding imposed by the Budget Control Act.

Quite simply, the Army National Guard can be as ready as it is resourced to be. The Guard will achieve desired levels of responsiveness if properly resourced – and it will do so by maximizing taxpayers’ investment in programs directly contributing to Army National Guard readiness.

Maintaining the Operational Force: Support to Soldiers and Families

People are the Guard’s most precious resource, and the ARNG sponsors a wide variety of programs intended to enhance coping skills in Soldiers and their families – skills with an application to everyday life as well as the military.

Sexual Harassment/Assault Response and Prevention

The Army National Guard SHARP program reinforces the Total Army’s commitment to eliminating incidents of sexual harassment and assault utilizing education, disciplinary action, and victim-centered response services. In FY 2012, the ARNG assigned a full-time program manager to each state and territory and the District of Columbia; during this past fiscal year the ARNG assigned 93 full-time victim advocates within each state and territory and the District of Columbia. In addition to full-time support personnel, the ARNG has trained more than 2,400 collateral duty Sexual Assault Response Coordinators and Victim Advocates at the brigade and battalion level. The Army National Guard’s minimum goal was to train 1,864 SHARP personnel to DoD Sexual

Assault Advocate Certification Program standard. With 2,309 certified, we are at 127 percent of that goal.

Suicide Prevention

Calendar year 2013 saw a record 119 suicides of Guard Soldiers. Combating suicides has been a persistent challenge for the Army Guard, since leaders typically only see the majority of their Soldiers during a single drill weekend each month. This limits a leader's ability to intervene in a crisis. That's why the Army Guard is focusing on training and programs to increase resilience, reduce risk, and increase leadership awareness. In September 2013, the ARNG awarded a national contract to provide a Suicide Prevention Program Manager (SPPM) in every state. The SPPM manages state suicide prevention efforts, training, and suicide surveillance. The ARNG trained 120 trainers in the Applied Suicide Intervention Skills Training (ASIST) program in FY 2013, bringing the total to 517. These personnel trained 4,042 gatekeepers in advanced suicide intervention skills. Gatekeepers are trained to recognize someone in crisis, intervene to keep them safe, and provide referrals to assistance. The goal in FY 2014 is to train an additional 120 ASIST trainers who will, in turn, train approximately 11,000 gatekeepers. The Army National Guard is also participating in Army studies of suicide trends in an attempt to determine if prevention resources can be better focused to particular units, states, or at-risk Soldiers. Even one suicide is one too many; however, the trend is improving. Thus far in 2014, the number of

completed suicides is below the pace of 2013 – a trend we are working hard to sustain.

In fiscal year 2013, ARNG behavioral health counselors provided informal behavioral health consultations to more than 30,000 Soldiers and family members; 2,939 of these consultations identified emergent situations leading to critical psychological care. The ARNG reported 876 command interventions in suicide attempts (including expressed desire to commit suicide) in the 2013 calendar year. The ARNG reports 172 ideations as of mid-March 2014. We will continue to work collaboratively to address this heart breaking challenge.

Directors of Psychological Health

Prior to last year, one Director of Psychological Health (DPH) was provided for each of the 50 states, three territories and the District of Columbia. The National Defense Authorization Act for 2014 authorized funding for an additional 24 DPHs, increasing the ARNG's total from 54 to 78. In accordance with NDAA 2014, the 24 new DPHs were assigned to high-risk states. The ARNG has seen a significant increase in usage rates addressing emergent and high-risk cases. Command consultation, follow-up and multidisciplinary team consultations went from 13,525 to 26,766, and behavioral health case management went up from 3,556 to 10,264. We are grateful that Congress allocated \$10M for additional Guard behavioral health counselors in the FY 2014 budget.

Guard Resilience Training

Resiliency training offers strength-based, positive psychology tools to aid Soldiers, leaders, and Families in their ability to grow and thrive in the face of challenges and to recover from adversity in our communities. Soldiers complete the Global Assessment Tool annually to measure and track a Soldier's resilience over time. Master Resilience Trainers (MRTs) provide training to units and Families, serving as the commander's principal advisors on resilience. In FY 2013, the ARNG obligated \$10.4 million for the resilience program, which trained more than 1,550 MRTs and 4,600 Resilience Trainer Assistants.

In late 2011, the Army National Guard teamed with the Office of the Secretary of Defense for Reserve Affairs and the Air National Guard to launch a highly successful phone-and Internet-based help line, Vets4Warriors. This help-line, which is operated by Rutgers University Behavioral Health Care, provides peer-to-peer support from a staff of more than 30 veterans representing all branches of service and family members. They can provide referrals as appropriate, resilience case management and outreach services to help overcome an individual's or a family's daily challenges. Vets4Warriors initially served only reserve component members, but in November 2013 it was made available to all active duty military service members and their families, wherever they are located. Since its inception, the Vets4Warriors support line received more than 41,000 calls and conducted nearly 1,900 live online chats.

Family Readiness Groups are essential to creating a bond within units that facilitates assistance and reduces unnecessary stress. Family Readiness Support Assistants provide a great return on investment by helping our commanders create and sustain those groups, and by providing volunteer and resilience training at the unit level. Family Assistance Centers serve family members of all military components and are located in 396 communities around the nation. We are now facing reductions in the Family Assistance Center, Family Readiness Support Assistance and Child & Youth Program personnel currently provided to the states and territories. Family Readiness Support Assistants provide logistics to 312 brigade and troop commands in support of the Unit Readiness Program, and are the ARNG's key training asset for volunteers, family readiness and resilience initiatives. Funding is projected to be cut from \$15.5M in FY 2014 to \$10.9M in FY 2015. This, in combination with cuts to Family Assistance Center funding, will potentially result in a reduction of FRsAs from 312 to approximately 165.

Strong Bonds

Strong Bonds is a unit-based, chaplain-led program that assists commanders in building Soldier and family member readiness and resilience through relationship education and skills training. The Army National Guard provides the 50 states, three territories and the District of Columbia with information, guidance and training related to this program. In FY 2013 the ARNG held 544 Strong Bonds events serving

22,284 Soldiers and family members throughout the Army Guard. With a budget of just over \$6M, the ARNG's cost per person is \$269. A variety of Strong Bonds programs are available focusing on building strong relationships for married couples, single Soldiers, and families taught by certified chaplains.

Substance Abuse Program

The ARNG's Substance Abuse Program (SAP) provides a continuum of substance abuse services, including prevention, assessment, and brief intervention services. In September 2013, the ARNG awarded a national contract to provide Alcohol and Drug Control Officers and Prevention Coordinators in every state and territory and the District of Columbia. The SAP has also partnered with the Substance Abuse and Mental Health Services Administration to pilot the Substance Abuse Services Initiative, which will provide Soldiers with a voucher for substance abuse assessments. In FY 2013, more than 135,000 Soldiers completed the Unit Risk Inventory (URI), which is an anonymous survey measuring many of the stressors that contribute to substance abuse, suicide, and sexual assault. Utilizing the URI results, units receive prevention training, resources, and interventions tailored to their unit.

Employment Assistance

The Army National Guard has been, and remains, deeply concerned with the civilian employment status of its Soldiers. The ability of Guard Soldiers to gain and maintain civilian employment is essential

to retaining these Soldiers in the ARNG. While unemployment remains most acute immediately following redeployment, employment challenges extend beyond those returning mobilized Soldiers. The Guard continues to work diligently to find solutions to assist its geographically dispersed population, working closely with the states to spread best practices from each state across the country.

The Veterans Opportunity to Work (VOW) Act of 2011 mandates the Transition Assistance Program (TAP) for all Soldiers separating from a Title 10 active duty tour of more than 180 days. The Army National Guard is working closely with the Department of the Army and OSD to implement the transition mandates set forth in the legislation. States report 34,162 demobilized ARNG Soldiers since November 2012 with 26,999 (79 percent) exempt from the Department of Labor Employment Workshop (DOLEW) due to full-time employment or student status. Of the remaining 6,998, some 5,477 (78 percent) completed the DOLEW at one of 268 workshops conducted. In FY 2014 compliance has improved through February 2014 with 2,342 Soldiers requiring the DOLEW and 2,153 (92 percent) compliant. The ARNG will continue to promote and leverage an array of employment programs and resources to support VOW mandates and reduce Soldier unemployment.

Maintaining the Operational Force: Medical Readiness

Medical Readiness is a foundational requirement to maintaining the Army National Guard as an operational force; fully medically ready

Soldiers are the key to ready and relevant units. Medical Readiness is an area in which congressional resourcing and leadership focus have made dramatic improvements. The Army Guard improved from a fully medically ready percentage of 51% in July 2009, to 85% as of October 2013. That is the highest percentage of medical readiness we've ever recorded, and higher than either the active Army or the Army Reserve at that time.

However, this is an area in which readiness will rapidly slip if resources are reduced. For example, because a substantial number of Soldiers were not able to conduct Periodic Health Assessments that were scheduled for October 2013 due to the government shutdown, medical readiness slipped three percent to 82 percent in a single month. It took us four months just to climb back to 83 percent. It doesn't take long for our medical readiness to slip dramatically in a short period of time, but, turning things around is a much slower, more deliberate process. This not only requires funding, but a tremendous amount of time—time that we can never get back. Sustaining medical readiness is far cheaper than rebuilding it; and most importantly, it allows the capability and capacity for medically ready Soldiers to respond when needed for domestic or overseas missions.

Maintaining the Operational Force: Equipping the Force

The Army National Guard has received significant investments in equipment, increasing Equipment on Hand (EOH), Critical Dual-Use

equipment (CDU – equipment that is of use for domestic response as well as for war fighting missions), and the overall modernization levels.

Army National Guard EOH for Modified Table of Organization and Equipment units is currently at 91 percent, an increase from 88 percent last year and from 85 percent two years ago. Overall CDU EOH is 93 percent, an increase from 90 percent last year and a significant increase from 65 percent in 2005, when the Guard responded to Hurricane Katrina. Of the total quantity of equipment authorized, 85 percent is on-hand and considered modernized, up from 70 percent last year. This dramatic increase was partly due to new equipment purchases, but principally due to the Army re-defining in the past year what models of equipment it considers as modern. The steady improvement of equipment on hand, particularly CDU, can in part be traced to the continued appropriation of the National Guard and Reserve Equipment Account funds (NGREA), which has allowed the Army Guard a degree of flexibility in procurement, enabled it to meet training readiness goals, and improved modernization levels.

Maintaining the Operational Force: Installations

The Army National Guard has facilities in more than 2,600 communities, making it the most dispersed of any military component of any service. In many towns and cities these facilities are the only military presence, with the Guard serving as the most visible link between hometown America and the nation's armed forces. These

readiness centers, maintenance shops and training centers serve as platforms for mobilization during times of war as well as command centers and shelters during domestic emergencies. Providing quality facilities across 50 States, three Territories and the District of Columbia has been an on-going challenge. The Army National Guard transformed from a strategic reserve to an operational force over the past 13 years, but many of our facilities have not been updated in decades. The average age of Army Guard readiness centers is 44 years. More than 30 percent of them are 55 years old or older, the limit to what is considered “useful life” for that type of facility. Many fail to meet the needs of a 21st century operational force, cannot accommodate modern equipment and technology, are poorly situated, and are energy inefficient. Facilities are critical to readiness and support unit administration, training, equipment maintenance, and storage.

This wide array of uses makes Military Construction and Facilities Sustainment, Restoration and Modernization funding a critical matter directly impacting unit readiness and morale, continuity of operations and domestic preparedness.

Closing Remarks

With our nation operating during an era of budgetary pressure, the Army National Guard is structured to efficiently provide capacity and capabilities our nation requires in a dangerous world. With committed Citizen Soldiers as our foundation, the Army National Guard represents

tremendous value to the nation at large and within American communities where we live, work and serve. A flexible force serving our citizens for 377 years, the Guard's history shows that it has always adapted to change in America and around the world and risen to the challenge. The last 13 years have demonstrated these traits in full. That is why the National Guard has been and will remain "Always Ready, Always There" for our nation.

I want to thank you for your continued support for the Army National Guard and I look forward to your questions.

RECORD VERSION

STATEMENT BY

**LTG JEFFREY W. TALLEY
32nd CHIEF OF THE U.S. ARMY RESERVE
AND
COMMANDING GENERAL, U.S. ARMY RESERVE COMMAND**

BEFORE THE

**HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON DEFENSE**

SECOND SESSION, 113TH CONGRESS

ON ARMY RESERVE BUDGET

April 3, 2014

**NOT FOR PUBLICATION UNTIL RELEASED BY
THE HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON DEFENSE**

AMERICA'S ENDURING OPERATIONAL FORCE

The Army Reserve is America's dedicated operational federal reserve of the Army – a premier provider of trained, equipped, ready and accessible Soldiers, leaders and units to the Total Army, the Joint Force and civilian authorities nationwide.

Since September 11, 2001, more than 275,000¹ Army Reserve Soldiers have been mobilized and seamlessly integrated into Active Component and the Joint Force. Today, more than 19,000 still serve in direct support of Army Service Component Commands and Combatant Commands across the globe, including nearly 4,000² Soldiers in Afghanistan.

Yet, while we are no longer in Iraq and will soon be out of Afghanistan, we face a world, as Secretary Hagel recently described it, that is growing ever more “volatile, ...unpredictable, and in some instances, ... threatening to the United States.”³

Continued regional instability, violent extremism, the proliferation of weapons of mass destruction, and any number of other factors, would seem to predict that the future global security environment is likely to be even more complex and potentially dangerous than it is today. And so we must be prepared to meet the threats and challenges of the future.

¹ 275,542 since September 11, 2001, as per G-3/5. Source: HQDA system “MDIS” Mobilization deployment information System.

² From G-3/5: as of March 11 2014, 18,990 AR Soldiers were on duty in support of ASCC/COCOMS, and 3951 AR Soldiers were in Afghanistan.

³ “We are repositioning to focus on the strategic challenges and opportunities that will define our future: new technologies, new centers of power and a world that is growing more volatile, more unpredictable and in some instances more threatening to the United States.”

ARMY RESERVE CAPABILITIES VITAL TO AMERICA

Never before in the history of our Nation has the Army Reserve been more indispensable to the Army and the Joint Force, and the reason is the critical skills and capabilities they bring to the fight – skills often acquired through their civilian careers and honed in service to our Nation.

We not only provide the professional skills and capabilities vital to the success of the Total Army and the Joint Force – but we also provide capabilities not found anywhere else in the Active Army, the Army National Guards, or our sister Services. Most if not all of those capabilities are vital during major combat operations but also vital during times of local and national emergencies affecting the homeland.

Those capabilities include theater-level transportation and sustainment, pipeline and distribution management, railway and water terminal operations as well as other high demand career fields such as doctors and nurses, lawyers, engineers, and cyber warriors. Put simply, the Army Reserve Citizen-Soldiers add the operational flexibility and strategic depth so essential to the Army's ability to Prevent, Shape and Win across the full range of military operations in which our Nation is, and will continue to be, engaged.

A significant portion of the Army's enablers – including 90 percent of civil affairs, 65 percent of logistical units; 60 percent of doctors, nurses and other healthcare professionals; 40 percent of transportation units; 35 percent of engineers; 24 percent of military police – are provided by the Army Reserve. We also provide 50 percent of the Army's combat support and 25 percent of its mobilization base expansion capability.

As a dedicated reserve force under federal control, the Army Reserve is an indispensable Total Army partner that is ready and accessible 24/7. It provides direct and immediate access to high- quality, operational Soldiers, leaders and units for both planned and emerging missions. Our focus to support the Army's Regionally Aligned

Forces ensures that Army Reserve Soldiers and leaders will be ready to support the Department of Defense's global requirements.

We are a single command and a component within the Army with an authorized end strength of 205,000 Soldiers and 12,600 civilians arrayed under a variety of theater commands. Inherently flexible, the Army Reserve can quickly task organize in force packages ranging from individuals to large units. These packages can be tailored to support a full range of missions, including homeland response, theater security cooperation, and overseas contingency operations.

Indeed, steady demand for Army Reserve capabilities has introduced a new paradigm of reliance on the Army Reserve as an essential part of our national security architecture.

DEFENSE SUPPORT OF CIVIL AUTHORITIES (DSCA)

In 2012, Congress provided the Department of Defense with new Reserve Component access authority in 10 U.S. Code § 12304a. This law clears the way for the Army Reserve to assist our fellow Americans during domestic emergencies when Federal Assistance is requested by the Governors through FEMA. The same life-saving and life-sustaining capabilities so essential to missions abroad make the Army Reserve an optimum force for preserving property, mitigating damage and saving lives here at home.

In fact, key capabilities in high demand during a major disaster, such as an earthquake or hurricane, are prominent in the Army Reserve and nearly all Defense Support of Civil Authorities response missions could benefit from the Army Reserve's unique capabilities and core competencies. In addition to those already mentioned. Army Reserve capabilities also include aviation lift, search and rescue or extraction; quartermaster units (food, shelter, potable water, heated tents, etc.); supply; civil affairs; public affairs; public and civilian works; protection of key infrastructure; as well as a

significant portion of full spectrum engineer capability – with some capabilities predominately within the Army Reserve.

Our Expeditionary Sustainment Commands go into places devoid of infrastructure and quickly open seaports and airports, while our logistics and supply chain personnel are experts at moving supplies into affected areas.

Army Reserve aviation units possess robust capability. Medical evacuation helicopters and fixed wing aircraft can provide quick transportation in a disaster response area. Medium and heavy lift helicopters can rapidly move relief supplies, equipment and construction material into devastated areas.

Our Engineer units include search and rescue teams, debris removal capabilities, horizontal and vertical construction and bridge construction capabilities. We even have a prime power company, headquartered at Fort Belvoir, Virginia that provides commercial-level electrical power to affected areas.

We also provide 100 percent of the Army's Emergency Preparedness Liaison Officers (EPLOs) and 33 percent of the Department of Defense's EPLOs, who maintain communications between the Department of Defense, federal, State and local governments, and nongovernmental organizations to coordinate assistance between all parties during emergency response events. They serve as subject matter experts on specific capabilities, limitations and legal authorities and keep track of Army Reserve capabilities in their states and regions.

Thus, the same trained and ready forces that provide indispensable and immediately accessible capabilities for operations abroad, today stand ready to support domestic emergency and disaster relief efforts at home.

A GOOD RETURN ON AMERICA'S INVESTMENT

The Army Reserve provides all of these capabilities, including nearly 20 percent of the Army's trained Soldiers and units, for just six percent of the total Army budget*. We are the most efficient and cost-effective reserve component in the Army and operate with the lowest ratio of full-time support to end strength in the entire Department of Defense – about 13 percent. With our unique structure of combat support and combat service support enablers, the majority of our Soldiers are traditional Army Reserve Soldiers, with full-time jobs in the public and private sectors, who keep their technical skills sharp at little or no cost to the Department of Defense.

For many missions supporting a Combatant Command's Theater Security Cooperation Strategy such as Building Partner Capacity, it makes sense to leverage the capabilities of the Army Reserve, especially since Congress increased direct access to our capabilities with 10 U.S. Code § 12304b. So, in this era of constrained fiscal resources, using the Army Reserve is a particularly cost-effective way to mitigate the risks while maintaining an operational reserve.

In addition to the return on investment the Army Reserve provides to the Army and the Department of Defense, there is also a return in the form of a positive economic impact to states and communities across the U.S.

Each year the Army Reserve invests billions in local communities in a number of ways. These investments include payroll to local Soldiers and Department of Defense employees, utilities and other services to municipalities, civilian contractors and administrative support; as well as professional, scientific and technical services in areas like environmental clean-up and protection. This investment in turn generates tens of

*Does not include Army Procurement funding for Army Reserve equipment.

thousands of new food industry, service-related, and other non-DoD jobs, creating new income for families and a positive economic climate for State and local communities.

A NEW GENERATION OF ARMY RESERVE LEADERS

For these and many other reasons, the Army Reserve that some people still recall from the 1990s is long gone. As my predecessor testified three years ago to the Senate Appropriations sub-committee, “I have seen the Reserve of the future” and it is now.

Our Citizen-Soldiers are highly educated and professionals in their civilian careers. They are our doctors, lawyers, academics, scientists, engineers and information technology specialists on the leading edge of their fields – a new generation of Soldiers who grew up with technology in their hands, practice it in their professions and leverage it while in uniform. Today, 75 percent of the doctorate degrees in the Total Army and half its master’s degrees are found in the Army Reserve. This education and their skills are invaluable to the civilian career fields in which they work, but they are also invaluable to the Army.

Physically and mentally fit, and fundamentally resilient, Army Reserve Soldiers are America’s steady state, operational reserve force. In times of crisis or national emergency, the Army Reserve can respond quickly to our Nation’s call. A ready Army Reserve not only offers the nation an insurance policy, but it can provide an opportunity for Soldiers leaving active service due to end-strength reductions a chance to continue serving. As we downsize the Active Component, transitioning Soldiers to the Army Reserve helps the Army keep faith with them and their families who demonstrate a propensity to serve their country. This preserves the taxpayer’s investment in training these Soldiers, and can offer new military career tracks that may bridge the transition for Soldiers and their families.

Offering a continuum of service option supports the Chief of Staff of the Army’s recent guidance to leverage the unique attributes and responsibilities of each Component and

preserves the operational experience gained from more than 12 years of war while continuing to prepare Soldiers and units for future challenges.

NGREA AND MODERNIZATION CHALLENGES

The Army Reserve appreciates the steadfast support the Committee has provided for more than a decade and particularly the National Guard and Reserve Equipment Appropriation (NGREA) funding that has improved our equipment acquisition and modernization levels. The Army Reserve is at an all-time high for equipment modernization and equipment on hand, and was a full partner in developing and submitting the FY15 President's Budget for equipment procurement and modernization. However, we still suffer from significant equipment shortfalls and are the least equipped and modernized Army component.

HMMWV Challenges

A challenge for the Army Reserve is modernization of the legacy Light Tactical Vehicle fleet. The Army Reserve is scheduled to replace one-third of the HMMWV fleet with Joint Light Tactical Vehicle in 2022. As a result we must maintain two-thirds of the legacy fleet for 31 additional years, through 2045, without any scheduled modernization, leaving the Army Reserve, and especially our medical units, with an unfunded modernization requirement.

Today, 48 percent of the Total Army's ground ambulance companies reside in the Army Reserve. The Army Reserve has on hand only 64 percent of its required Light Ground Ambulances. This more than 20-year-old legacy Ambulance fleet was not included in previous modernization efforts and is short 36 percent of the HMMWV Ambulances required to support contingency operations and potential mass casualty events in the homeland.

Clearance and Bridging Capabilities

Similarly, 35 percent of the Army's total engineering capacity – which includes 80 percent of its Area Clearance capabilities and 36 percent of its Multi-Role Bridging capabilities – are provided by the Army Reserve. In just six years, by 2020, only 20 percent of the Common Bridge Transport System, and none of the Joint Assault Bridge system will be modernized.

Logistical Capabilities

Lastly, the Army Reserve provides 65 percent of the Army's total logistics capabilities, of which the majority is Critical Dual Use equipment for enabling support to Homeland Defense and DSCA. Significant shortfalls in this area include water and fuel storage and distributions systems and material handling equipment. Only 43 percent of the Fuel Distribution System, and 20 percent of the Army's Light Capability Rough Terrain Forklift for moving material, will be modernized by the end of 2020.

While the Army Reserve's equipping posture has improved during the past ten years, critical equipping and modernization shortages remain one of the Army Reserve's greatest challenges. Even in these times of constrained fiscal resources, we cannot afford to let this challenge go unaddressed as it directly impacts our ability to train and sustain an operational force that is properly equipped to meet National Security responsibilities while enhancing federal response to Homeland Defense and DSCA.

Modernization Challenges

In the 2014 National Guard & Reserve Equipment Report (NGRER), dated March 2013, the Army Reserve's modernization rate was 66 percent. As of December 2013, the rate increased to 76 percent, however, our modernization rate still lags behind.

Program procurement delays and the restructuring of requirements as a result of budget reductions, will further widen modernization gaps and impede our interoperability with the Joint Force.

Since 2011, the Army Reserve's base budget for equipment procurement had seen an overall decrease of 45 percent. The Army Reserve, in coordination with the Army, continues to develop mitigation strategies aimed at improving equipment modernization. Congressional support and NGREA are essential resourcing solutions to successfully execute mitigation strategies for improving Army Reserve equipment modernization levels.

AMERICA'S ARMY RESERVE: A LIFE-SAVING, LIFE-SUSTAINING FORCE FOR THE NATION

Whether it is providing trained and ready forces for combat missions and contingency operations abroad, or saving lives and protecting property at home, today's Army Reserve is America's life-saving, life-sustaining force for the Nation.

Thank you for the opportunity to appear before you, and for the steadfast support Congress has always provided to the men and women who have served our country so selflessly over the past 12 years, and continue to do so every day.