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FOR OFFICIAL USE ONLY UNTIL RELEASED BY JOINT LEGISLATIVE
COMMITTEE ON EMERGENCY MANAGEMENT

STATEMENT OF
MAJOR GENERAL DAVID BALDWIN
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BEFORE THE JOINT LEGISLATIVE COMMITTEE ON EMERGENCY
SERVICES AND HOMELAND SECURITY
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COMMITTEE ON EMERGENCY MANAGEMENT

The California National Guard continues to deploy forces in support of active duty overseas contingency operations. Our commitment, however, is significantly lower than during its peak in 2007, the last time the Adjutant General testified before the Joint Committee on Emergency Management. Furthermore, the California Military Department does not anticipate an increase in overseas deployments in the near future. Therefore, it is safe to say that the wars in Iraq and Afghanistan will no longer impact the ability of the California National Guard to respond to state emergencies.

Priorities

My top three priorities are military support to civilian authorities, strategic planning and internal controls.

I aim to keep the California National Guard as the nation's premier emergency response force. We will do this by continually training and exercising to our state mission. We have structured our civil support response forces in a way that quickly and decisively brings to bear the manpower and capabilities of our forces within the state while providing the Governor access to Guard forces from other states through EMAC as well as Title 10 Active Duty forces. The measure for success in this arena is how our plans and procedures are adopted throughout the country and across components. Our emergency plans and exercise of this Dual Status Command concept has become the national model. Our civil support base plan is part of the Joint Task Force Commander's Course curriculum at Northern Command, and we frequently assist other states' develop their concept of operations.

In the realm of strategic planning, I am driving our Soldiers and Airmen to adopt a future focus in response to dynamic security challenges and budgetary restraints. Never before in the history of the United States has there been a force as well-trained, skilled, and battle-hardened over a decade of war; yet, its ability to continue to prosecute our defense strategy globally and at home will be in peril if we are not adaptive and flexible. A future focus enables us to establish a strategic vision for force structure, equipment modernization that matches that force, and most importantly leaders who reflect the young and progressive Soldiers and Airmen they lead. At the end of the day, the success of our strategic planning is not measured by stagnant documents on a shelf. Rather it is our end-strength numbers that reflect a force drawn to and retained by a culture of selfless service, modernized equipment, and Soldiers and Airmen who are highly trained, educated and set on deliberate paths for promotion and leadership.

With regards to internal controls, I intend to continue our efforts to educate and re-train our personnel on responsible stewardship of government and public resources. We will continually emphasize ethical decision-making in our

processes, removal or additions of steps in those processes as appropriate to lower the risk of faulty accountability, and external and internal audits of those processes and resources. The fact that the Department's issues came to light was proof that our state and federal Inspector General programs work. To reinforce those programs we have hired several federal auditors, sought assistance from out of state and established an office of Internal Controls. I believe the emphasis on ethics education and fiscal law, combined with these managerial programs will result in a level of accountability that would stand up to any audit and the public's expectations.

Capabilities of the CMD during an emergency

The California National Guard continues to coordinate with civilian agencies throughout the state, particularly the Governor's Office of Emergency Services. We have daily communications with OES, particularly Law and Fire branches.

The California National Guard is an important element of the National Emergency Framework and an active participant in the State Emergency Management System (SEMS). The California National Guard conducts a mission in support of the State of California, on average, once every three days. The unique dual purpose training our Soldiers and Airmen have to fight overseas or respond to emergencies, along with the thousands of pieces of dual-use equipment in the state make the Guard indispensable during a large emergency. Examples of such emergencies include large-scale natural disasters such as earthquakes, hurricanes, flooding and man-made catastrophes involving the use of chemical, biological, radiological, nuclear, or explosive devices (CBRNE). The broad set of activities conducted in the aftermath of Hurricane Katrina provides a vivid example of military's role in such operations. The National Guard, working for the Governor, is the military force that will command and control Department of Defense assets as they flow into California during a large emergency.

The following breaks down the unique value of the National Guard based on Emergency Support Functions (ESF), a term used by CalEMA under SEMS.

Transportation (ESF #1) - Federal agencies, state and local governmental entities, and voluntary organizations require transportation capacity to perform response missions following a major disaster or emergency.

Attributes of the California National Guard include: (1) transport heavy equipment, (2) provide assets to transport personnel from the affected area, (3) provide assets to transport cargo: bulk, palletized, water, Petroleum, Oil and Lubricants (POL), and (4) unimproved, damaged, obstructed, flooded surface transport, (5) provide medical transport.

Communications (ESF #2) - Communications ensure the provision of federal telecommunications support to federal, state, and local response efforts following

a presidentially declared major disaster, emergency, or extraordinary situation under the National Response Framework (NRF).

The Army National Guard and Air National Guard are able to provide significant augmentation through its extensive communication resources. These include communications networks and information services that enable joint and multinational domestic operations support and war fighting capabilities. Much of the communications equipment required by the States in response to domestic operations is to ensure situational awareness and connectivity to other responders within the Incident Command System (ICS).

Public Works and Engineering Emergency Support (ESF #3) - In a major disaster or emergency response, operations may be beyond state and local response capabilities. Homes, public buildings, bridges, and other facilities may have to be reinforced or demolished to ensure safety, and public utilities may be partially or fully inoperable. A major disaster may affect the lives of many state and local response personnel and their facilities, preventing them from performing their prescribed emergency response duties. Similarly, emergency response equipment in the immediate disaster area may be damaged or inaccessible. Therefore, sufficient resources may not be available to state and local agencies to meet emergency response requirements. Federal assistance may be required to identify and deploy resources from outside the affected area to ensure a timely, coordinated, and effective response. The National Guard, working for the Governor, is the military force that will command and control Department of Defense assets as they flow into California during a large emergency.

Emergency Management (ESF #5) - Emergency Management is responsible for supporting overall activities of the Federal Government for domestic incident management.

The National Guard brings with it a natural organizational hierarchy which translates effectively and efficiently into the National Incident Management System (NIMS) organization. The combination of these categories of command, control, and communications produces the capabilities required to maximize the Common Operating Picture (COP) within local communities, states and to all appropriate ESF agencies. The equipment allowing maximum COP (e.g., Mobile Emergency Operations Centers (MEOC), Liaison Officer Tool Kits, All-Source COP) also provides connectivity between the Incident Command System (ICS), which commands disaster operations in local communities, the National Guard and other federal agencies as required.

Mass Care, Emergency Assistance, Housing, and Human Services (ESF #6)
- Mass Care, Emergency Assistance, Housing, and Human Services coordinates federal assistance in support of state and local efforts to meet the mass care needs of victims of a disaster. This federal assistance will support the delivery of

mass care services of shelter, feeding, and emergency first aid to disaster victims; and the establishment of systems to provide bulk distribution of emergency relief supplies to disaster victims.

National Guard resources can quickly mobilize and coordinate the delivery of federal mass care, emergency assistance, housing, and human services when local, tribal, and state response and recovery needs exceed their capabilities. In order to achieve an effective response to a mass care situation, the National Guard requires additional materials, processes, and training.

Public Health, Medical, Mental Health Services, and Mass Fatality

Management (ESF #8) - A significant natural disaster or man-made event that overwhelms the affected state may necessitate federal public health and/or medical care assistance. Healthcare facilities may be severely damaged or destroyed. Facilities that survive with little or no structural damage may be rendered unusable or only partially usable due to a lack of power, water, sewer, etc.

The Air National Guard and the Army National Guard Medical Services may be called to support medical emergencies independently or cooperatively depending on the magnitude of the emergency and the specific capabilities that are needed. Additionally, the National Guard (Army and Air) medical service is developing at the city, county, and state levels, cooperative efforts of medical response and support with local emergency medical management organizations.

Search and Rescue (ESF #9) - Search and Rescue rapidly deploys components of the National Urban Search and Rescue (US&R) Response System to provide specialized lifesaving assistance to state and local authorities in the event of a major disaster or emergency.

The 129 Rescue Wing continues to provide civil search and rescue capabilities to the state of California to include wildfire rescue support and also responded for hurricane Irene support. Upcoming modernization efforts for the ANG rescue fleet include AN/ARS-6v12 LARS which will continue to help locate survivors, communication upgrades that will allow for enhanced communications with civil responders, and mission operations trailers and tents that allow for self-sustained rescue operations for at least 72 hours.

Public Safety and Security (ESF #13) - While state, tribal, local, and private-sector authorities have primary responsibility for public safety and security, ESF #13 provides federal public safety and security assistance to support preparedness, response, and recovery priorities when state, tribal, and local resources are overwhelmed or inadequate. When activated, ESF #13 coordinates the implementation of federal authorities (to include mission assignments) and resources that are appropriate for the situation.

There are various examples of functions which have involved integration with public service, military police, or security activities. The threat of tropical storms and hurricanes, earthquakes, winter storms, blackouts, forest/wildfires, or civil unrest are examples of incidents which ESF #13 is prepared to assist and support local authorities or agencies.

Incident Awareness and Assessment (IAA) - Shared Situational Awareness (SSA) assists federal, state, and local governmental entities, as well as voluntary organizations requiring a common understanding of the hazards faced in order to perform unilateral or multi-lateral response missions. IAA serves as a coordination point between response operations and restoration of the civilian infrastructure and services through such missions as situational awareness, damage assessment, evacuation monitoring, search and rescue, Chemical, Biological, Radiological, Nuclear, (CBRN) assessment, hydrographic survey, and dynamic ground coordination. It includes (1) Friendly Force Tracking (FFT) and display of forces, (2) open standards for sharing information amongst a wide disparity of situational awareness viewers, (3) use of airborne platforms/sensors and other systems that can provide geospatial products to build situational awareness, and (4) wider availability of unclassified Processing, Assessment, and Dissemination (PAD) mobile units.

The National Guard's IAA role supports all ESFs across the spectrum of domestic incident management. IAA's emphasis on building SSA will enhance our collective response while operating throughout the Joint Operational Environment.

Major Operations

Disaster response requirements have been a hallmark of National Guard Operations for over 350 years. With proper authorization and resources, your National Guard will continue to efficiently and quickly respond to earthquakes, forest fires, floods, terrorist attacks, or any other unforeseen disaster that may threaten our state.

- Operation Gulf Coast Relief 2005
This operation encompassed the CMD's response to Hurricanes Katrina and Rita in 2005. The CMD was involved in response from August 31, 2005 thru January 31, 2006, activating over 1800 personnel to support 43 missions with a total of 42,143 man-days.
- Operation AEROSHIELD 2006
The CMD provided emergency airport security to seven of California's major international airports in response to a failed terrorist attack at London's Heathrow airport from August 10, 2006 thru September 16, 2006, activating over 500 personnel to support security operations at 7 airports for a total of 22,852 man-days.

- Operation Jump Start 2006
The CMD placed National Guard personnel along the US border with Mexico in support of the US Border Patrol. CNG was involved in this operation from June 15, 2006 thru September 15, 2008, activating over 1600 personnel to support security, construction, and drug interdiction operations.
- Operation Fall Blaze 2007
Northern California Wildfires that occurred from October 21, 2007 thru December 8, 2007 resulted in an activation of over 2700 CMD personnel for 30,908 total man-days. Rotary and fixed wing assets combined for over 300 flight hours and over 600,000 gallons of water and retardant dropped.
- Operation Lightning Strike 2008
The CMD supported fire suppression efforts in response to over 2,000 individual wildfires ignited by a series of dry lightning strikes from June 21, 2008 thru August 30, 2008. The CMD activated over 3600 personnel for 76,150 total man-days. Rotary and fixed wing assets combined for over 2000 flight hours and over 6.6 million gallons of water and retardant dropped. CNG also trained and deployed almost 1,000 Soldiers as hand-crews to cut 468 miles of fire line.

Emergency Support Missions

- 2005: There were (42) total missions in 2005 including (9) CST Missions, (5) Fire Missions, (14) Flood Missions, (8) Search and Rescue Missions, and (6) Missions for other support.
- 2006: There were (42) total missions in 2006 including (14) CST Missions, (6) Fire Missions, (6) Flood Missions, (13) Search and Rescue Missions, and (3) Missions for other support.
- 2007: There were (35) total missions in 2007 including (2) CST Missions, (23) Fire Missions, (1) Flood Missions, (2) Search and Rescue Missions, and (7) Missions for other support.
- 2008: There were (70) total missions in 2008 including (7) CST Missions, (31) Fire Missions, (2) Flood Missions, (7) Search and Rescue Missions, and (23) Missions for other support.
- 2009: There were (44) total missions in 2009 including (13) CST Missions, (6) Fire Missions, (4) Flood Missions, (8) Search and Rescue Missions, and (13) Missions for other support.

- 2010: There were (45) total missions in 2010 including (14) CST Missions, (1) Fire Missions, (2) Flood Missions, (12) Search and Rescue Missions, and (15) Missions for other support.
- 2011: There have been (21) total missions requested so far in 2011 including (8) CST Missions, (2) Fire Missions, (0) Flood Missions, (3) Search and Rescue Missions, and (7) Missions for other support.

A challenging new National Defense Strategy

The end of the war in Iraq and the end of major combat operations in Afghanistan, along with significant Defense spending cuts as a result of the Budget Control Act of 2011 are forcing the Department of Defense to redesign America's fighting force. Pentagon is seeking a lean and efficient force, and has decided to cut 80,000 troops from the active Army and 8,000 from the Army National Guard. The CMD is working on behalf of the Governor with the California Congressional Delegation to prevent any force cuts in the National Guard. In fact, we believe there is a very good argument for growing the Guard to create efficiencies.

The National Guard's cost-effectiveness lies in its part-time/full-time force mix. Until activated, traditional Guard members cost the Department of Defense only one-third the cost of active duty troops. The community-based, part-time nature of the Guard means fewer pay days per year, lower medical costs, lower retirement expenditures, and significantly lower training costs than their active duty counterparts. Furthermore, the men and women of the National Guard have repeatedly proven themselves in combat, humanitarian, and domestic response missions. They consistently perform at the professional level that the nation expects.

The Army National Guard costs less than 11% of the Army budget, but makes up 32% of its personnel and maintains nearly 40% of its operating force. The Air National Guard costs less than 7% of the Air Force budget, but makes up 19% of the personnel and maintains nearly 40% of the Air Force's fighter, tanker, and airlift capacity.

In their civilian lives our Soldiers and Airmen work in diverse and skilled capacities throughout their communities as your local mechanics, nurses, police officers or technology experts. Their depth of life experiences, professional networks and technical expertise pay great dividends when their communities or the nation call on them in a time of need.