

MILITARY DEPARTMENT  
OFFICE OF THE ADJUTANT GENERAL  
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March 22, 2006

Office of the Adjutant General

Milton Marks Commission on California  
State Government Organization and Economy  
925 L St Suite 805  
Sacramento, CA 95814

Dear Chair Michael Alpert and Commission Members:

I am pleased by the invitation from the Commission to address questions regarding the preparedness of the California Military Department and California National Guard to respond to emergencies and disasters in California. Attached please find a copy of my written testimony in response to the questions provided in your March 2, 2006 letter.

I look forward to the opportunity to appear before the Commission, and participate in the dialog on this critical matter, and stand ready to provide additional information as needed to assist the Commission as they explore the issue of California preparedness.

Sincerely,

A handwritten signature in cursive script that reads "William H. Wade II".

William H. Wade II  
Major General  
The Adjutant General

**Little Hoover Commission Letter**  
**Dated March 2, 2006**

**Question 1: Integrating CNG capabilities with other emergency responders.**

**a. What policies and procedures are in place to integrate the emergency response strategy of the CNG with state and local response strategies?**

The California National Guard (CNG), as a support agency, coordinates our planning and preparation efforts with the Office of Emergency Services (OES) and the Office of Homeland Security (OHS). To ensure policies and procedures are in place to effect integration, the CNG uses a three-pronged approach to integrate the emergency response strategy with state and local responders. In addition, California also integrates with federal responders.

- The first element of integration is coordination and communication with the responder communities. This coordination is accomplished through our support of the Emergency Response Training Advisory Council (ERTAC) with membership from the major responder communities in California including law enforcement, fire, medical, and other responder communities. As the governor's designated agency to staff the state homeland security training coordination the CNG is integrated into the planning and training for potential responses across the responder horizon.
- The second element of integration is the development of California Military Department Concept Plan 02-100 (All Hazards Plan) This plan, developed in compliance with State Emergency Management System (SEMS) and the National Incident Management System (NIMS), often referred to as the all hazards plan, contains annexes for a range of potential responses including wild land fire, earthquake response, Flood Response, Civil Disturbance, and an annex that supports unforeseen issues. In addition to the all hazards type annexes, the CNG, upon identification of potential hazards, develops specific response plans such as Pandemic response and response to National Special Security Events (NSSE) such as Democratic and Republican Conventions and major sporting events. The California Military Department also maintains a continuity of operations/Continuation of Government Plan (COOP/COG). Each annex and plan developed is provided in draft for comment, through OES to the supported agencies to ensure the CNG response plan is vetted and integrated to meet the anticipated needs of the potential incident commander.
- The third procedure for integration is an annual review and update of all annexes within the plan. The requirement for annual review was recently validated as part of the departments updating of our strategic plan. While the action plans for this annual update are still being formalized, the outcome of

this process will improve an already working system of integrating our plans with the plans of those we would support.

The effectiveness of this planning effort has been repeatedly demonstrated by our successful response to proper authority in response to State and local emergencies of all types including fires, floods, civil disturbance, search and rescue, and significant events like the Northridge and Loma Prieta earthquakes. The process in place sets the stage for timely and accurate response to catastrophic events such as Hurricane Katrina.

Operationally, the CNG is integrated in the emergency management system at multiple levels.

- At the federal level, emergency preparedness liaison officers (EPLO's) are assigned to, and conduct their monthly drill at our Joint Operations Center (JOC). EPLO's are assigned to this headquarters to represent their parent service (such as the Army Reserve, the Navy, and the Air Force). These senior officers are integrated into our emergency response and are charged with representing their parent service within the CNG planning process. The linkage and awareness provided by the EPLO's during emergency operations serves as a two-way conduit for information, providing their parent service situational awareness, and providing an information flow from the service to the CNG, and by extension, to the responder community within California.
- The CNG is in the process of transforming the headquarters to a "Joint Force Headquarters" (JFHQ) to meet the DoD requirements to provide command and control of non-national guard units. The completion of this transformation, currently scheduled for Oct 07, will establish the potential for the integration of federal troops into a response scenario when needed, with a single coordinating headquarters tied to the Governor's office and the OES. This capability, when exercised, will greatly enhance the ability of DoD to support catastrophic disasters in California.
- Upon completion of the transformation of the headquarters to the JFHQ, the CNG is transitioning to capabilities based response. The use of capabilities based planning and response will allow the department to look across the Army National Guard, the Air National Guard, and the State Military Reserve to match capabilities with desired outcomes. The use of capability based response greatly expands the range of roles the department can serve in supporting the operational needs of the local and state responders,
- To ensure integration at the State level, the CNG has identified, trained, and is prepared to place liaison officers (LNOs) at the Operational Areas and the Regional Emergency Operations Centers (REOC) during emergencies. The CNG also maintains a full-time presence at OES by cooperative agreement

where one of our planners is integrated into the OES planning team, much like the EPLO's from federal forces are integrated into our planning efforts. The CNG also maintains the flexibility to quickly deploy additional trained LNOs anywhere in the state when necessary, and annually conducts LNO training as part of the CNG's JFHQ training program. This program most recently trained 24 members of the Department to serve as LNO's as needed

- At the local level, the CNG is linked with local first responders through its two Civil Support Teams (CSTs). The CSTs are made up of 22 Army and Air National Guard Active Guard Reserve (AGR) personnel organized, trained, and equipped to enter contaminated areas and identify contaminants, in most cases on site with mobile labs and test equipment. California is the only state to have two CSTs that have met both federal and state validation/certification for this critical capability. These teams have extensive reach-back communications capability to facilitate off-site evaluation and support from various laboratories. CSTs are equipped with a mobile laboratory capable of providing identification of chemical or biological materials. The CST's sophisticated communications suite offers linking and redundant communications capabilities from the incident site with local, state, Federal agencies, and with military headquarters. The CSTs serve in an operational capacity, available to support the state as needed, and have been deployed for a range of events ranging from World Series, to Olympic Games, to the Oscar Awards, leveraging the local responder capabilities. To maintain currency with federal and state requirements, when not deployed in an operational mode, these two teams are constantly training in both a stand alone and integrated with local responders.
- The CNG has also developed, and fielded a highly effective communications suite we have dubbed Incident Commander's Command, Control, and Communications Unit (IC4U) that has the ability to both link dissimilar responder communications systems across a common platform and also provide data, voice, streaming video, across both terrestrial and space-borne systems. This capability, proven highly effective in response to Katrina and Rita, is another example of the CNG's ability to offer our capabilities to support leveraging responder capabilities to meet the needs of the community and the state.

**b. What are the strengths and limitations of that approach?**

The strength of the approach taken by the CNG is the establishment of habitual relationships during non-emergency periods that are created through coordination, improved through combined training, and validated through both exercises and actual operational experience. To ensure the integration, the CNG has organized and staffed specific elements designed for operational requirements.

- The JFHQ is a joint operations capable command and control entity, which is integrated into state and national consequence management and contingency planning systems. The JFHQ provides command and control as a subordinate headquarters for state and national level response efforts during a natural disaster or emergency.
- The JFHQ's JOC is the coordinating and integrating entity between local, state and federal agencies. It is a fully functional and operationally proven command and control node that is widely considered a model JOC within the National Guard and emergency management community
- The CNG is building trained, deployable command and control elements, dubbed Joint Task Force Headquarters, capable of receiving and employing any CNG capabilities needed by the Incident Commander. The JOC serves as the CNG's primary entity for coordinating, facilitating, and synchronizing efforts in support of the state for natural disasters, National Special Security Events, exercises, and domestic activities. The JOC provides timely and clear synchronization of assets and resources and situational awareness in emergency management and support of homeland security and dynamic contingency planning for civil support and emergency preparedness on a 24/7 basis.
- As outlined above, the CNG has developed an innovative communications suite that supports connectivity across responder communities and systems. This system ensures both the CNG ability to coordinate with the Incident Commander, regardless of their communications system, but to also link all responders to a common network ensuring improved communications, cooperation, and less confusion.
- The CNG does, when possible, utilize federal training opportunities to leverage preparedness for emergency response. This training includes training JTF Commanders, training LNO's, Staff Training within the JFHQ, aviation wildfire and MAFFS training, Search and Rescue training, participating in exercises such as Golden Guardian, and on-going training for CST's and CERFP.

The limitations facing the CNG in planning for and integrating into local and state response strategy is the limited resourcing available for training of our unit personnel. The CNG adds value to local and state response by using our military training and equipment to leverage local responses. With the current levels of federal mobilizations, the CNG is limited in our resourcing to train and exercise our personnel in emergency response on other than specialized skills as outlined above.

**c. What more should be done to ensure that California's emergency preparedness strategy is adequate for a catastrophic event?**

As outlined above, the CNG is constantly reviewing, updating, and exercising our emergency response plans and procedures to ensure that we are prepared for a catastrophic event. While the value of the National Guard as the first military responder is significant, the inability to adequately resource our preparation during non-emergency periods reduces our ability to respond to a catastrophic event. The majority of funding for the department is federal (94-95%) and the federal readiness therefore receives priority of effort and attention. The current resourcing levels allow the department to properly prepare and respond to all emergencies encountered in recent history in California, but limit the ability of the department to prepare for a catastrophic event of the scale of Hurricane Katrina

Through exercises, joint planning efforts, workshops, conferences, and collaborative efforts at all levels of government, the CNG is working toward further integrating its other robust emergency response capabilities to support state and local agencies in times of need, including its:

- Full Spectrum Integrated Vulnerability Assessment (FSIVA) Team. The FSIVA team is capable of executing the pre-planning needed to educate civilian agencies on basic force protection and emergency response. It is developing relationships among first responders and owners of critical infrastructure to deploy traditional CNG forces in a timely fashion to assist in the protection of the California's critical infrastructure, including vital elements of the Defense Industrial Base.
- National Guard Chemical, Biological, Radiological/Nuclear, and high-yield Explosive (CBRNE) Enhanced Response Force Package (CERFP). The CNG's CERFP team provides a regional response capability. The team is designed to rapidly provide the capability to locate and extract victims from a CBRNE incident site and perform mass patient/casualty decontamination and medical triage and stabilization. The CERFP augments the capabilities of the CSTs.
- The Search And Rescue capabilities of both the Army National Guard and the Air National Guard are exercised and utilized frequently. To that end, we are proud to inform the commission that the 129th Air Rescue Wing, at Moffett Air Field has recently been credited with their 551st life saved. The Army Guard,

while not tracking similar statistics, continues to serve as an integral resource available to the state to respond as needed.

**Question 2: Integrating national military capability with state emergency response.**

**a. Describe the policies and preparedness in place to integrate the capabilities of the CNG with active duty forces in response to a catastrophic event.**

The CNG is currently undergoing the most dramatic transformation of the state headquarters since its establishment as the State Area Headquarters in the 1960's. In 1999, the Headquarters began the transformation to a Joint Headquarters, intended to integrate the headquarters of the Army National Guard, the Headquarters of the Air National Guard, the Federal State Area Command (STARC) and the California Military Department into a Joint Force Headquarters. In the ensuing period, the concept has been adopted by the National Guard Bureau, endorsed by the Department of the Army and Department of the Air Force, and is currently at the Joint Chiefs of Staff for approval.

Upon approval of the transformation plan, and validation as a Joint Force Headquarters, the CNG will have both the validated capability and the statutory authority to serve as the command and control of all federal forces apportioned to an emergency response in California. This capability, once validated, would make the response capability of the entire Department of Defense available to California if needed, and establish a single command, control, and coordination headquarters that are already integrated into the local and state response community.

This expanded capability is a result of both a change in federal law, that authorizes a National Guard officer, by authority of the President, to command and control active duty forces, and the deliberate transformation process of the department to develop a doctrinally correct, trained, equipped, and validated joint force headquarters that meets the Department Of Defense standards for a Joint Operating Activity

This capability has been exercised, tested, and proven effective several times over the last two years.

In 2004, at the G-8 summit, the Republican and Democratic national conventions, and Operation WINTER FREEZE, a National Guard general officer appointed under the dual-hatted state/federal military command authority was highly successful in simultaneously commanding both active duty troops and National Guard troops in state status (Operation WINTER FREEZE utilized NG Soldiers from several different states).

In event of a California-based emergency, command of all military forces by a CNG general officer will provide the Governor with leadership experienced in California's

unique operating environment while at the same time offering the best integration of national military capabilities.

Finally, with California signing the Emergency Management Assistance Compact (EMAC), California now has access to military assets from the National Guard of other states in a non-federal status which greatly increases the level of military support available to the state prior to the need for federalized troops.

**b. What strategies should California pursue to improve that integration?**

As outlined in our recently updated strategic plan, the CNG must continue the transformation to the Joint Force Headquarters, the modernization of our force structure to provide a wider range of capabilities, continue to update and refine our response plans, and to coordinate, plan, and train with the civilian responder communities to the maximum extent possible within our available resources.

JFHQ must maintain the capability to provide one or more joint task force command elements able to exercise command and control of Homeland Defense, Defense Support to Civil Authorities, and/or other domestic emergency missions in a State Active Duty, Title 32 or Title 10 status.

- The JFHQ must continue to develop our ability to provide expertise and situational awareness to DoD authorities to facilitate integration of federal and state activities.
- We must continue to develop our working relationship with United States Northern Command (NORTHCOM), which is the DoD's primary military organization dedicated to homeland security and has oversight of U.S. territory. Planning efforts include establishing a Joint Task Force to employ non-federalized National Guard assets, maintaining Continuity of Operations, and providing Reception, Staging, Onward Movement and Integration of Federal troops and assets, and command and control of active military forces under the operational control of the National Guard.
- We must continue to seek the resourcing necessary to ensure the California Military Department reaches and maintains the maximum level of preparedness possible.
- We must continue to develop capabilities based response planning and integrate capabilities based response to the civilian responder communities. As local responders become more comfortable with tasking an outcome rather than a resource (for example, task a rescue rather than helicopter) the breadth of available National Guard capabilities to the responders will expand considerably.



- We must continue to inform and educate our local and state civic and elected officials on the role, the purpose, and the value added of looking to the National Guard as the leverage to extend their capabilities in response to disasters and emergencies.
- We must continue to press the Department of Defense, Congress, and the State Officials to adequately recognize and resource the capabilities offered by the National Guard to ensure the maximum response capability for the citizens of California and the nation.

### **Question 3: White House recommendations to improve federal response.**

#### **a. Use of Federal Military Assets**

Many of the recommendations on the use of military assets contained in “The Federal Response to Hurricane Katrina Lessons Learned” are already in use by the CNG. The CNG as a functioning JFHQ, a plan for deploying Rapid Response Forces including the CST’s. The CNG maintains a Command, Control, Coordination and Integration structure to support its internal force operations and out of state and federal forces for Reception, Staging, Onward Movement, and Integration (RSOI) operations. The CNG also maintains the ability to stand-up and integrate multiple JTF’s to assist USNORTHCOM.

#### **b. National Guard Communications Interoperability**

The JOC has redundant communications connectivity: DoD architecture of NIPR and SIPR; a High Frequency network with classified and unclassified voice and data information; and commercial systems. The network provides interagency connectivity and situational awareness for deliberate planning and for emerging and on-going contingency operations.

As demonstrated during the CNG’s Katrina relief effort, the CNG broke new ground by achieving communications interoperability in the field with the deployment of its IC4U. The specialized communications equipment contained in the IC4U links voice/data/video from many sources for satellite uplink to a joint operations headquarters or center. The IC4U uses the latest technology to link radios from federal, state, local, military into a common “talk-group” system.

#### **c. National Guard Logistics and evacuation capabilities**

For logistical and evacuation tasks, the CNG is a supporting agency under the appropriate federal Emergency Support Functions (National Response Plan). The CNG could do much more to support these tasks if it had more HMMWVs (High Mobility Multi-purpose Wheeled Vehicles), FMTVs (Family of Medium Tactical Vehicles), its full complement of rotary winged aviation assets, hospital sets, and some medical units back in its inventory. The shortage of these assets is being created through three actions.

- The parent services are changing the levels of authorized equipment within units as well as the units assigned to California. Additionally, not all units have been provided their full compliment of required equipment.
- The rate of modernization by the parent services is having an impact on the available equipment. Older, less reliable and less capable equipment is still on hand while units await arrival of modernized equipment.
- The level of equipment being retained overseas as CNG units return from deployments continues to deplete our available resources.

Currently, California maintains sufficient equipment capabilities to meet the emergency needs we have routinely been called upon to deliver. There is little doubt, however, that should the CNG be called upon to respond to a catastrophic event, our available equipment pool would quickly be outstripped and we would be forced to look elsewhere to meet the emergency needs of the state.

#### **d. CNG Strategy to Improve Emergency Preparedness**

We have reviewed the White House report in detail. As a State agency, the CNG plays a different role, and operates under different regulatory scheme, than would federal military forces responding to a state emergency. As a preliminary matter, the CNG is prepared, and possesses the capabilities, to respond to State-based emergencies. However, we could achieve an improved readiness posture with increased funding particularly in the area of equipment such as vehicles and helicopters and more communications equipment. Although interoperability is not a CNG responsibility per se, we have nonetheless endeavored to tackle the issue, so we can meet our operational requirements.

#### **Summary**

In summary, the CNG has long been integrated into the response community of California, and enjoys a strong working relationship with those communities. There is more to be done by all parties. The information provided here is intended to showcase the major elements of that continuing integration as well as those planning, coordinating, and resourcing actions that continue to be worked by the department. Experience has shown that in the event of catastrophic events, it is not possible to be over-prepared, but the CNG and California Military Department are taking every possible action, within our available resources, to maximize our ability to support the responder communities and the citizens of California every time the need arises and the call comes in.