

**STATEMENT  
OF THE  
ADJUTANT GENERAL OF MARYLAND  
MAJOR GENERAL BRUCE F. TUXILL  
BEFORE THE  
COMMITTEE ON GOVERNMENT REFORM  
UNITED STATES HOUSE OF REPRESENTATIVES  
ON  
TRANSFORMING THE NATIONAL GUARD: RESOURCING FOR  
READINESS**

**APRIL 29, 2004**

DO NOT RELEASE STATEMENT

**Maryland National Guard  
Office of the Adjutant General  
5<sup>th</sup> Regiment Armory  
Baltimore, Maryland 21201**

**Major General Bruce F. Tuxill  
The Adjutant General of Maryland**

Major General Bruce F. Tuxill was appointed by Governor Robert L. Ehrlich, Jr., as the adjutant general for the state of Maryland on January 15, 2003. As the Adjutant General, he is the Governor's senior military advisor and oversees both the state and federal missions of the Maryland National Guard. He is responsible for formulating, developing and coordinating all policies, programs and plans affecting more than nine thousand men and women who make up the state of Maryland Military Department. The military department includes the Maryland Army National Guard, Maryland Air National Guard, Maryland Emergency Management Agency and Maryland Defense Force. In the event of mobilization, should the state receive a presidential call to duty in times of war, national emergency, or operational contingency, the adjutant general exercises command responsibilities and provide a force in readiness. As the adjutant general, he serves as the official channel of communication between the governor and the National Guard Bureau, and serves as a member of the governor's cabinet.

Thank you for your invitation to testify on behalf of Governor Ehrlich. I know that this committee is deeply committed to national security and have been very supportive of the National Guard and Reserve members. On behalf of the soldiers, airmen, and family members of the Maryland National Guard, I want to thank you for your support.

In keeping with a 369 year-old tradition, Maryland's citizen-soldiers and airmen have successfully responded to our nation and state's needs. Today we have 1,100 soldiers and airmen deployed in support of Operation Noble Eagle, Enduring Freedom and Iraqi Freedom. We have mobilized and deployed over 4,100 citizen-soldiers and airmen since September 11, 2001. We have served at 24 locations around the world including Iraq, Afghanistan, Bosnia-Herzegovina, Kosovo, Estonia, Ukraine, Kuwait, Oman, Albania, Pakistan and Uzbekistan. In the last two years the Maryland Emergency Management Agency (MEMA) has provided coordination of all the state resources, by means of planning and mitigation through two major state emergencies. The President's Day Snowstorm and Hurricane Isabel displayed how well MEMA and the Maryland National Guard serve the people of Maryland.

**The Growing Role of the National Guard in Support of The Global War on  
Terrorism and Homeland Defense**

The Maryland National Guard has a long history of providing forces to the U.S. Army and the U.S. Air Force. The events of September 11<sup>th</sup> have dramatically increased our operations tempo and support requirements. On that day one of our soldiers was on the plane that hit the Pentagon while another soldier who was driving by stopped and provided first aid to the people

on the scene at the Pentagon. Many soldiers saw the events that day and without being called immediately starting showing up at their armories.

Within minutes of the attack, we activated our State Emergency Operations Center to monitor the events for the State and provide assistance to the Federal recovery efforts. On September 12 by 11 a.m. 139 Soldiers from the 115<sup>th</sup> Military Police Battalion were on duty at the Pentagon, providing immediate area and force protection, and crime scene security. Soldiers from the 104 Medical Company volunteered their assistance to the 121<sup>st</sup> Air Ambulance Company located at Fort Belvoir, Va. to provide their expertise in saving lives with the search and rescue operations at the Pentagon. Members of the 224<sup>th</sup> Aviation Brigade were activated for service at the Pentagon from September 13 through October 14, 2001, to manage the air traffic control allowing for medical evacuation and rescue efforts to proceed. From September 16, 2001, to October 15, five Chaplains worked at the Pentagon, providing religious and spiritual support and counseling for victims, family members and rescue workers.

The Air National Guard's 175<sup>th</sup> Security Forces Squadron was activated immediately following the September 11, and eleven teams were mobilized and deployed to seven different locations, four of which were overseas.

On September 11, two hundred and sixty-nine Maryland citizen-soldiers were put on alert at Fort Dix, NJ as they prepared to deploy with the 29<sup>th</sup> Infantry Division as part of Stabilization Force 10, a multi-national peacekeeping force in Bosnia-Herzegovina for a six-month rotation. During this deployment the soldiers from Maryland aided in the capture of several al Qaida members connected to terrorism in Bosnia.

President Bush's request to activate National Guard soldiers to protect airports nationwide was supported in October when more than 173 members of the Maryland National Guard were deployed to airports. Under Operation Safe Skies, Guard members enhanced security in airports across the state and served as "extra eyes" at terminal checkpoints.

In February 2003, the Maryland Army National Guard's 115<sup>th</sup> Military Police Battalion deployed to Iraq in support of Operation Iraqi Freedom. This unit from Salisbury and Parkville, Maryland, deployed to the Pentagon by 11 a.m. on September 12, 2001 providing force protection and crime scene security. The 115th returned home on September 29, 2001 only to be remobilized on October 1, 2001, in support of Operation Noble Eagle. On October 13, 2002 they departed for Ft. Stewart, Ga. to provide force protection. In December of 2002 their mission changed to support Operation Enduring Freedom and they were sent to Guantanamo Bay, Cuba to conduct inprocessing for al-Qaida and Taliban detainees and oversee operation of Camp X-Ray until June 2002. Just seven months later in February 2003, they deployed to Southwest Asia in support of Operation Iraqi Freedom. They were deployed in Baghdad and at the Baghdad airport managing the operation of the prison. This unit just returned home before the Holidays in December 2003.

The 1229<sup>th</sup> Transportation Company is currently serving in Operation Iraqi Freedom by transporting needed supplies and equipment into Iraq from Kuwait. They deployed to Southwest Asia in early April of 2003. They were extended for six additional months and will return this week to Fort Lee, Virginia for demobilization.

On March 15, 2003, we welcomed home the Maryland Army National Guard's 2-110<sup>th</sup> Field Artillery Battalion from a one-year activation in support of Operation Noble Eagle. They provided force protection at Fort Meade, Fort Belvoir, Fort Myer, and Fort McNair, which are active duty installations in the Military District of Washington.

Company B of the 2<sup>nd</sup> Battalion, 20<sup>th</sup> Special Forces Group from Glen Arm, Maryland deployed in January 2003, and served in combat operations in Afghanistan for six months. During that time one soldier was awarded the Silver Star for valor and four other soldiers received Bronze Stars with "V" devices for their actions during Operation Mountain Viper.

Our Special Operation Detachment Joint Forces from Baltimore helped fight terrorism in the Middle East by working as a command and control element for Special Operations command during Operation Iraqi Freedom. In November 2003, they returned from overseas after six months.

The Maryland Army National Guard's 1-175<sup>th</sup> Infantry Battalion from Baltimore guarded Andrews Air Force Base and Warfield Air National Guard Base on federal orders. They were activated and mobilized in February 2003 and have returned to normal drilling status since January 2004.

In May 2003, almost 400 citizen-soldiers from the Maryland Army National Guard's 121<sup>st</sup> Engineer Battalion from Ellicott City and selected soldiers of both the 729<sup>th</sup> Forward Support Battalion from Hagerstown and 1-115<sup>th</sup> Infantry Battalion from Silver Spring were called to federal active duty for one year. The units are supporting Operation Noble Eagle to provide security and force protection at Fort Detrick, Aberdeen Proving Ground and Adelphi, Md.

Nearly 100 Military Policemen from the Maryland Army National Guard's 290<sup>th</sup> Military Police Company from Parkville were mobilized in July 2003, in support of Operation Enduring Freedom for service in Afghanistan. They are currently providing security on the main supply routes north of Kabul. They are helping to win the hearts and minds of the Afghanistan civilians by helping local orphans in cooperation with their Family Support Group by providing much needed clothing and toys. The 290<sup>th</sup> is scheduled to return tomorrow.

The 29<sup>th</sup> Mobile Public Affairs Detachment deployed in November 2003, for a six-month rotation to Kosovo on a NATO peacekeeping mission along with 34 nations involved in KFOR.

On November 25, 2003, the Maryland Army National Guard worked with the U.S. Northern Command to provide engineering support to West Virginia to assist with local flooding. The 229<sup>th</sup> Main Support Battalion worked in the Richwood community to help clear debris and provide medical assistance.

The 629<sup>th</sup> Military Intelligence Battalion was mobilized in November 2003 for Operation Iraqi Freedom. The 629<sup>th</sup> is one of the first Army National Guard units to field the new Tactical Unmanned Aerial Vehicles the Shadow 200. The Shadow is a new generation of TUAVs designed as a ground maneuver commander's primary day/night reconnaissance, surveillance,

target acquisition, and battle damage assessment system. Crucial intelligence is delivered real time from its electronic payload directly to tactical command centers. The Shadow is compact, lightweight and can carry various intelligence-gathering payloads. This unit is part of the new National Guard's new plan to mobilize, train and deploy rapidly.

In January 2004 the 253<sup>rd</sup> Engineer Utilities Detachment was mobilized for up to 18 months and is scheduled to server in Afghanistan. The unit with help rebuild the war torn country with skilled soldiers traained as electricians, plumbers and carpenters.

In March 2004, the Maryland Army National Guard deployed our Light Antitank Battalion from Chestertown, Easton and Elkton Armories for a one-year mission as part of Operation Noble Eagle to guard critical federal facilities in Edgewood, Alabama and Kentucky.

The Maryland Air National Guard's 104<sup>th</sup> Fighter Squadron and other portions of the 175<sup>th</sup> Wing deployed to Afghanistan as part of the Air Force rotation in the Aerospace Expeditionary Force in January 2003. In February, the wing members were mobilized in-place and fought the war on terrorism by serving at Bagram Airbase in Afghanistan as part of the Combined Joint Task Force-180. The A-10 pilots from the 104<sup>th</sup> Fighter Squadron flew more than 3,200 hours and 1,200 combat missions providing close-air support to Operation Enduring Freedom. In late June 2003, we welcomed home the pilots of the 104<sup>th</sup> Fighter Squadron and the 175<sup>th</sup> Wing members that kept the A-10 flying and providing close air support.

Maryland Air National Guard Maintainers deployed with the 104th Expeditionary Fighter Squadron completed the first-ever contingency phase operations in a combat zone under bare base conditions on their A-10 Thunderbolt II aircraft. Maintenance officials in the Air Force have recognized this feat as unique because it is the first time such work has ever been done in a contingency setting since the A-10 joined the Air Force fleet in 1975.

Last year Maryland was selected to partner with Bosnia and Herzegovina in the National Guard State Partnership Program. The Maryland National Guard will have a key role in this international initiative in fostering democracy, encouraging market economies and promoting regional cooperation and stability. The partnership program emphasizes civil to military cooperation. Bosnians are also interested in learning how to recruit a volunteer force and implement an active reserve component model while developing a competent non-commissioned officer corps.

The Maryland Emergency Management Agency (MEMA) together with the Maryland Military Department and the Governor's Office of Homeland Security - are coordinating with state departments and agencies to achieve a continuous and cost effective state of readiness that will meet the challenges of terrorism and natural disasters. MEMA assisted in the implementation of program review sessions with other state departments to ensure proper oversight of all grant dollars coming to Maryland for emergency response, with the ultimate goal of empowering local jurisdictions on setting priorities for the use of this funding. We have transformed the Maryland Emergency Management System to the five domains of Awareness, Prevention/Mitigation, Preparedness, Response and Recovery to mirror the U.S. Department of Homeland Security. These enhanced regional coordination efforts of allocating funding for

regional assets with planning support across the state which facilitated coordination for the Urban Area Security Initiative Grants and Interoperable Communication Grants. Regional planning was reinforced by assignment of a liaison team to each region and its local jurisdictions.

The Governor declared a State of Emergency in Maryland on February 16 2003, as a result of a major winter storm that blanketed the Mid-Atlantic region. After meeting with the Adjutant General and the Superintendent of the Maryland State Police at the Maryland Emergency Operations Center, Governor Ehrlich decided on this course of action and subsequently signed the proclamation declaring Maryland in a State of Emergency. The Governor issued an Executive Directive February 16 limiting vehicular travel to emergency vehicles or those providing essential services. Citizens were urged to exercise common sense in defining “essential services.” Essential services included vehicles responding to or related to the state of emergency, those transporting medical care providers or dialysis patients, as well as police, fire and rescue vehicles. The Maryland Army National Guard provided over 500 citizen-soldiers and more than 220 pieces of equipment, primarily Hummves, for emergency transportation and assisted with snow removal. The National Guard traveled almost 45,000 mission miles in every county in the state and Baltimore City.

Governor Ehrlich declared a State of Emergency in Maryland September 16, 2003, in preparation for Hurricane Isabel, which hit Maryland on September 18. This allowed the National Guard to pre-position assets in affected areas. This advance declaration called the Maryland National Guard to active service and allowed the emergency operation centers for local jurisdictions to access state resources when the need extended beyond their capabilities. In the recovery phase of the Hurricane, The Federal Emergency Management Agency at the urging of the Ehrlich Administration agreed that certain special tax districts in Maryland are eligible for public assistance funding to repair damages resulting from Hurricane Isabel. In an unprecedented move, FEMA agreed to provide funding for 75% of the eligible costs to the State for cleaning up homeowner’s yards contaminated with home heating oil spilled during the storm surge caused by Hurricane Isabel. During Hurricane Isabel Guardsmen helped to evacuate 2,000 residents from the Eastern Shore of Maryland. In all, over 600 citizen-soldiers and more than 200 pieces of equipment were provided in support of the recovery effort for Hurricane Isabel.

## **Homeland Defense needs for the State**

Preparing for and responding to terrorism and all hazard events will remain a state and local responsibility. Within the State of Maryland the Maryland National Guard will be expected to work closely with local, state, and federal civil authority by partnering in prevention, planning, and response operations. No matter how great the exigency our local first responders from all disciplines to include the National Guard will be expected to respond and mitigate the effects.

The Department of Defense has taken considerable steps in meeting its Homeland Defense mission, most notably the organization of the Northern Command as a combatant command and lead for homeland defense within the United States (minus Hawaii). As a state early responder we must be prepared to lay the groundwork and transition to State Active Duty/Title XXXII in support of the Governor or Title X in support of the combatant commander. The National Guard holds a unique dual role for both Homeland Defense and Homeland Security. The National

Guard is an indispensable part of the Department of Defense as evidenced by the many repeated call-ups in the past two and half years and for the foreseeable future. Our Governor and citizens have historically relied upon the National Guard in planning for and conducting military assistance to civil authorities at the state and local level. Given the increased number of federal deployments, and the recently demonstrated deployment of the Guard in response to homeland security and all hazards emergency requirements, the Maryland National Guard will contrite to be significantly challenged to balance the requirements of these two sometimes complimentary, sometimes conflicting mission requirements.

While training, preparing, and mobilizing soldiers for our federal mission will remain our core competency, equally so is our expanded Military Support to Civilian Authorities (MSCA) missions. The “way we have always done it” no longer meets the current domestic operations and response environment. Our citizens, community, and nation expect that we prepare our leaders, airmen, soldiers, and equipment to respond to little or no notice consequence or crisis management events.

To be successful and support the needs of the Combatant Commander, our Governor and the Citizens of Maryland, I have identified three functional areas, in concert with DoD identified missions, to focus our efforts:

First, the Maryland National Guard leadership must prepare its soldiers/airmen and equipment in advance of an event, including proper organization, direction, equipment, coordination, training, and resourcing. This will require us to break old paradigms to develop and form new liaisons, relationships, and to collaborate with other military (active and reserve) and non-military organizations at many levels within our state. The magnitude of this mission will require us to develop new means for resourcing requirements, develop new or reexamine training (both civilian acquired and military) and adjust or develop organizational structures that support a Civil Support Team, Ready or Quick Reaction Force, and a follow-on task force organization. The planning and preparation must be a joint effort to include the training of military and civilian organizations.

Second, our law enforcement assets continue to be strained but have done an excellent job in uncovering and preventing subsequent terrorist events. Our military efforts continue to be on high demand to meet the requirements in support of the war on terrorism. This has resulted in a realignment of support functions to include the transformation of the National Guard. This transformation will result in the Maryland National Guard being called upon to detect and deter the effects of attacks and events. This includes: forming liaison and planning relationships with the Commander Joint Task Force-National Capital Region (JTF-NCR), educating first responders, emergency managers, and civilian leadership in military assistance to civil authorities; anti-terrorism support of the Maryland Coordination and Analysis Center’s Analytical Section; Full Spectrum Integrated Vulnerability Assessments; key asset planning and protection; securing ports of entry; and participation in those activities that result in reduced citizen impact when events do occur. To be successful this will require the formation and training of a federally funded civil support team, rapid and “show of force” organizations, interaction with the civilian leadership and organizations, and resourcing training in disciplines never imagined for the military. The unique infrastructure and population of the State of

Maryland and its proximity to the National Capital Region presents a very complex set of coordination boundaries and a “target rich” environment for terrorist or all hazard emergencies.

Every indication is that we will be the state’s first military responders and we must be fully prepared to support the mission for at least the first 96 hours of any major event. I have much faith in our organization’s proven ability to rapidly and efficiently execute and employ resources in large-scale events. Every indication is that we will be successful if we jointly focus, plan, train, and resource the requirements for Homeland Defense.

## **Recommendations on Rebalancing and Resourcing**

I am concerned that we have the proper ratio of soldiers and airman with our active duty counterparts. By that I mean that the low density/high demand missions must be addressed. The current efforts underway between the National Guard Bureau and the services are steps in the right direction to correct this imbalance. While I understand the Secretary of Defense’s need for a rapid reactive force in the active duty military, we must be willing to spread all mission areas throughout the active, Guard, and reserve. We cannot be the sole owner of a mission in either the active, Guard or reserve. To continue to do so will continue our history of the Guard and reserve maintaining legacy missions that will never be mobilized. If we field an operational mission within our active component, we should include the Guard and reserve with that fielding wherever practical

Maryland would benefit if the Title 32 section 502(f) were changed so soldiers could be put on federally-funded duty orders for operational use to support domestic missions. Currently, other than Civil Support Teams and counter-drug activities, they are only allowed to use this status for training. In title 32 the soldiers remain under the command and control of the Governor and the Joint Force Headquarters. This would give the ability to respond rapidly to changes in various threats with in our state. We would avoid the shortcomings of title 10 status and problems with the posse comitatus act. This would give both federal and state leaders the flexibility and decentralized execution that is needed in times emergency.

It is my recommendation is that National Guard units be authorized to mobilize, conduct all mobilization preparation and training, and then deploy directly from homestation without processing through an active duty mobilization station. These units must be provided resources (funding and full-time manpower) to conduct mobilization preparation and training and to provide support to deployed and re-deploying units. To accomplish this we need the opertuntiy to be enrolled into the Tri-Care System. We can benefit from “Joint Operations” by utilizing assets from both active duty and other reserve components to mobilize soldiers. Army Reserve has legal, medical, and personnel service units that could assist in Soldier Readiness Processing. The existing 1st Army Training Support Brigades (they currently assist units prior to and at the mobilization station) can be used to observe and validate Soldier Readiness Processing and individual/unit training conducted at homestation. 1st Army would certify the unit as ready for deployment.

Full time manning is crucial to maintaining high readiness levels. The full time Military Technicians and Active Guard/Reserve are essential to unit readiness and the overall successful operation of Army National Guard units. They fill vital positions in areas that support a unit's administrative, payroll, supply, training, and maintenance needs. Without them, unit readiness and quality of life suffers severely. The Maryland Army National Guard's full time requirements are currently manned at 57%. Full time support remains the Army National Guard's number one priority and continued Congressional funding support for increasing full time manning ramp up will directly impact unit readiness levels.

|      | <u>Requirements</u> | <u>FY 04 Authorized</u> | <u>%</u> |
|------|---------------------|-------------------------|----------|
| Tech | 719                 | 414                     | 57.6%    |
| AGR  | 715                 | 400                     | 55.9%    |

The number of soldiers required by mobilization orders was often less than the total strength of a unit. Thus while a portion of the unit mobilized, home station administrative, training and logistics requirements continued for the non-mobilized unit members. In addition, mobilized units needed personnel at home station to maintain liaison with their families and address issues. To address this requirement, the Army and National Guard Bureau authorized rear detachments and temporary full time support for mobilized units. This significantly enhanced the effectiveness of family readiness programs, maintained the individual readiness of non-mobilized soldiers and eased the transition of demobilizing forces.

The National Guard and the active Army are currently on different pay systems. Congress has mandated that all armed forces will use the Defense Integrated Military Human Resources System (DIMHRS) systems. With the current system when soldiers are mobilized the active units are unable to track leave and make allotment payments. We are looking forward to and support this initiative to help reduce the pay problems.

## **Effects on Training**

I am very concerned with the length and predictability of deployments and how perstempo impacts not only quality of life but also the very retention of our soldiers and airman. Currently, the U.S. Air Force employs via the Air Expeditionary Force concept to provide predictability for their forces and families. A predictable deployment schedule is particularly important for the National Guard and reserve; the majority of our members are part of the civilian workforce. If we are to count on the continued support of employers and families in a war that will be conducted over many years, we need to provide predictability. I am very supportive of the National Guard Bureau rotational concept that will give Governors 50% of their forces available for state missions and homeland defense, approximately 25% that is in intensive training preparing to deploy, and 25% of the forces employed in an operational capacity.

Training is our top priority in making us relevant and reliable to support the Combatant Commands with ready soldiers and airmen. To accomplish this, our soldiers and units need increased training and training resources at home station. As I mentioned earlier, our units need their full time support staff to be funded to at least the required level in order to properly prepare

for, conduct, and evaluate training. We also need training opportunities and school seats to alleviate the backlog in professional schooling created by the deployment of so many of our soldiers. These schools enable our soldiers to become qualified in their specialties and our young leaders to be trained in basic and advanced leadership techniques.

## **Equipment and Resourcing**

As result of our design to be used as a force in reserve many units were funded at a C-3 level thus impacting training and equipment. As a “work around” to provide the Combatant Commander with National Guard units that are fully equipped to support the warfight, it has been necessary to do what we call “cross-leveling”. Cross-leveling is gaining personnel and equipment from other units within the state and across state lines. All this is well and good for the deploying unit, but how many units have been adversely affected? In essence we are breaking units to provide the appropriate equipment and personnel. This becomes a vicious circle in that the units that gave in many instances do not have the appropriate equipment with which to train. Thus, the losing unit is no longer able to keep training at even a C-3 level.

In many instances, units returning from Operations Iraqi Freedom and Enduring Freedom are being required by the Combatant Commander to leave equipment behind for follow on units as stay behind equipment. When Active Component or U.S. Army Reserve units are provided such equipment, it is unclear how or when our units will receive replacements for the equipment they left behind in theater.

Many National Guard units have old equipment, some of which is no longer in the Active Component inventory. It is becoming increasingly difficult during peacetime to maintain this equipment. Using the UH-1 Helicopter as an example, we have been unable to get the required number of UH-60 Blackhawk Helicopters for our Army Aviation units. So we have to maintain the older model helicopters and our pilots are not able to train on the equipment that would be used in the war fight. This causes retention problems and is a major readiness concern. The bottom-line is the recent mobilizations have again demonstrated the need for Active and Reserve Components to be fully funded and equipped to the same level with the same equipment. In other words a fully integrated total force.

## **Conclusion**

It is a pleasure to provide this testimony before the committee. Our country is fortunate to have citizens that answers the call to service. Since 9/11, our country has called more than 4,100 Maryland National Guardsmen. These patriots have answered their nation’s call and have performed magnificently.

It is vital to our democracy that when we call our soldiers and airmen to server that we provide them with all the resources necessary to be successful. We face many challenges, with the war on terror and uncertain future I am confident with your help, we will prevail.

In the true sprite of the minuteman the citizen-soldiers and airmen of the Maryland National Guard stand ready to defend freedom here at home and abroad.

Thank you.