

Testimony – Combat Formations in the National Guard

General Ham and Members of the Commission:

Thank you for affording me the opportunity to share my thoughts today. My name is Lee Tfanelli and I am a Citizen Soldier, I serve my State during times of disaster and my Nation when called upon. I am the adjutant general of Kansas, I also serve as the Director of Emergency Management and Director of Homeland Security. I have the great fortune of commanding over 5,200 citizen soldiers in the Kansas Army National Guard and over 2,200 citizen airmen. I am speaking in my capacity as Kansas's senior military officer. I am not on active duty orders and no one in the Defense Department has seen, reviewed or approved my remarks.

If you'll grant me a moment, I'd like to say that my National Guard colleagues and I recognize the extreme complexity of the task faced by this commission. Trying to understand all of the complexities and differing viewpoints and then craft high value recommendations on the future direction of the U.S. Army is nothing short of a herculean effort. Thank you in advance for your work on this important endeavor.

Why do you need combat power in the Guard? It's a common question, even from senior leaders. The answer is simple—so we can perform our job, providing cost-effective military capabilities that only the National Guard can offer the country. I will briefly cover this topic by focusing on four areas: Historical

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precedent and Total Force Policy, the Guard's strong ties to our communities, financial benefits, and disaster response.

In the early 1900s, Congress enacted several pieces of legislation that defined and refined the role of the National Guard. Perhaps most importantly, these acts stipulated that National Guard members who were deployed overseas would be drafted into federal service, thus removing the National Guard from its status as the militia of the states while operating under federal authority.

These important actions set the foundation for the National Guard to be fully interchangeable with its Active Duty counterpart. At the end of the Vietnam War, policy makers addressed the need for an all-volunteer army. What emerged was the Total Force concept and the Abrams Doctrine. One of the three guiding principles of the Abrams Doctrine was mirror imaging, which calls for the same types of combat units in both the Active and Reserve Components, ensuring the National Guard would have similar force structure to, and be an equal and relevant partner of the Active Component.

Today's Total Force Policy is outlined in a Department of Defense Directive titled "Managing the Reserve Components as an Operational Force." That document states:

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*“The Reserve Components provide operational capabilities and strategic depth to meet U.S. defense requirements across **the full spectrum of conflict**. In their operational roles, RCs participate in a **full range of missions** according to their Services’ force generation plans ... In their strategic roles, RC units and individuals train or are available for missions in accordance with the national defense strategy. As such, the RCs provide strategic depth and are available to transition to operational roles as needed.”*

To meet the requirements of DOD’s Total Force Policy, the National Guard must have combat formations in order to participate in full spectrum operations. The Guard simply cannot serve as an operational reserve across the full spectrum of conflict if it doesn’t maintain force structure with Active Component like equipment and capabilities.

General Abrams and other perceptive leaders realized there was a critical link missing between the military’s active component and the citizens of the United States. As the war in Vietnam was ending, General Abrams stated emphatically, “They are not taking us to war again without the Reserves!” He realized there was more at stake than just the additional capability the Guard provides. General Abrams understood that the National Guard is inherently linked

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to the communities it serves. The Guard's close tie to the community brings an immediate engagement of the community. As the nation's military represents just one percent of our population, it is vital that we maintain a strong connection to the citizens we serve, so that our communities fully understand the significance of those who wear the uniform on their behalf. The citizen soldiers of the National Guard, made up by that community's sons and daughters, are that connection.

In regard to domestic operations, National Guard combat formations are ideally structured for supporting disaster response operations with personnel and equipment in missions as diverse as search and rescue, transportation, communication, security, and engineering. The robust command and control capability of a BCT or Division makes it ideal structure for overseeing a wide range of units and missions during domestic operations.

Skills honed on the battlefield as battalion and brigade commanders, translate well to dealing with complex disasters. Conversely, the experience these leaders gain during disaster response increase highly valuable population interaction skills on the battlefield.

In a disaster, an affected state lacking a BCT or Division of its own can quickly receive the help if they need it of a nearby BCT or Division via the emergency management assistance compact (EMAC) process. This process

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ensures Guard BCT or Division expertise can be utilized across the entire nation, no matter which state a BCT resides in.

Keeping combat arms capability in the National Guard ensures a robust, operational reserve. Combat power in the Guard guarantees adequate capability is available to protect the homeland, and connects the civilian population to the Army that serves it. And it does all that at less cost to the American taxpayer.

There is a final and more personal note to my testimony that I'd like to end with. That is to share a quick story about the type of initiatives that are possible between the active component and the Guard when they share similar equipment and create an environment true partnerships and collaboration.

In Kansas, our troops have built very close ties with their active component counterparts at both Fort Leavenworth and Fort Riley.

At Ft. Leavenworth many of our 35th Infantry Division Soldiers work in various departments across the installation in their full time jobs and they then bring that experience and knowledge to the 35th Infantry Division.

At Fort Riley, the Kansas National Guard has had a Memorandum of Agreement with 1st ID and Fort Riley that been updated with each new Commanding General and Adjutant General for the most recent years. The most recent version signed by myself and MG Paul Funk is attached to this testimony. It provides a framework of areas of partnership and collaboration between the Kansas

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National Guard and the 1st Infantry Division and Fort Riley where we enhance training opportunities, leverage resources and capabilities and build readiness for the total army Active and National Guard.

Clearly this agreement benefits the Kansas Army National Guard, but what does the Army and the Department of Defense gain from this type of partnership and collaboration?

First, the Army increases access to and understanding of its most cost efficient and effective combat surge capability. When like units train together, they sharpen each other's overall readiness, share best practices and heighten understanding of each other's capabilities. This decreases time required for pre-deployment train up, increases the effectiveness of Guard support to the war fight, and decreases challenges faced during Active Component/National Guard unit rotation.

Second, this type of collaboration provides a dramatically higher awareness of Army National Guard capabilities and our domestic mission roles and responsibilities. Time and again, active component soldiers walk away from this combined training better informed about basic responsibilities and capabilities of the National Guard. Although obvious in retrospect, this is critical knowledge for active component Soldiers to possess while working in our country's total force

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Army. Also, without any additional expenditure of money or effort, active component Soldiers immediately gain access to the close ties the Army National Guard shares with the general population. Instead of being viewed as two different things, the community sees the two parts of the same team, closely working together for a common cause. This is, of course, how it should be.

Thank you for your time and I stand ready your questions.

Respectfully submitted by:

Maj Gen Lee E. Tapanelli
Kansas Adjutant General
18 Aug 2015



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
HEADQUARTERS, 1ST INFANTRY DIVISION
580 1ST DIVISION ROAD
FORT RILEY, KANSAS 66442-7000

MEMORANDUM OF AGREEMENT
BETWEEN
THE ADJUTANT GENERAL OF KANSAS NATIONAL GUARD
AND
THE COMMANDING GENERAL OF 1ST INFANTRY DIVISION AND
FORT RILEY, KANSAS

SUBJECT: Joint Training Agreement

1. Purpose. This Memorandum of Agreement (MOA) outlines the responsibilities between the Adjutant General of Kansas and the Commanding General of 1st Infantry Division and Fort Riley, Kansas. Each organization recognizes the fundamental importance of joint training in preparing Soldiers and Airmen for the wide range of military missions and associated operations that are currently required by US national strategy. It is recognized that mutual cooperation is required in order to conduct effective joint training at the Great Plains Joint Training Center (hereinafter referred to as GPJTC) and Fort Riley, Kansas (hereinafter referred to as FRKS). It is also recognized that effective joint training will reduce battlefield fratricide, enhance mission capability, and improve readiness of combat capable units.

2. Objectives. The primary objective of this MOA is to specify actions that will provide maximum effort in sharing facilities such as FRKS training areas and ranges, Mission Training Complex (MTC), Great Plains Joint Training Center (GPJTC), and the Crisis Training Center, Smoky Hill Complex, which will benefit assigned mission preparation for all components in Kansas and the surrounding region. The secondary objective of this MOA is to document and outline the synchronization of Kansas National Guard staff and 1st Infantry Division staff in an effort to achieve efficiencies in planning and resourcing. Effective synchronization enables Commanders of both organizations to place the appropriate priorities on training resource requests.

3. Discussion. The Adjutant General Kansas National Guard, the Commanding General of the 1st Infantry Division and Fort Riley agree that continuing to build a strong partnership between the organizations is crucial to effective future operations. Combining the resources of both organizations is critical in the current resource-constrained operating environment as well as promoting enhanced operational missions such as the Regionally Aligned Force (RAF), Homeland Defense, and Domestic Emergency Operations. Sharing facilities and training areas and integrating staff functions provides a better trained, sustained, equipped fighting force prepared to operate in a multi component environment, therefore, both organizations agree to

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mutually work through the appropriate legal, administrative, logistical, budgetary, and environmental challenges involved with joint training at both GPJTC and FRKS.

4. Scope. The provisions of this MOA are applicable to all staff sections and subordinate elements of both organizations.

5. Agreements.

a. In accordance with (IAW) applicable law, regulation, and fiscal rules, 1st Infantry Division agrees to the following:

(1) 1ID Commander

(a) 1ID and the Kansas National Guard (KSNG) will work together to maximize the use of all FRKS acreage and training facilities.

(b) Integrate KSNG staff with 1ID Staff to enhance the planning and resourcing of Training and Intelligence Operations.

(2) 1st ID Staff

(a) 1ID G3 will provide liaison officer (LNO) to work in the KSNG J3 training cell at Topeka, KS on an as needed basis for the purpose of planning and resourcing training and enabling commanders to place appropriate priorities on training resource requests.

(b) 1ID G3 provides the opportunity for the KSNG J3 or designated representative participation in the monthly G3/S3 conference.

(c) 1ID G3 Training cell will provide management oversight and identify future joint training opportunities through current operations cell.

(d) 1ID G3 in conjunction with KSNG J3, and upon CG approval, will identify Combined Arms Battalions to partner with like units in the KSNG.

(e) In accordance with Army Regulation and fiscal requirements, 1ID G3 will provide engineer assets from Fort Riley to assist in the mitigation of training area damage at GPJTC.

(f) 1ID G3 provides opportunities for KSNG JRSOI teams to participate in the Division's Emergency Deployment Reaction Exercise (EDRE) program.

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(g) 1ID will develop a training scenario that will provide a platoon level unit to conduct combined arms maneuver at GPJTC as proof of concept. 1ID G3 will provide a representative to participate in the working group chaired by the KSNG J3 in order to develop a plan for use of GPJTC Smoky Hill Training site for track and wheeled vehicular maneuver.

(h) 1ID G3 will conduct table top exercises with KSNG J3 in an effort to prepare for future combined arms and domestic operations.

(i) 1ID and KSNG Staff will work together to develop a process that will prioritize ranges and training facilities at FRKS that is equitable for active and reserve forces using FRKS and GPJTC resources. In addition, 1ID G3 and KSNG J3 will encourage units that own resources at FRKS and GPJTC to share train with other units when applicable.

(j) 1ID G3 provides the opportunity to participate in or observe the Division Joint Readiness Training Center/National Training Center (JRTC/NTC) rotations at unit or individual level.

(k) 1ID G3 Training will continue to share Division DPTMS calendar and the 1ID G3 integrated calendar with KSNG J3 for future planning purposes.

(l) 1ID G3 will provide primary point of contact for continuing the development of the of partnership and MOA development.

(n) In accordance with federal law and regulation, explore cooperative possibilities between the 1ID G2 cell and KSNG Intelligence assets.

(o) Develop opportunities for KSNG staff to participate in future Mission Command Node requirements.

(p) 1ID G3 agrees to develop and chair a Schools Working Group that will have participation from the KSNG to discuss classes at both the KSNG Regional Training Institute (RTI) and Fort Riley Troop Schools. The purpose of this working group is to identify and share quotas for those low density MOS that each school offers.

(q) 1ID G3 coordinates with the Fort Riley Mission Training Complex (MTC) to optimize contractor hours for KSNG Inactive Duty Training (IDT) weekends in order to fully maximize the use of the live/virtual/collaborative training opportunities that exist within the MTC overtime costs will be incurred by KSNG.

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(r) 1ID G1 will focus on Transition/Soldiers for Life program by sharing job fairs within the local community. 1ID G1 will provide individual Soldiers for participation in the JRTC/NTC rotations and will provide Officer Evaluation Report/Mobile Training Team (OER/MTT) training to the KSNG J1 staff and Soldiers at FRKS.

(s) 1ID G1 requests the KSNG J1 or designated representative participate in the monthly G1/S1 conference.

(t) 1ID G1 requests opportunities for participation in KSNG J1 extended training period to cross train on Active Army Human Resources systems.

(u) 1ID G1 provides joint training opportunities for KSARNG G1 personnel on the Army's Integrated Personnel and Pay System-Army (IPPS-A) system upon system fielding to 1ID.

(v) 1ID G1 extends an invitation to all KSNG J1 members to join the Bison Chapter of the Adjutant General's Corps and full participation in all of the Bison Chapter activities.

(w) The Office of the Staff Judge Advocate, 1st Infantry Division and Fort Riley and Office of the Staff Judge Advocate, KSNG will provide reciprocal training on military justice, Defense Support to Civil Authorities, and other legal matters. Both offices will share best practices for ongoing legal operations and will cooperate to the extent possible regarding the cross-training of personnel and the sharing of resources, to include Special Victim Counsels and Article 32 investigating officers.

(x) 10th Air Support Operations Squadron (ASOS) will coordinate with 284th ASOS for planning and execution of joint training at FRKS and the GPJTC.

b. Kansas National Guard

(1) IAW applicable law, regulation, and fiscal rules, The Adjutant General of Kansas agrees to the following:

(a) Kansas National Guard and 1ID will work together to maximize the use of all GPJTC acreage and training facilities.

(b) Integrate 1ID staff with Kansas National Guard Staff to enhance the planning and resourcing of Training and Intelligence operations.

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(2) Kansas National Guard Staff

(a) Provide the KSNG GPJTC Training Site Commander to work at FRKS by 1 April 2015 with 1ID staff in the DPTMS or G3 Training for the purpose of planning and resourcing training and enabling KSNG and 1ID to place appropriate priorities on training resource requests.

(b) KSNG J3 will integrate 1ID G3 LNO to work in the JFHQ-KS J3 in Topeka, KS on an as needed basis for the purpose of planning and resourcing training and enabling commanders to place appropriate priorities on training resource requests.

(c) KSNG J3 will participate in the G3/S3 monthly and semi-annual planning conference at Fort Riley.

(d) The KSNG J3 provides opportunity for 1ID G3 participation in the KSARNG Annual Training/Yearly Synch Conference.

(e) KSNG will conduct long range planning and coordination with National Guard Bureau to insure KSNG units will be aligned to participate in 1ID JRTC/NTC rotations.

(f) KSNG will invite 1ID to participate in domestic training exercises.

(g) KSNG J3 will identify combined arms battalions to partner with like units in the 1ID.

(h) KSNG J3 chairs a working group to further develop opportunities to conduct tracked and wheeled maneuver at GPJTC while the Air Force is actively bombing the range. The KSNG will seek to obtain approval at the Air Force level and subsequently produce MOA with 1ID to participate in maneuver with track and wheeled vehicles at the Battalion level.

(i) KSNG J3 will provide a Master Gunner to coordinate with 1ID staff for range planning operations.

(j) KSNG J3 will work with 1ID G3 to partner like type units between the KSNG and 1ID.

(k) KSNG J3 will continue to provide helicopter support in support of 1ID current and future operations.

(l) In accordance with applicable law and regulation, KSNG J2 coordinates with the 184th Intelligence Wing to provide 1ID G2 Intelligence Analysts with imagery

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analysis training. In addition, provides cooperative opportunities between Intelligence Analysts with 11D G2 cell and the KSNG J2 Military Analysis Center.

(m) The primary point of contact for the continuing development of the partnership and to update the MOA is the KSNG Deputy J3.

(n) KSNG J1 will focus on Transition/Soldiers for Life program by sharing job fairs within the local community; provide individual Soldiers for participation in the JRTC/NTC rotations; and will participate in the OER/MTT training provided by the 11D G1at FRKS.

(o) KSNG J4 and Air National Guard Logistics team will provide airmen to participate in training/deployment opportunities with 11D; provide heavy equipment transporter (HET) training for drivers and assist in rail head/line haul training and operations concerning the recovery of JRTC/NTC equipment; provide training opportunities for 11D Soldiers to receive certifications for 92A/92Y at the Regional Training Institute in Salina, KS; provide tour of the KSNG Advanced Turbine Engine Army Maintenance (ATEAM) facility which is utilized to rebuild engines and equipment.

(p) The Office of the Staff Judge Advocate, 1st Infantry Division and Fort Riley and Office of the Staff Judge Advocate, KSNG will provide reciprocal training on military justice, Defense Support to Civil Authorities, and other legal matters. Both offices will share best practices for ongoing legal operations and will cooperate to the extent possible regarding the cross-training of personnel and the sharing of resources, to include Special Victim Counsels and Article 32 investigating officers.

(q) 284th ASOS will coordinate with 10th ASOS for planning and execution of joint training at the GPJTC and FRKS.

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6. Effective date: This MOA is effective upon signature and will be implemented immediately. This MOA may be terminated/rewritten upon 45 days' notice between signed parties. Assessments will be monitored quarterly as part of the Big Red One Campaign Plan 2020.

7. Acceptance of Agreement:



PAUL E. FUNK II
Major General, USA
Commanding
For 1ID

9/10/2014
(Date)



LEE E. TAFANELLI
Major General, KSNG
Commanding
For Kansas Adjutant General

9/11/2014
(Date)