



**National Guard Association  
of the United States  
General Conference  
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**General Norty Schwartz**

**As Prepared  
for Delivery  
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## **Introduction**

Thank you for the kind introduction. It is my privilege to be here today, and I am grateful to the National Guard Association of the United States for inviting me to spend some time with this very distinguished audience.

We are all very thankful for the tremendous work that you perform daily for your respective governors and for the Nation—work that ultimately is done on behalf of the American people, often up close and very personal. Undertaking vital efforts across the operational spectrum—from supporting civil authorities in our communities to providing vital warfighting capabilities in hostile zones overseas—the National Guard makes daily, vital contributions to homeland security and the national defense. I join a very grateful Nation in expressing deep and sincere gratitude for the service and sacrifice of our citizen-Soldiers and -Airmen.

## **Challenging Times**

And let there be no doubt: We will continue to depend heavily on our Nation's reserve component. With important interests around the world, and numerous and wide-ranging challenges that confront our Nation, the United States must leverage the talent and commitment of all of her citizens—in private industry, in academia, and in the public sector. And as geostrategic complexity and interdependence converge with a struggling global economy, we will seek to maximize relationships—domestically and internationally—that have the potential to create efficiencies, to pool resources, and to enhance collective capabilities, capacities, and effectiveness.

These relationships can take hold and flourish at multiple levels, from top national leadership, to interdepartmental and interagency, to task forces and working groups. The National Guard certainly appreciates this; and through the State Partnership Program, Agribusiness Development Teams, and vital contributions to the Department of Defense's Chemical, Biological, Radiological,



Nuclear, and High-Yield Explosives Enterprise, Guardsmen bring tremendous state-level expertise and resources to bear.

After all, it is only appropriate that, in our federal system, the plentiful talent, skill, and dedication of our Nation's fifty states, the District of Columbia, and the territories of Puerto Rico, Guam, and the U.S. Virgin Islands are also brought to bear, each offering proud Guardsmen who help to enhance U.S. combat capability in Afghanistan, Iraq, Libya, and elsewhere; or to demonstrate American ingenuity and experience—and generosity and compassion—across a wide range of civil support, humanitarian relief, and emergency response efforts around the globe. Additionally, through National Guard programs and connections through our Guardsmen's civilian careers, the various strengths of private entities and international non-governmental organizations are leveraged to benefit U.S. and partner-nation interests.

In short, while many may talk the talk on whole-of-nation efforts, our National Guardsmen help the U.S. military be among the very few who actually walk the walk. Accordingly, last May, the Secretary General of NATO, Anders Fogh Rasmussen, paid special tribute to Army and Air Guard members from the great state of Georgia, for several years of State Partnership Program efforts with the Eastern European *nation* of Georgia. In praising the Georgia Guard, also for their service while deployed with NATO forces, the secretary general said, "I know that the motto of the National Guard is 'Always ready, always there,' and this has been absolutely true—now and in the past, here in the United States, and throughout the world." Similar to the Georgia Guard, Guardsmen of dozens of other states, through more than 65 global partnerships in the State Partnership Program, also have made progress in building partner capacities.

With these incredible contributions by the National Guard, however, come challenges that accompany the Guard and Reserve operating more like the active component—for example, challenges that are associated with missions that reside in the Guard exclusively, or with missions that migrate from the active component. We know that there are recruiting and training issues that are associated with these migrations, and we are cognizant of concerns with accommodating new missions



from their initial introduction in the reserve component. This is to name just a few of the most apparent issues.

And, we are very mindful of greater stresses on civilian employment of our Guardsmen. Two weeks ago, I was moved by a piece in the *New York Times*—a first-hand account from a New York Army National Guardsman named Jonathan Raab, who thoughtfully penned his perspective on the challenges in juggling a civilian career and Guard responsibilities. “When we leave active duty,” he wrote, “or [when] our reserve or National Guard units release us from federal orders, we return to our families and our homes. And we are alone. Our families and our friends did not come with us, and they cannot follow us back when we think and re-think of our time away as part of the military machine and culture.” I am not without a deep appreciation for this sort of hardship, with this *New York Times* piece being but the latest of numerous reminders.

And regardless of the degree of your particular sacrifice—whether as dramatic as Mr. Raab’s account or perhaps to a lesser extent—please know that the Air Force leadership profoundly respects and honors the sacrifices that you and your families make. There has never been any doubt in my mind. Mr. Raab’s piece only drove it home and reinforced my conviction, and I continue to be guided by it in doing what I hope is right for all of our men and women in uniform.

So as we move forward together into uncertain times, also know one other fundamental truth: I proudly serve the Total Force, as a member of the Total Force. My advocacy aims to advance a strong and effective Total Force, and my outlook is toward a vibrant and formidable Total Force. Guard and Reserve issues are our collectively-shared issues. Your equities are our equities, and in a genuine Total Force construct—one that we have achieved, and under which we have operated for decades—there is only a technical distinction between reserve and active components. Particularly in the way that we organize and operate, Guardsmen are virtually indistinguishable from regular component counterparts. Guard, Reserve, and active duty Soldiers and Airmen serve together cohesively and effectively—almost seamlessly. And, our unit associations reinforce the notion of increased efficiencies, and facilitate increased effectiveness—for example, at Joint Base



Elmendorf-Richardson, where the regular Air Force's 517th Airlift Squadron shares its C-17s with the 249th Airlift Squadron, its Alaska Air National Guard associate; or at Pease Air National Guard Base, where the New Hampshire Air National Guard's 157th Air Refueling Wing shares its KC-135s with its active duty associate, the 64th Air Refueling Squadron.

These and other associations also reinforce the notion that the Total Force is unified not only by duty and mission, but equally by our foundational professional values. Throughout the Total Force, there is no place for the kind of fraud, waste, and abuse—or of dishonesty and corruption in order to enhance personal compensation—that over the last year has come very dramatically into the spotlight in places like Fresno, Montgomery, and Homestead. Even in the best of times, a transgression by any of us, no matter how isolated, sullies the reputation of the entire force, and it brings—rightfully so—searing scrutiny from the American public that we serve. But particularly in today's increasingly austere environment, any erosion of trust is further magnified. Consider how long it took for the active duty Air Force to regain a measure of credibility in the nuclear enterprise, after two very significant performance shortfalls—two very big black eyes. So I continue to appeal to all of you, to ensure sound personal commitment to our respective Service core values, as we work together as a Total Force to sustain the American public's confidence in our stewardship of, and accountability for, each and every one of their hard-earned tax dollars. On this particular point, as with so many others, there is no daylight between Craig McKinley, Bud Wyatt, Ray Carpenter, and me. We are partners in this together, calling for everyone to stay focused, centered, and committed to excellence in military performance and professional conduct.

## **Fiscal and Strategic Outlook**

So as we deal with an uncertain outlook, and as we face a challenging—perhaps unprecedented—combination of circumstances, we must stick together

- *in contending with the downward trajectory of our purchasing power in the face of prolonged economic distress, trillion-dollar deficits, and related debt;*
- *in meeting increased demands on our military, even as our resources dwindle;*  
and



- *in weathering troubling uncertainty* as to how we will deal with this inescapable convergence.

Given the reality of fiscal austerity, the need for maximum efficiency is paramount. Amidst the volatility this year from debates on continuing resolutions—seven of them, covering six-and-a-half months in 2011—and more recently, from debates on the debt limit, we are anticipating a reduction in the fiscal year 2012 defense budget by some nine billion dollars, with similarly-sized reductions likely persisting in FY 13 and beyond. We will know more when, after Labor Day, the Senate debates the House version of the FY 12 appropriations bill. But in any event, it is difficult to foresee any scenario other than hundreds of billions of dollars in cuts across the Department of Defense over the next 10 years.

Therefore, from the enterprise-wide perspective of the Total Force, we must sustain and institutionalize our efforts to scrutinize all of our business practices thoroughly, and to identify areas that are inefficient, needlessly redundant, or in some cases, both.

We also must remain focused on effectiveness. From ongoing operations to future acquisition programs, we must distinguish between capabilities that are actually required versus those that are merely desired, and then we must determine the appropriate balance of capabilities, as well as where they should reside—the regular or reserve component, or both—with honest considerations for operational needs, accessibility, and cost effectiveness.

To this end, Secretary Donley and I remain committed to a Total Force approach because the solution will be a Total Force solution. Any restructuring must be done across the Total Force, consistent with future trends and potential threats, our collective priorities, our national security strategy, and our collective capabilities. Communication is critical. So is trust, so is candor, and so is acting in good faith, if we are to achieve the “win-win” outcomes that we all desire. This is why state adjutants general are gaining direct and personal access to Air Force Council deliberations, to ensure transparency and sound senior leader discussions on the implications of resourcing to Guard force structure, manning, and institutional support. I encourage your continued participation in our corporate



process, and urge that you keep General McKinley and his National Guard Bureau staff at the Pentagon well informed as well. Your involvement will be invaluable in our ability to deliver well-considered, repeatable, and defensible solutions in the austere environment that's unfolding before us.

## **Enterprise-Wide Approach to Balancing Missions and Resources across the Total Force**

This is important context for you to consider as we chart the course of the Total Force Enterprise through difficult times. I am confident in our ability to collaborate in order to resolve the tough corporate issues that we face. But I am also certain that we must evolve some of the institutionally-entrenched approaches and attitudes toward the distribution of missions and resources across the Total Force. Given the severity of the current situation, we cannot reliably hope for success if we approach today's problems and tomorrow's challenges with yesterday's mindset. Instead, with a vigilant assessment of the future security environment, we must determine the requirements to meet the challenges, and honestly evaluate the capabilities that we collectively possess, where they reside, and how they are best arranged in order to achieve the greatest strategic and operational effect.

There are many reasons to be hopeful, however, because we have already seen tangible evidence of this evolution, not only in the difficult force management decisions that we have made for the active component, but also in recent mission and resource distribution decisions for the reserve component. Case in point: It's manifestly clear that it is no longer feasible to assure that all of today's Air National Guard flying wings will be able to retain a traditional flying mission in perpetuity. However, approaching this from a Total Force perspective, we can see—as indeed we have seen—this situation much more as an opportunity than as a crisis. As the implications of this reality compel us to reshape the Total Force, I call upon you to continue to expand the definition of the Guard's mission set. This will help us to increase our strategic options for finding ways for every Guard unit in every state, the District of Columbia, and the three territories, to contribute to the Total Force mission, within the constraints imposed upon us by stark fiscal realities. And, we in the Air Force will retain a presence in every state. For instance, these last several



years have witnessed Guard flying wings converting from manned aircraft to Predators and Reapers, as well as to key non-flying roles such as ground control station operations for our remotely-piloted systems, and intelligence analysis and production. Indeed, we are already reaping the benefits of successful Guard associations with non-flying missions in Kentucky, California, Hawaii, Texas, Virginia, and Guam.

And even as we are working toward enacting several proposed associations, we are always looking for possibilities for future associations of active, Guard, and Reserve units. Notably, in the last few years, Guardsmen played a vital role in standing up the Air Force Nuclear Weapons Center, helping to bring stability and success to the Air Force's top priority. The adjutant general of New Mexico, Major General Kenny Montoya, courageously led the pursuit of a long-term flying training mission in Albuquerque when his 150th Wing had to lose its former focus on fighter capability. These options—and others along these lines—will undoubtedly become a standard part of the Guard mission set. By exploring the range of possibilities beyond traditional flying roles, we can arrive at a more balanced distribution of roles and assets across the Total Force that will assure mission success for all.

This will be true also in accommodating potentially declining fighter force structure across the Total Force, and the less-than-timely replacement of aging legacy fighters by F-35 assets. And, because modernization and recapitalization is a pressing concern for the Total Force, I'd like to highlight another area of cooperation that currently is a highly effective weapon for our military—but which can be further strengthened—and that is in collaborating on procurement strategies, via both Air Force and the National Guard and Reserve Equipment appropriations. NGREA-funded modernization efforts, such as with A-10 helmet-mounted integrated targeting systems, F-16 center display units, and F-15 enhanced satellite communications, have benefitted or have the potential to benefit the entire Total Force fleet of these weapon systems, while Air Force appropriations can be leveraged where reserve component modernization efforts require some level of development. I would like to bolster that level of close collaboration on procurement, in ways that serve both immediate and longer-term institutional interests, that make a virtue of



the period of austerity that we now face, and that maintain enduring Total Force capabilities going forward.

Again, our guiding principle should be candor, trust, and good faith. The decision last year to base F-35s at Burlington wasn't symbolic. It wasn't a token measure; it wasn't a one-time concession. Rather, it reflects the commitment of the Air Force leadership team to do what we say is truly important to us—and that is maximizing the potential of *all* aspects of our Total Force, and to do so in a manner that invests in appropriate capabilities, responds most effectively to the threats that we face, and accords with our most pressing national priorities.

## Conclusion

As we venture forth together, we will no doubt discover that there are several pieces to this puzzle that we are relatively powerless to reshape on our own, such as the pace and magnitude of our Nation's economic recovery. This essential truth magnifies the importance of tending scrupulously to the details that *are* within our power. We all know that cuts to defense spending will be a part of the broader solution, while we all very well understand the instinct for self-preservation. But within this broader context, I ask that we all consider our institutions less as two separate and distinct components, and instead identify more with the Total Force itself as the larger, remarkable institution that we seek to preserve. I call for applying our energies and passion less toward pure self-interest—although I appreciate that there will always be some degree of that—and more toward shaping the future as a truly cohesive team of America's service members. Regardless of whether active, Guard, or Reserve, let's pick up the pace together, work together, and achieve together.

Let me reiterate my genuine appreciation for what Guardsmen do for our Nation. We would be a far less capable and less worthy military force without our citizen-Soldiers and -Airmen. I sincerely look forward to continuing our work together. Thank you for your attention, for your remarkable service—and, a sincere “thank you” to your families and employers, who really make such service possible.