

# **The National Guard:** *A Great Value Today and in the Future*

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## EXECUTIVE SUMMARY

For decades, the National Guard has operated alongside the Active Component Army and Air Force. We now have the most capable and professional National Guard in the history of the United States. We have progressed from a Cold War Era strategic reserve to an operational force, reducing the stress placed on our Active Component partners as well as on the budget of the Department of Defense. As a result of the investment in the National Guard, we are postured to help the Department of Defense meet its strategic requirements. This, combined with the great value inherent in our National Guard, offers our Nation a cost-effective, logical solution as it faces an era of constrained federal resources and persistent conflict.

Sustainment of an operationalized National Guard has been studied by many independent researchers seeking to best leverage the costs, benefits and capabilities of the National Guard and Reserves. Two such studies have been released in their final versions — *The Independent Panel Review of Reserve Component Employment in an Era of Persistent Conflict* and *An Indispensable Force: Investing in America's National Guard and Reserves*—are overviewed in this paper because of their comprehensive approach, timeliness, and objectivity. These studies had numerous findings and recommendations that were used as a basis to develop several forward-looking ideas for a National Guard of the Future. Through creative approaches such as these, the Department can take full advantage of National Guard experience, geographic dispersion throughout communities across the Nation, civilian-acquired skills, and the vast investment that has been made in our units.

Being uniquely suited to conduct "smart power" across the spectrum of conflict, the National Guard should be considered an instrument of National Security in the 21st Century. The unique dual-missioned nature of the National Guard makes it a highly flexible organization, capable of adapting to a changing threat environment that provides the maximum return on defense investment for the Nation and the States alike.

The innovations presented in this paper are designed to spur thoughts, ideas, and discussions about ways to move from the status-quo, break free from the old paradigms, and finish the transformation of the National Guard from a strategic reserve to a sustainable operational force to include the following:

- Rotational, Forward-Deployed Missions
- Enhanced Use of Civilian Skills Force Structure by Creating Joint “Smart Power” Units
- Enhanced Interagency Partnerships
- Leverage National Guard Joint Force Headquarters – State (NG JFHQ-State) to Support Service Members, Families, and Employers
  - Provide Joint Services Support to the Joint Force
  - Provide Support to Joint Recruiting Activities
  - Increase Cross-Component Staff Integration
- Leverage the Dispersed, Community-Based Nature of the National Guard
  - A New Drilling Construct
  - Integrate/Offer Joint Training

Now is a time for critical decisions about the American way of defense. The National Guard stands as a proven force of Citizen-Soldiers and Airmen, ready and fully accessible for future contingencies and crises.

We have faithfully served and protected our great Nation, our great States, Territories, the District of Columbia, and our great citizens since 1636. Be it past, present or future, America's National Guard is an enduring force—*Always Ready, Always There*.

## The National Guard: A Great Value Today and in the Future

*"The Guard seems like a tailor-made solution for those who want to just cut the budget and for those looking to increase military capabilities, while the Citizen [-Soldiers and -Airmen] can accomplish both of these together."<sup>1</sup>  
~Senator Patrick Leahy, March 3, 2011*

*"A Guard unit can do more in Afghanistan and Iraq than almost anyone, because every problem has to be fixed in Iraq and Afghanistan," he said. "You're a [Guard member] by day, a plumber by night...and the skills you bring to the fight are irreplaceable."<sup>2</sup>  
~Senator Lindsey Graham, March 3, 2011*

Today, by any measure, we have the most professional and most capable National Guard in the history of the United States. We embrace and implement whole-of-nation approaches to national security and public safety. For decades, our men and women have been operating alongside Active Component Soldiers and Airmen. During this time, we have gained significant ground in overcoming many of the old cultural barriers that used to artificially separate us from our Active Component counterparts.

In the wake of these positive changes, it is time to explore and implement new ideas. We must permanently break the old paradigms and develop innovative defense solutions to keep our military viable in the years to come. The time to complete the transformation of the National Guard from a strategic reserve to a sustainable operational force is now.<sup>3</sup> To that end, this paper presents several forward-looking solutions for consideration. The National Guard must move beyond business as usual and not revert to a Cold War Era strategic reserve. We can be a full partner in the business of United States national defense, as well as supporters of governors at home, in this new century, helping to meet the threats of an increasingly globalized, multi-nodal world.

As a Nation, we have made great strides in making our homeland more secure since that ill-fated day of September 11, 2001, when a "failure of imagination," as some have deemed it,<sup>4</sup> contributed to the devastating attack on our soil. America has also made significant improvements to the foundation of our National Response since August 2005 when the Nation experienced the so-called "failure of initiative"<sup>5</sup> in the aftermath of Hurricane

Katrina. America's ability to respond more effectively and more efficiently to national threats similar to these are characterized by greater collaboration and cooperation between the public and private sectors, from national down to local levels. As a community-based force having both state and federal missions, the National Guard has consequently played a critical role in improving our homeland security readiness. Now is the time to ensure our National Guard completes the transformation into a full-fledged operational force. Our Nation needs a National Guard that is prepared for the threats of tomorrow.

The 2011 National Military Strategy offers an excellent synthesis of United States military requirements specified in the 2010 National Security Strategy and the 2010 Quadrennial Defense Review. It also directs the establishment of four National Military Objectives: Counter Violent Extremism; Deter and Defeat Aggression; Strengthen International and Regional Security; and Shape the Future Force.<sup>6</sup> The National Guard is currently postured to help the Department of Defense meet these strategic requirements. This, combined with the great value inherent in our National Guard, offers our Nation a cost-effective, logical solution as it faces an era of constrained federal resources and persistent conflict.

To meet the National Military Objectives, it is widely recognized that requirements exist to sustain an operationalized National Guard. This was the subject of many studies in recent months. In order to understand what independent sources believe regarding this important topic, two such studies have been released. These are reviewed and, in general themes, their findings are presented

in this paper. This review was accomplished by first identifying studies published within the past year that address the future of the National Guard. The criteria used to select these studies included their comprehensive approach, timeliness, objectivity, and that each one was developed independent from the other. The studies include the following:

***The Independent Panel Review of Reserve Component Employment in an Era of Persistent Conflict (informally referred to as the Reimer Report) (HQDA)***<sup>7</sup>

Army Chief of Staff, General George Casey, asked former Army Chief, General (Retired) Dennis Reimer, to lead an independent panel to determine the best way to employ the Army National Guard and Army Reserve in the future. In addition to General Reimer, the panel consisted of former Director of the Army National Guard, Lieutenant General (Retired) Roger Schultz, and former Chief of the Army Reserve, Lieutenant General (Retired) James Helmly. This report argues that the Army National Guard and Army Reserve are critical to maintaining military readiness in the future and offers methodologies to make use of these cost-effective forces on a continued basis.<sup>8</sup>

***An Indispensable Force: Investing in America's National Guard and Reserves (CNAS)***<sup>9</sup>

This study, authored by Center for a New American Security (CNAS) President Dr. John Nagl, was designed as a “report card” on the progress of the recommendations made in 2008 by the congressionally chartered Commission on the National Guard and Reserves. The Commission was consulted in research conducted for the report and endorsed its findings. The study considers current and projected future requirements and is a forward-looking assessment of how to make the best use of the National Guard and Reserves in the decades to come.

### **Common Themes & Recommendations in the Studies**

The strategy in reviewing these studies was to recognize and extract the common themes and recommendations apparent in each. It must be noted that these themes and recommendations are written

to capture a perception of the intent within each study and are either implied or stated. Although these studies consider both the National Guard and Reserves, this analysis includes only those findings as applicable to the National Guard. Three broad themes are apparent in the findings and recommendations of the studies:

**1. *The National Guard is authorized by the Constitution to defend the United States of America.*** The studies found that in this role, the National Guard has the unique capability to conduct both overseas and domestic missions.

- *The National Guard is well suited for full-spectrum missions.* These include but are not limited to conventional combat, irregular warfare and post-conflict stabilization operations, building partner security capacity, ensuring access to space and cyber domains, and homeland response and civil support.<sup>10</sup>
- *The National Guard provides Defense Support to Civil Authority – Enhance the interagency partnerships.* The importance of the National Guard as a dual-missioned force is clearly validated in the studies. The National Guard’s domestic capabilities highlight the unique relationships with state, regional, and local organizations, geographic dispersion, and our ability to conduct these missions without violating the statutory prohibitions of the Posse Comitatus Act.<sup>11</sup> Enhancing these relationships will increase our level of support.
- *Service Force Generation should be used to predict cyclic rotations.* Using these models to synchronize all Title 10 missions for both overseas and domestic operations allows units to ensure they are properly manned, trained, and equipped for the deployment cycle. This would ease virtually every aspect of the National Guard employment experience.
- *The National Guard is supported by Cold-War Era staffing models – Review the current support requirements in comparison to operations tempo.* In order to ensure appropriate levels of readiness, a review of full-time support requirements is needed.

**2. By its nature, the National Guard is cost-effective, thus, relieving the economic burden created by a larger standing force.** The studies found that for a fraction of what it would cost the Active Component, the National Guard provides forces for federal missions as well as to the States for Defense Support of Civil Authority when not mobilized.

- *Fund operational readiness in base budgets.* The National Guard is at an unprecedented level of readiness and responsiveness because of the increased emphasis on manning, equipping, and training and the vast combat experience of its members. In order to maintain this level of readiness and avoid the atrophy of military-acquired skills, cyclical, operational readiness should be in the base budget, not funded only through wartime supplements.
- *The National Guard transition process to an operational force is not complete – remove the remaining obstacles impeding a full transition to an operational National Guard.* Barriers keeping the National Guard from achieving a fully operational status are found in policy, legislation, and budgetary regulation and procedures. A thorough review, followed by the appropriate administrative action to remove these barriers, would permit the National Guard to complete this process.
- *Develop more comprehensive costing models to display the full scope of efficiencies inherent within the National Guard.* The existing approach of most current costing methodologies focuses on near-term personnel and operating costs. Other costs for consideration must include overhead costs such as facilities and base services, and life cycle costs, such as the retirement pay accrual and health care.

**3. The National Guard's local, community-based nature gives its members unique interagency cooperation skills.** The studies found that National Guard members have civilian-acquired skills and healthy relationships with the State and local agencies as well as intimate knowledge of all other aspects of the domestic operational environment. Furthermore, the National Guard brings a deep

connection to the population because of its geographic dispersion in over 3,000 communities across the nation.

- *The National Guard possesses training assets – Integrate and promote cross-component training and military education courses.* Combining training of members of both the Active Component and the National Guard allows them to learn about each other and to remove cultural barriers. To ensure proportional representation of National Guard Soldiers and Airmen, an independent and authoritative party needs to conduct a review of the in-resident school seat allocations for all military courses.
- *National Guard members possess specialized, civilian-acquired skills – Institute a database to capture and protocols to allow use of these skills.* Currently, the Army and Air Force only access the military skills of National Guard members. Employing a database to capture and maintain National Guard Civilian and Interagency Skills force structure at the State level would increase visibility and accessibility to draw upon these units when needed.

The studies argue that during this time of fiscal economy, fully recognizing National Guard capabilities, and implementing these recommendations will enhance the National Guard's ability to support the National Security Strategy, Quadrennial Defense Review, and the National Military Objectives found in the National Military Strategy.

### **The National Guard of the Future**

One of the best ways to achieve the needed efficiencies in the Department of Defense is to leverage the strengths that reside in all of our organizations across the spectrum. The National Guard is postured to be at the forefront of any whole-of-nation solution. The very nature of the National Guard is to partner with local, state, federal, and international organizations, working together to get the mission accomplished. Excellent relationships exist between National Guard members and government leadership, the private

sector, and many international leaders. These relationships invariably help improve the outcome in training, exercises, and real-world crises.

After the recommendations of the studies are implemented, the National Guard will have further evolved toward an organization that employs very effective, efficient, and judicious use of government, military capability—one that expands existing partnerships to fully synchronize the tenets of diplomatic, information, military, and economic power at all levels of government.

Over the last decade, billions of dollars were invested to prepare and ready the National Guard as an operational force, yielding a substantial payback to the Nation. The readiness of the National Guard is at its all-time high across the spectrum of defense operations. The value of this readiness and a discussion of the specific capabilities that the National Guard brings is detailed in the Chief, National Guard Bureau's July 2010 white paper, *The National Guard: A Great Value for America*.<sup>12</sup>

Moving forward, the National Guard must retain a ready and accessible force structure to meet the needs of the Combatant Commanders overseas and the individual governors in the homeland. Significant reductions in capability from the U.S. Armed Forces will endanger our national security.<sup>13</sup> The structure resident in the National Guard is cost-effective and available for employment as needed overseas and domestically.

When we synthesize the National Military Objectives, the results of the studies on the National Guard, and the capabilities that the National Guard offers, a clear picture begins to form. This image is of a highly trained, skilled, and professional military force—one that is scalable, making it less expensive to employ. With the National Guard, both our state and national leaders have complete access to our forces and facilities. When employed judiciously and deliberately, at home or abroad, the National Guard proves itself as an efficient and comparatively economical alternative to warehousing large numbers of active duty formations that wait for a call to action while drawing full pay, benefits, and base amenities.

It is under these auspices that National Guard members can, in fact, help to alleviate much of the stress placed on our Active Component partners. National Guard leaders see the organization as one of the solutions that the Department of Defense is seeking when it comes to increasing efficiencies and cutting costs without reducing necessary military capabilities or creating a “hollow” force as was done many times in the past when budgets were reduced. As a fully operational force, the National Guard can serve America even more effectively.

Some of the ideas discussed below were expressed among the studies and all provide a starting point for discussions. While there are many other truly revolutionary options that could be considered, these represent those ideas whose implementation could occur within the next few years.

#### ***Rotational, Forward-Deployed Missions***

Over the past several decades, the National Guard has been involved in rotational, forward-deployed missions. The Army National Guard has assumed the mission of providing Multinational Force and Observers to the Sinai, peacekeeping forces in Bosnia and Kosovo, and security forces in Guantanamo Bay from the active Army. Although not in the forefront of today's engagements, these missions are still in continuous operation and are conducted almost exclusively with National Guard units. As forces are drawn down in Iraq and Afghanistan, we anticipate the National Guard will provide the same type stability operations there as in these other countries and the Balkans. The Air National Guard has long filled Total Force operational missions including aerial refueling and airlift, no-fly zone enforcement, domestic air defense and aerial firefighting, and support for National Science Foundation expeditions in Antarctica. Existing relationships resident in the State Partnership Program provide support to Combatant Commanders' Theater Campaign Plans through exercises and building partnership capacity across the globe.

There are also other opportunities for the National Guard to support Combatant Commanders. Increasing State Partnership Program activities aligned to regional requirements is one possibility. Ideas such as rotational replacement of an Active

Component Army brigade or Air wing permanently stationed overseas are among the options. National Guard units could easily assume a portion of these types of operational missions, mobilizing and deploying in accordance with their Service force generation models. The benefits of using the National Guard are threefold: it would reduce overall costs; capitalize on the combat veteran experience of our National Guard formations; and contribute to maintaining the current high-level of readiness that exists in the National Guard today for years to come. Additionally, these capable, competent, and ready National Guard units would serve as the front-line forces for the regional Combatant Commander in the event a contingency mission developed.

### ***Enhanced Use of Civilian Skills Force Structure***

In keeping with the whole-of-nation philosophy for meeting enduring challenges, leveraging the civilian skills of our military personnel, particularly the National Guard, is of the utmost importance. Today, national security is the amalgamation of National Defense, Homeland Security, Economic, Environmental, Energy, Diplomacy, Development, Border Control and Disaster Response.

Military “might” is not the panacea for bringing stability to an area of conflict. Instead, it requires an investment in people with the right skills to help the building or rebuilding of the infrastructure of the country in need. These right skills are often referred to as “soft power.”<sup>14</sup> Kinetic activities, the “hard power” of a military force, are also required, however. The judicious balance of each is referred to as “smart power.”<sup>15</sup>

The U.S. is employing “soft power” in a number of ways already. U.S. Government civilian employees are currently serving in Afghanistan to help the Afghan people. They are making great strides in their efforts, but are also having to endure many sacrifices in this non-permissive environment. Additional experts are needed within governmental departments or ministries such as Justice, Interior, Health, and Education.

In times like this, when the environment is too hazardous to expect a full complement of civilian experts, a “smart power” approach is warranted.

The National Guard epitomizes this concept. Using National Guard personnel for these functions would exploit their civilian expertise and their military skills, knowledge, and abilities. National Guard units could conduct exercises and peacetime operations with governmental and non-governmental organizations during Phase 0 (shape – global engagement).<sup>16</sup> Then, during Phase 5 (enable civil authority) after the country has stabilized, the existing working relationships developed between members of the National Guard and governmental and non-governmental organizations can provide a catalyst to swift and synchronized success.

U. S. Central Command is currently capitalizing on the smart power expertise of National Guard personnel by employing them in Afghanistan as members of National Guard Agri-Business Development Teams. Overall, these teams have enjoyed great success and have made a tremendous impact on the civilians within Afghanistan. What is different about the deployment of these teams is that they are not organic units, but are ad-hoc, made up of National Guard members from various units within a state. Unfortunately, this places a strain on the overall readiness of the organic units to which these personnel are assigned and hinders long-term implementation of the concept.

One method to alleviate this obstacle is to create “smart power” units in the National Guard. This would require that the Army and the Air Force permit joint, flexible structure with the associated manning and equipment documents. State Adjutants General could then bring together a team of experts from across the needed industries into a documented unit that could train, mobilize, and deploy as any other. Such a unit would also embrace a holistic construct by helping to develop the benefits of “smart power” at the state level as well as the federal and international levels. The National Guard’s inherent connection to the people, indeed being the “face of the military” for many Americans, could be considered a model for whole-of-nation approaches across the spectrum of domestic and international policy.

### ***Enhanced Interagency Partnerships***

As a result of being a community-based force having both Federal and State missions, the

National Guard has formed numerous local, state, and federal interagency partnerships. In fact, most state governors have given their Adjutant General, the commander of the National Guard in his or her respective State/Territory, responsibility for multiple defense-related activities. Adjutants General are the only two-star officers in our military tasked to provide support to multiple federal missions outside of the Defense Department. These include the Departments of State, Homeland Security, and Veterans Affairs, and the Selective Service, while at the same time supporting these federal agencies' counterparts at the state level. These interagency relationships have helped us to offer better service to the people of our country by strengthening our ability to coordinate responses for myriad requirements.

The National Guard also assigns members to federal agencies such as the State Department and the Department of Homeland Security. To make these liaison programs more robust, they could also include state agencies such as the state police, state health services, or state emergency management. Assignment of liaison officers from these organizations to the National Guard in greater numbers would further improve cooperation and understanding resulting in better support.

The State Department is currently working to create a Civilian Response Corps with both Active and Standby (reserve) Components. By partnering with the National Guard, the State Department could integrate and work with National Guard civilian skills focused units regularly. This would present an excellent means for university professors, corporate leaders, and senior government officials to serve if they are not inclined toward military service. The relationships that are developed could benefit not only overseas and engagement missions, but domestic missions as well. To enhance whole-of-nation approaches, existing relationships and best practices of the State Partnership Program could be leveraged within any Civilian Response Corps-National Guard cooperative effort.

***Leverage National Guard Joint Force Headquarters – State<sup>17</sup> to Support Service Members, Families, and Employers***

Whether a Service Member who is about to be

deployed, redeployed or has never deployed; a family member; employer; friend; or anyone affected by their association with the military, everyone needs support at one time or another. The National Guard intends to lead the way in providing that support to our military “community” by leveraging the capabilities residing in our 54 Joint Force Headquarters –State (NG JFHQ-State).

*Provide Joint Services Support to the Joint Force.* Each State, Territory, and the District of Columbia, as a matter of defense policy, has a NG JFHQ-State for manning, equipping, training, commanding, and controlling National Guard units. The robust suite of services offered includes joint personnel support, contracting, logistics, finance, and military construction. It also includes the Joint Services Support program that encompasses Yellow Ribbon Reintegration Program, Employer Support of the Guard and Reserves, National Guard Family Program, Financial Management Awareness Program, Psychological Health Program, Sexual Assault Prevention and Response Program, and Warrior Support Program. Including all military forces resident in a given State under this umbrella of support could provide significant efficiencies by reducing the number of redundant organizations. It would also allow governors to support their state citizenry who serve in the military regardless of the location of the parent unit. Geographic proximity to such support is very important when units or individuals deploy.

*Provide Support to Joint Recruiting Activities.* The National Guard JFHQ-State could establish joint recruiting offices composed of Active, National Guard, and Reserve recruiters for Army and Air Force recruitment in all components—and possibly for the Joint Force. Doing so would pave the way for a true continuum of service described in each of the studies. This type of “one-stop shopping” has proven successful in industry and could produce cost savings from significantly reduced competition between the components within each service. For example, rather than having two or three Army recruiters vying for the same recruit, a single recruiter could offer all of the options, allowing that new recruit to choose and enlist in the service or component that best meets his or her interests. Service contracts could be



developed that allow for swift, simple transition between components—all managed by the National Guard JFHQ-State. This State-based recruiting model would also help to provide needed family support services to geographically dispersed Active Component service members and help facilitate the mobilization mission of state selective service programs.

We fully recognize that in order to make these forward-thinking ideas a reality, we would all have to overcome cultural issues as well as policy and legal obstacles. Services would have to understand how the creation of such relationships could gain them significant savings and economies of scale. The role of the National Guard JFHQ-State would not be one of command and control, but one of support. Leveraging the inherent capabilities of the JFHQ-State could cultivate deep friendships and trust across Service Components and the Joint Force.

#### *Increase Cross-Component Staff Integration*

Since the National Defense Act of 1916, both National Guard and Active Component members have integrated into each other's organizations. Over the course of the past decade of shared combat, this integration has helped to lessen the cultural differences between the components and to promote respect for each other's capabilities. However, to take the recommended steps forward and to reap the efficiencies possible, it is necessary to increase staff integration. For as much progress as we have made in eliminating old stereotypes of each other, by exponentially increasing our partnership or level of involvement, we will have a greater impact on domestic, contingency, and combat operations. It is no understatement to say that lives will be saved because of the open, shared, and transparent culture that will be in place.

One goal is to enhance a personnel exchange program at the JFHQ-State to accommodate Active Component officers. For an Active Component officer, such an exchange would develop joint skills related to the domestic mission, educate the officer about the State mission, and provide valuable experience regarding mobilization processes of an operational National Guard. Establishing exchange

billets for JFHQ-State National Guard officers at Combatant Command and Agency level would allow these officers to gain similar federal-level experiences as well as earn joint credit.

Over time, such integration will help reduce cultural differences, increase an understanding of each other's capabilities, and develop well-rounded officers from all components. Such partnering efforts could have synergistic second and third order effects and result in improved effectiveness of the National Guard as well as the Active Component.

#### *Leverage the Dispersed, Community-Based Nature of the National Guard*

Unlike active duty forces that are generally garrisoned inside or near large bases, a great strength of the National Guard is the diversity of rural and urban areas in which members live and work. In peacetime, this inherently dispersed force offers the Department of Defense resiliency against threats such as pandemic flu and other natural or manmade disasters. We could further enhance this attribute by highlighting to potential adversaries the deterrent effect of community-based military members. It is true, yet not often stated, that while National Guard members may wear civilian clothes, they are never "off duty." The wide dispersion of our Soldiers and Airmen also allows for a very rapid and flexible response to events. Importantly, these effects are realized both during training and while conducting DSCA and Homeland Security operations.

#### *A New Drilling Construct*

The National Guard will always remain a "part-time" force. In our zest for continuing to "operationalize," we must never lose sight of what makes us so valuable. While it is true that meaningful, rotational, long-term missions are very helpful, there is a need to keep mobilization to one year for every five years at home, except in a graven emergency or humanitarian crisis. With this important point bounding the use of National Guard members, we must consider new, innovative ways to prepare our "drilling" formations for their federal mission.

Training time and organization has been a reflection

of federal support and the nature of the threat since the Militia Act of 1903. Traditional "drilling" status, or inactive duty training, means that members assemble at their respective facilities one weekend each month and two weeks in the summer for annual training. These monthly weekend drills were designed to improve collective training for combat units, becoming policy in the mid-1960s.

The sustainability of our operational force may require a different approach to how we train our members. We need to build flexibility into the system and analyze how our current construct prepares our members for their federal mission. The concept of "weekend" drill and "summer" annual training may no longer apply for all members. It may be time for a new drilling construct. We believe that time has come to study the impacts of various options for drill weekends and annual training.

With good management of personnel and equipment, we can develop a much more flexible training option (potentially even virtual commuting in some units), allowing the members to serve in the National Guard and perform their civilian jobs with less conflict.

#### *Integrate/Offer Joint Training.*

Within the National Guard, each individual State offers a variety of ranges, training areas, facilities, sites, and specialized units designed to provide training or training opportunities. Encouraging the use of these assets by all components and services could create more efficiency within the Department of Defense. Integrating Joint Training at all levels and conducting the training at National Guard facilities would better serve the joint community and teach the important distinctions between the Active and Reserve Components and the Joint Force. Federal, State, and local personnel from across the whole-of-nation could engage in these schools and training, thereby creating an interagency component.

We will continue to capitalize on the strengths of all components (Active, National Guard, and Reserve) by building relationships that take advantage of a Total Force approach. Improved training, equipment

access, more efficient facility usage, and enhanced mission effectiveness are all realized through effective employment of Total Force solutions. Our Air National Guard Unit Associations offer an example of this type of efficient training strategy.

## **Your National Guard: A Greater Value in the Future**

The innovations presented in this paper are designed to spur thoughts, ideas, and discussions about ways to move from the status-quo, break free from the old paradigms, and finish the transformation of the National Guard from a strategic reserve to a sustainable operational force. The unique dual-missioned nature of the National Guard makes it a highly flexible organization, capable of adapting to a changing threat environment that provides the maximum return on defense investment for the Nation and the States alike.

We must look forward in this era of constrained budgets and realize that we have many of the answers to our fiscal challenges directly in front of us. Through creative approaches, the Department can leverage National Guard experience, geographic dispersion throughout communities across the Nation, civilian-acquired skills, and the vast investment that has been made in our units.

Now is a time for critical decisions about the American way of defense. The National Guard stands as a proven force of Citizen-Soldiers and Airmen, ready and fully accessible for future contingencies and crises. We are ready to move beyond the constraints that impacted 9/11 and Hurricane Katrina. We are ready to move beyond any lingering cultural differences with the Active Component and other federal and state agencies. We are ready to do what is best for America and work together to develop and implement innovative, effective, and efficient defense solutions.

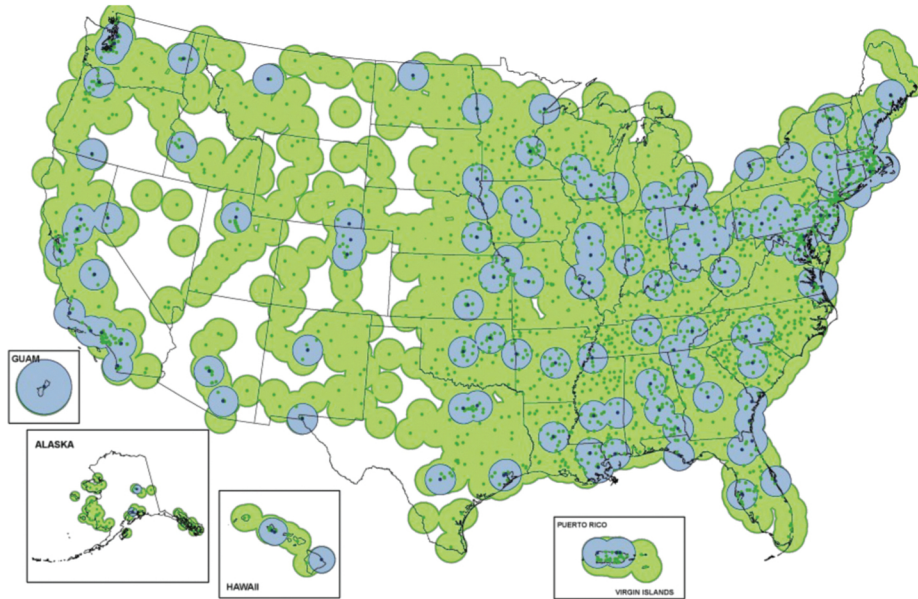
We have faithfully served and protected our great Nation, our great States, Territories, the District of Columbia, and our great citizens since 1636. Be it past, present or future, America's National Guard is an enduring force—*Always Ready, Always There.*

## End Notes

- <sup>1</sup> John Orrell, March 3, 2011 “Graham, Leahy: National Guard an Irreplaceable Treasure.” <http://www.ng.mil/news/archives/2011/03/030311-Graham.aspx>
- <sup>2</sup> Ibid.
- <sup>3</sup> The definition of “operational reserve” has long been debated. This paper uses the definition found in Department of Defense Directive 1200.77, *Managing the Reserve Component as an Operational Force*, dated Oct 29, 2008: [www.dtic.mil/whs/directives/corres/pdf/120017p.pdf](http://www.dtic.mil/whs/directives/corres/pdf/120017p.pdf)
- <sup>4</sup> The National Commission on Terrorist Attacks Upon the United States, July 22, 2004. Chapter 11 of the Commission’s Final Report discusses the “failure of imagination” concept in detail. [http://govinfo.library.unt.edu/911/report/911Report\\_Ch11.htm](http://govinfo.library.unt.edu/911/report/911Report_Ch11.htm)
- <sup>5</sup> *Final Report of the Select Bipartisan Committee to Investigate the Preparation for and Response to Hurricane Katrina*, U.S. House of Representatives, February 15, 2005. <http://www.gpoaccess.gov/katrinareport/mainreport.pdf>
- <sup>6</sup> 2011 National Military Strategy. [http://www.jcs.mil/content/files/2011-02/020811084800\\_2011\\_NMS\\_-\\_08\\_FEB\\_2011.pdf](http://www.jcs.mil/content/files/2011-02/020811084800_2011_NMS_-_08_FEB_2011.pdf)
- <sup>7</sup> Headquarters, Department of the Army. *The Independent Panel Review of Reserve Component Employment in an Era of Persistent Conflict*. November 2, 2010. [http://www.roa.org/site/DocServer/GEN\\_Reimer\\_Panel\\_Report\\_RC\\_Employment\\_in\\_the\\_Era\\_of\\_Pers.pdf?docID=30102](http://www.roa.org/site/DocServer/GEN_Reimer_Panel_Report_RC_Employment_in_the_Era_of_Pers.pdf?docID=30102)
- <sup>8</sup> James Carafano, *Citizen Soldiers Are Key to Pentagon's Future*. Family Security Matters Website. [http://www.familysecuritymatters.org/publications/id.8739/pub\\_detail.asp](http://www.familysecuritymatters.org/publications/id.8739/pub_detail.asp)
- <sup>9</sup> John Nagl and Travis Sharp. *An Indispensable Force: Investing in America’s National Guard and Reserves*. September 21, 2010. <http://www.cnas.org/node/4997>
- <sup>10</sup> Ibid, page 13. A comprehensive chart detailing similar missions is located on Page 40 of the Comprehensive Review. The Reimer Report includes many of these in their recommendations, with specific focus on providing combat forces for operational missions, engagement missions, and homeland security missions.
- <sup>11</sup> Title 18 United States Code § 1385. [http://www.law.cornell.edu/uscode/18/usc\\_sec\\_18\\_00001385\\_---000-.html](http://www.law.cornell.edu/uscode/18/usc_sec_18_00001385_---000-.html)
- <sup>12</sup> *The National Guard: A Great Value for America*. [http://www.ng.mil/Images1/docs/Value\\_of\\_the\\_National\\_Guard.pdf](http://www.ng.mil/Images1/docs/Value_of_the_National_Guard.pdf)
- <sup>13</sup> Secretary Gates stated: “Surely, we should learn from our national experience, since World War I, that drastic reductions in the size and strength of the U.S. military make armed conflict all the more likely – and with an unacceptably high cost in American blood and treasure.” January 6, 2011. <http://www.defense.gov/speeches/speech.aspx?speechid=1527>
- <sup>14</sup> John S. Nye, Jr., *Soft power: The means to success in world politics*. New York, NY: Public Affairs, 2004.
- <sup>15</sup> Center for Strategic and International Studies, *CSIS Commission on Smart Power: A Smarter, More Secure America* (2007). [http://csis.org/files/media/csispubs/071106\\_csissmartpowerreport.pdf](http://csis.org/files/media/csispubs/071106_csissmartpowerreport.pdf)
- <sup>16</sup> Joint Publication 3-0, *Joint Operations*, describes a six-phase planning model for joint operations. p. IV-27. [www.dtic.mil/doctrine/new\\_pubs/jp3\\_0.pdf](http://www.dtic.mil/doctrine/new_pubs/jp3_0.pdf)
- <sup>17</sup> Department of Defense Directive 5105.83, *National Guard Joint Force Headquarters – State*, January 5, 2011. <http://www.dtic.mil/whs/directives/corres/pdf/510583p.pdf>

# The National Guard in Local Communities

Circles represent Army (green) and Air Force (blue) installations plus 50 mile radius.



Personnel

**358,200**

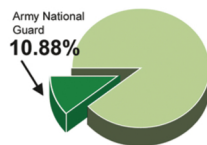


Personnel

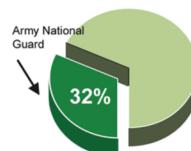
**106,700**

## National Guard Allotments of Army and Air Force Resources

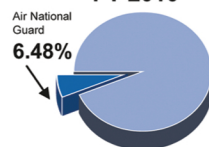
Total Army Budget\*  
FY 2010



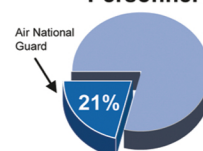
Total Army Personnel



Total Air Force Budget\*  
FY 2010



Total Air Force Personnel



\*Total Budget includes all active and reserve operations, personnel, and construction appropriations.



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