

The National Guard

A Great Value for America

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NATIONAL GUARD BUREAU

EXECUTIVE SUMMARY

On May 8, 2010, the Secretary of Defense issued a mandate. He directed the military services and major functional and regional commands to comprehensively review how they operate and to cut overhead to increase tooth-to-tail ratios. The goal is to provide an equivalent of 2-3 percent of real growth which will then be invested in the sustainment of wartime combat power and preparing for an uncertain future. The National Guard plays an important role in achieving the goals set forth by Secretary Gates.

As a continental United States (CONUS)-based force, the National Guard provides significant military capabilities in response to unexpected emergencies. Whether called upon to provide manpower, logistics, communications, chemical, biological, and radiological detection, emergency medical treatment, or any other type of support to civil authorities, the National Guard has always quickly responded. With more than 460,000 Soldiers and Airmen located in more than 3,000 communities around the country, the National Guard is ready and accessible when called.

The National Guard has also answered the call to protect our nation overseas. At this time, nearly 75,000 National Guard soldiers and airmen are deployed in support of overseas missions in Iraq, Afghanistan, the Balkans, Guantanamo Bay, and the Sinai. The Army National Guard currently comprises nearly 40 percent of the Army's operating force. The Air National Guard currently comprises a third of the Air Force's capability. The National Guard also provides smart power-type approaches to our overseas operations with programs such as the State Partnership Program and Agri-Business Development Teams. National Guard soldiers and airmen possess a unique blend of civilian and military skills, enabling them to conduct smart power missions with exceptional effectiveness.

With the National Guard the nation gets a capable military force that is able to carry out both domestic and overseas missions with only five percent of the total base budget of the Department of Defense. The central reason for the National Guard's cost-effectiveness is the part-time/full-time force mix. Until called and placed in paid-duty status, traditional National Guard members incur minimal cost to the Department of Defense. Cost savings include fewer pay days per year; lower medical costs; lower retirement expenditures; lower training costs; virtually no cost for moving families and household goods every three or four years; fewer entitlements, such as housing and food allowances; and lower base support costs in terms of services and facilities, including commissaries, base housing, base exchanges, and childcare facilities. Further, the men and women of the National Guard have proven themselves repeatedly in combat, humanitarian, and domestic response missions. They consistently perform at the professional level that the nation expects.

The National Guard provides a broad array of capabilities to the Department of Defense. Three main elements—domestic support missions, overseas defense missions, and our ability to do both missions cost-effectively—prove that the National Guard is a great value for America. In upcoming years, the U.S. Armed Forces will be expected to continue to provide services at the highest level without continued budget increases. The National Guard provides the Department with a solution to this challenge.

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“...by keeping up in Peace ‘a well regulated, and disciplined Militia’; we shall take the fairest and best method to preserve, for a long time to come, the happiness, dignity, and Independence of our Country.”

George Washington, *Sentiments on a Peace Establishment*

Introduction: A Great Value for America

On May 8, 2010, the Secretary of Defense issued a mandate. He directed the military services and major functional and regional commands to comprehensively review how they operate and to cut overhead to increase tooth-to-tail ratios. The goal is to provide an equivalent of 2-3 percent of real growth which will then be invested in the sustainment of wartime combat power and preparing for an uncertain future.¹ The National Guard plays an important role in achieving the goals set forth by Secretary Gates. Not only can we work to find efficiencies in our own organization, but we believe that sustained, predictable, and rotational utilization of our Air and Army units and personnel can be a significant factor in helping the services to meet these objectives.

As America’s first military organization, the National Guard traces its origins back to 1636. Beginning as a colonial militia, the National Guard has evolved throughout the history of America to become a proud, professional force that continues to serve local communities, states, and the nation today. Sanctioned in the Constitution of the United States, the National Guard is organized in every state, the District of Columbia, Guam, Puerto Rico, and the U.S. Virgin Islands.

This paper highlights the unique abilities that National Guard members contribute to the United States Armed Forces. As an integral component of the Department of Defense, rooted in hometown America, the National Guard consistently accomplishes all that is asked, both within our borders and as a significant portion of the military force deployed overseas. In providing this dual-mission capability as a predominantly part-time force, the National Guard can be trusted to get the job done well and at a great value for America.

“I am directing the military services, the joint staff, the major functional and regional commands, and the civilian side of the Pentagon to take a hard, unsparing look at how they operate – in substance and style alike.”

R. Gates, Secretary of Defense

Background: Issues Facing the Department of Defense

The United States of America is at a critical juncture in its history—a strategic inflection point. The confluence of many major economic, social, environmental, and national security issues will undoubtedly make the next few years one of the most critical periods in our history. Among the issues that confront the Department of Defense are a changing form of conflict and a decline in the rate of growth of the Department of Defense budget. It is for these reasons that the Secretary of Defense issued his mandate. The belief is that over the next few years more must be done without the budgetary increases to which the department has become accustomed.

Changing Form of Conflict

Changes in the global environment over the past two decades have led to a world that is increasingly interconnected. This interconnection has changed the dynamics of international relations. Non-state actors are increasingly influential and more nations are asserting themselves both regionally and globally.

As described by the 2010 National Security Strategy, the greatest threat to America's security and its citizens no longer comes from ideological conflicts with a single nation. Rather, the greatest threat we face today is the proliferation of weapons of mass destruction, particularly nuclear weapons, by rogue states and by violent extremists—for whom traditional deterrence is meaningless.

“Instead of a hostile expansionist empire, we now face a diverse array of challenges, from a loose network of violent extremists to states that flout international norms or face internal collapse. In addition to facing enemies on traditional battlefields, the United States must now be prepared for asymmetric threats, such as those that target our reliance on space and cyberspace” (p.17).

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Because of this change in conflict, the United States military has developed strategies, operational plans, and tactics necessary to fight such *irregular warfare*, which blurs the line between conventional and non-conventional combat. A reversion to the more conventional force-on-force engagements that dominated Cold War planning is not expected; rather, irregular warfare is likely to continue to define armed conflict in the foreseeable future.²

Responding to irregular warfare, because of diversified engagement methods, requires a military that possesses a wide array of skills that extend beyond traditional military combative engagement. The U.S. Armed Forces have become quite adept at these new skills ever since the 9/11 attacks brought America to a wartime footing. Our service members today must be just as able to kinetically execute a close-arms firefight on an urban street in Afghanistan as they are to diplomatically have tea with a tribal leader. Such transitions between these complex situations are incredibly difficult to make, but are exactly where members of the National Guard excel. Because members are civilians as well as Soldiers and Airmen, they can readily move between these military and civilian cultures as they have been doing for centuries.

No Continued Growth in Defense Spending

America's military represents a balance between what this country needs to guarantee its security and what this country can afford. The current economic crisis and high unemployment make it clear that there should be little expectation on the part of the Department of Defense for continued budgetary increases.³

As the demand for additional military formations and deployments continue to diminish, contingency spending will be reduced in kind. Operation Iraqi Freedom is giving way to Operation New

Dawn and with this transition comes a major downsizing of the force in Iraq. As Deputy Secretary of Defense William J. Lynn recently told Congress, “As we conduct a responsible drawdown in Iraq and eventually leave Afghanistan, the department’s war-related costs will decline.”⁴ Once beyond our current wars, it stands to reason that our nation will be looking for a peace dividend, a reallocation of spending from military to peacetime purposes.

Understanding this future fiscal environment is important as the services work to meet the secretary’s goals to reduce the military bureaucracy, flatten the hierarchical military command structure, and eliminate or reduce military offices and agencies that have little direct role in fighting our nation’s wars.⁵ Efficiencies must be gained to achieve the delicate balance between national security and fiscal reality. Maintaining a ready, accessible, and cost-effective National Guard is a solution to achieving the necessary balance.

As the Department of Defense develops innovative solutions to the changing fiscal and global security environments, planners and decision makers must understand how the National Guard can help. True value goes beyond simple dollars. More must be done with less, and it is here too that the National Guard excels. The three elements of the National Guard’s great value that demonstrate this principle are: *domestic support*, *defense overseas*, and overall *cost-effectiveness*. Each will be explained in the pages that follow.

The National Guard Supports the Domestic Mission

Defense Support to Civil Authorities

One of the cornerstones of National Guard value is its ability to respond quickly during domestic emergencies, providing Defense Support to Civil Authorities. For this domestic mission, the National Guard is a source of ready, trained, mission-oriented manpower. Ten core competencies, known as the “Essential 10,” are employed in support of civil authorities: command and control; chemical, biological, and radiological detection; engineering; communications; ground transportation; aviation; medical support; security; logistics; and maintenance. Each of these “Essential 10” capabilities can be scaled to provide military assistance during a crisis response of any size or magnitude.

“At home, the United States is pursuing a strategy capable of meeting the full range of threats and hazards to our communities. These threats and hazards include terrorism, natural disasters, large-scale cyber attacks, and pandemics. As we do everything within our power to prevent these dangers, we also recognize that we will not be able to deter or prevent every single threat. That is why we must also enhance our resilience—the ability to adapt to changing conditions and prepare for, withstand, and rapidly recover from disruption” (p. 18).

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During a crisis, the immediate response is from local jurisdictions. As needed, depending on the scope of the problem, state agencies are brought in to assist with crisis management. If the problem surpasses the capacity or capability of the state, federal assistance is available. The Department of Defense, when supporting such crises, must coordinate with each of these levels of government across the country and in every jurisdiction. Because of the interagency relationships developed with these local and state organizations, the National Guard is perfectly positioned to fill this need.

In every state, Adjutants General, the commanders of the states' National Guard, serve as part of their state's crisis management teams. Many Adjutants General are even dual-hatted as leaders of the state National Guard and members of their governor's cabinet, heading the state's emergency management organization. Joint Force Headquarters operate in each state as a command and control element for their Army and Air National Guard organizations and members. These headquarters also serve state leadership in planning for disaster response and provide integrated support for state and community events. The Joint Force Headquarters link state and local interagency planning efforts and provide superior crisis-action operations in support of civil authorities.

One of the most useful aspects of employing the National Guard to support domestic emergencies is that, when not in federal status, the National Guard can assist state and local law enforcement without incurring Constitutional conflicts. With very few exceptions, the Posse Comitatus Act precludes active component military forces from participating directly in law enforcement missions.⁶ However, governors have the ability and inherent state authority to call upon their National Guard for such missions without the need to resort to any federal authority. National Guard members, in fact, have been on continuous state-level active duty, providing law enforcement support in New York City every day since September 11, 2001.⁷ During the aftermath of Hurricane Katrina, Guard members supported law enforcement efforts in New Orleans for several years. The National Guard has provided law enforcement and other support to National Special Security Events, such as the Presidential Inauguration, the 2008 Republican and Democratic Party Conventions, and the G8 and G20 Summits. From 2006-2008, Operation Jump Start sent over 7,000 Guard members to help the Border Patrol secure the southwest border, a mission that is finding renewed interest today.

In the event of a chemical, biological, radiological, nuclear, or explosives (CBRNE) incident, the National Guard is structured to present force packages that are scalable, providing tiered response at local, state, regional, or national levels as required by the events themselves. Several different types of these consequence management formations are in the Guard; each are specifically designed and trained to respond to the myriad of possible CBRNE events. The National Guard is standing up 10 newly created

"One of things that I have found out since I have been your commander in chief the last 7½ years is that we've got a lot of great state employees," he said. "But if I really want something done quickly and done right, the best people I can call on are ...the Alabama National Guard."

***Alabama Governor Bob Riley,
Press Register, 09 Jun 2010***

Homeland Response Forces that leaders can use to provide military assistance for any consequence management situation that occurs. Additionally, CBRNE Enhanced Response Force Packages, Weapons of Mass

Destruction Civil Support Teams, and the National Guard's contribution to the CBRNE Consequence Management Reaction Force, are in place now—trained, ready, and accessible should they be needed.

When crises occur, manmade or natural, the National Guard brings the necessary personnel and capability to combat the problem. The National Guard response to Hurricanes Katrina and Rita in 2005 provides a recent example of our ability to swiftly assemble tens of thousands of forces to support civil authorities. Every state and territory's National Guard contributed to the response in what became one of the largest humanitarian operations in history. So immediate was the response that initial forces were in the water, in the air, and on the streets saving lives within four hours.⁸ The National Guard provided over 50,000 personnel under state control to deliver logistics, transportation, command and control, and medical support in the Gulf region while concurrently having mobilized nearly one third of the forces, approximately 79,000 strong, in federal service supporting the ongoing war efforts in Iraq and Afghanistan.

The National Guard also participates in lesser known federal missions that are run at the state level on a continuous basis—24/7, 365 days a year. The Counterdrug Program is a full spectrum campaign, bridging the gap between the Defense and non-Defense institutions in the fight against illicit drugs and transnational threats to the homeland.⁹ This full-time, state-commanded program operates in all 54 states, territories, and the District of Columbia, and has seized well over one billion dollars in illegal drugs. The National Ballistic Missile Defense Program is a federally run program with the mission of protecting the United States from missile threat. The Alaska Army National Guard's 49th Missile Defense Battalion, with units all along the Pacific coast, is on duty daily to provide operational support to this important federal program.¹⁰ The Air National Guard, too, is engaged in homeland defense daily. Air Guard members operate 16 of the 18 Air Sovereignty Alert sites located across the United States. Air Sovereignty Alert is a Department of Defense mission whose importance to homeland defense as America's continental air defense has increased considerably since 9/11.¹¹

Geographically Dispersed for a Swift Response

To be successful in these homeland missions, leaders must have the ability to employ appropriate capabilities quickly and effectively. The National Guard is geographically dispersed, located in over 3,000 communities across the United States. This means that the National Guard can be on the scene of a domestic incident very quickly—always within hours and often before even being asked. The active duty service members can respond quickly as well but they are concentrated in a limited number of states. While over three-quarters of active service members are clustered in only 12 states, the National Guard is present in each of the 50 states, three U.S. territories and the District of Columbia and has direct ties to local communities.¹² This makes the response times fast, and the local interagency relationships make integration of National Guard forces often seamless.

Hometown Heroes: Guard Members, Families, and Employers

In many communities, National Guard members are the face of the military, but they also are teachers and farmers, troop leaders and lawyers, police officers and mechanics, and the list goes on. When a unit deploys either domestically or overseas, that unit's hometown goes with it. The sense of community grows and people band together.

The members of the National Guard make the organization special, but when the families and civilian employers are added, the value is increased exponentially. Families are organized to support their loved ones in Family Readiness Groups across the nation. In every National Guard community, these family members meet and work together as a support network—helping each other when the unit is deployed and working together to improve processes and overall readiness when at home. The vast majority of National Guard members are part-time Soldiers and Airmen who are employed outside of the military, and their civilian employers also carry a significant portion of the nation’s defense burden. Military training and deployments often mean that employers are left without key employees. Yet, employers are usually very supportive and often even match any income losses that individual members incur due to their deployment.

The support of both the families and the employers is invaluable to the Department of Defense and their concerns must always be considered. Multiple deployments, too frequently and without proper explanation, can cause problems for our members. Families and employers understand that sometimes emergencies happen and their Guard member may need to be called upon with little notice. However, when planning time is available to increase predictability and limit the frequency, that time must be taken.

As is the case with all of the uniformed services, the real strength of the National Guard is found in its people—the members themselves. They are among the country’s best, living and working in thousands of communities across the nation, and consistently meeting the many challenges asked of them. Together, National Guard members, their families, and their civilian employers create a powerful coalition – one that adds further value to the National Guard when mobilizing domestically or overseas.

The National Guard Defends Overseas

Kinetic Power

The National Guard offers the Department of Defense significant combat power and enabling support. The nation cannot go to war without the National Guard, nor should it. The Guard is accessible and available for operational deployments worldwide. At this time, nearly 75,000 National Guard soldiers and airmen are deployed in support of overseas missions in Iraq, Afghanistan, the Balkans, Guantanamo Bay, and the Sinai.

The National Guard is a tremendously effective and lethal force when kinetic power, sometimes called hard power, is required. The operating force of the Army National Guard is nearly 40 percent of the Army’s capacity. The Air National Guard currently accounts for 30 percent of fighter, 40 percent of tanker, and 30 percent of airlift capability for the total Air Force.¹³ All of these combat-designed formations are fighting and supporting operations in Afghanistan and Iraq today and have been consistently rotating since the wars began.

"I've seen firsthand the contributions. ... Half of the Guard and Reserve are combat veterans. ... You continue to fill the role of citizen, Soldier and patriot: citizens most of the time, Soldiers some of the time and patriots all the time."

GEN G. Casey, Army Chief of Staff

With over half of the National Guard members being combat veterans, the National Guard—an experienced, trained, and ready force—is available when kinetic power and enabling capabilities are needed. The current operations, however, move beyond just kinetic force. The requirements, as discussed previously, are more complex in this age of irregular warfare. To fight irregular war, experts now consider whole of government approaches to be a large part of the solution to achieving what were previously considered only military objectives.^{14 15}

Smart Power

A smart power approach to international relations highlights a core competency of the National Guard. Smart power bolsters America’s ability to act as a global leader through increasing not only the military strength of the U.S. through kinetic power, but also by further developing relationships with

“Our ability to advance constructive cooperation is essential to the security and prosperity of specific regions, and to facilitating global cooperation on issues ranging from violent extremism and nuclear proliferation, to climate change, and global economic instability—issues that challenge all nations, but that no one nation alone can meet... Successful engagement will depend upon the effective use and integration of different elements of American Power” (p.11).

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other countries through diplomacy and engagement, known as soft power.¹⁶ This approach is one that “underscores the necessity of a strong military, but also invests heavily in alliances, partnerships, and institutions at all levels to expand American influence and establish the legitimacy of American Action.”¹⁷ The 2010 National Security Strategy

promotes this strategy, presenting an engagement plan that utilizes a whole of government approach—including diplomatic, intelligence, military, economic, homeland security, development, strategic communication, and the American people and businesses.

National Guard members have a unique blend of civilian and military skills. It is the dual, civilian-soldier nature and temperament of National Guard members that allows them to be so effective when conducting smart power missions. The National Guard has been conducting such missions in eastern Europe, South America, and Central America for over two decades and is heavily involved in smart power operations in Afghanistan. The State Partnership Program, Agri-Business Development Teams, and Training and Reconstruction Teams are excellent examples of the National Guard using smart power skills to support the geographical combatant commanders’ theater campaign plans.

State Partnership Program (SPP). The National Guard State Partnership Program emerged shortly after the collapse of the Soviet Union. The program links a state National Guard with the Defense Ministry of a partner nation. The National Guard at the state level, through the Department of Defense, established official military liaisons with several countries of the former Eastern Bloc in the early 1990s. The SPP has grown significantly over the years and currently the individual states’ National Guard have partnerships with 62 countries across the globe. The partnerships encompass three areas of engagement: military-to-military, military-to-civil, and civil security cooperation.¹⁸ The program supports military theater security cooperation efforts across the globe and embraces the “whole of

government” approach by aligning with the efforts of the U.S. State Department as well as other agencies.

Agri-Business Development Teams (ADT). Another example of the National Guard deploying its members to undertake smart power efforts is the Agri-Business Development Teams (ADT) in Afghanistan. Through this innovative use of smart power, the National Guard has created a whole of government approach, leveraging the Guard’s 25-plus years of experience in providing similar support to South and Central America. The ADTs combine the lines of effort of agriculture, business, and higher education dedicated to the government and people of Afghanistan. This program creates jobs, improves local economies, and enhances overall security efforts.

Agriculture in Afghanistan accounts for 31 percent of the Afghan Gross Domestic Product and employs over 78 percent of the overall population.¹⁹ The Afghan Ministry of Agriculture, Irrigation, and Livestock, with the help of National Guard ADTs, is working to educate and train Afghan farmers in more modern agricultural methods and techniques as well as building more up-to-date facilities. These changes will improve the quality of life and economic stability of the region for years to come.

One of the most important aspects of the program is derived from the existing relationships that the National Guard members on the teams have with colleagues at U.S. Land Grant Universities, such as the University of Missouri and Texas A&M, various Farm Bureau organizations, and the Cooperative Extension Services throughout the United States. The National Guard members have introduced their civilian colleagues to the Afghan University personnel, further enhancing the value of this program.

Training and Reconstruction Teams. The National Guard also provides forces for several innovative training and reconstruction teams, including the Operational Mentor and Liaison Teams (OMLT), Embedded Training Teams (ETT), and Provincial Reconstruction Teams (PRT), all operating in Afghanistan. The National Guard, through the relationships developed in the SPP, is a strong participant in NATO International Security Assistance Force’s (ISAF) OMLT program. This program is an important part of the NATO-ISAF mission to develop the Afghan National Army (ANA). When a National Guard state partner nation agrees to participate in an OMLT, that nation often requests a team from the partnered National Guard state to deploy to Afghanistan with them. Together, the Guard and partner nation forces provide training and mentoring to the ANA. The OMLT program works similarly to the U.S.-led ETT, which provide a similar function as OMLTs. National Guard members, as well as other active and reserve service members, participate in both the ETTs and the PRT whose mission is to assist in the reconstruction efforts in Afghanistan. These training teams are successful in large part because of the smart power skills of their National Guard members.

A Smart Power Future? As demonstrated by the focus on engagement strategies in the 2010 National Security Strategy, smart power will be an important element in future overseas contingency operations. The SPP, ADTs, OMLTs, ETTs, and PRTs are only the beginning of the smart power implementations that the National Guard can provide. For example, current National Guard operations in Kosovo have provided that nation with significant improvements in quality of life and are helping them on the path toward sovereign success as a nation.²⁰ Because the use of smart power is expected

to continue, the Defense Department is considering standardizing smart power-type unit structures in the reserve components. Doing so may be a useful means to ensure that these types of requirements remain manned, trained, and properly equipped. In the National Guard, joint Air and Army units could deploy globally, working with the State Department, Combatant Commanders, and other agencies to bring together the tenets of smart power. It is even conceivable that the state-level interagency relationships developed at Joint Force Headquarters could pave the way for civilian personnel with specific and useful skills to deploy with the Guard. With the smart power experience and expertise of the National Guard, the possibilities are limitless.

The National Guard is Cost-Effective

At a time when fiscal responsibility is so important, the National Guard is an economically sound investment. The National Guard can be used for rotational, operational, and predictable missions regularly and help the services retain experienced personnel and crucial force structure in a cost-effective way.

A Predominately Part-Time Force

The central reason for the National Guard's cost-effectiveness is the part-time/full-time force mix. Until called and placed in paid-duty status, traditional National Guard members incur minimal cost to the Department of Defense. Cost savings attributable to the community-based, part-time nature of the National Guard include fewer pay days per year; lower medical costs; lower retirement expenditures; significantly lower training costs beyond initial qualification training; virtually no cost for moving families and household goods to new duty stations every three or four years; fewer entitlements, such as housing and food allowances; and lower base support costs in terms of services and facilities, including commissaries, base housing, base exchanges, and childcare facilities. Further, the men and women of the National Guard have proven themselves repeatedly in combat, humanitarian, and domestic response missions. They consistently perform at the professional level that the nation expects.

Budget and Manpower of the National Guard

Many analysts have studied the actual cost of the Guard and Reserve as compared to the Active Components of the U.S. Armed Forces.²¹ Although there are differences in the specific findings based upon analytical methodology, nearly all report the same baseline conclusion: *Structure and manpower is less expensive to maintain in the National Guard than the Active Component.* One compelling method used to display this point is to compare the relative sizes of budget and manpower. The Army National Guard operates using less than 11 percent of the Army's 2010 budget, makes up 32 percent of the Army's personnel, and maintains nearly 40 percent of its operating force. The Air National Guard operates using less than 7 percent of the Air Force's 2010 budget, makes up 19 percent of Air Force personnel, and maintains 30-40 percent of the Air Force's fighter, tanker, and airlift capacity.

While most would see the tremendous value in these National Guard formations, some would argue that such a comparison is too simplistic. They would state that these calculations do not take into account much of the overhead associated with running a military service or the department as a

whole—including things like schools and training centers as well as research, development, and acquisition. This argument is logical, though not completely accurate since the National Guard contributes in each of these overhead areas.

The National Guard, like the Active Component, operates a network of force-generating schoolhouses used by active and reserve component personnel alike. Each state in the Army National Guard, for example, has a Regional Training Institute. These schoolhouses teach, are staffed by National Guard members, and reduce the burden of the active duty school system.

It is true that the National Guard conducts little of its own research, development, and acquisition; the Army and Air Force operate most of these programs at the service level. These expenditures are designed to improve the entire service, however, not only the active component. When new variants of equipment are developed, these are often procured at much higher levels for the active forces with the older models being cascaded to National Guard formations. When this occurs, a significant depreciation of the equipment values must be considered as well. While this practice is sometimes considered a significant problem, in many cases some cascading of older models is an acceptable and affordable solution as long as the equipment remains interoperable with the fully modernized versions—again displaying the value of the National Guard. Finally, much of the National Guard’s equipment is considered dual-use, meaning it can be employed for both federal and domestic missions. This dual-use equipment generates additional value for the nation because no other military force can operate at the local, state, and federal levels with as much flexibility as the National Guard.

“The United States Government has an obligation to make the best use of taxpayer money, and our ability to achieve long-term goals depends upon our fiscal responsibility.”²⁴

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Maintaining a Ready, Accessible, National Guard

Active and reserve military formations are only as effective as they are ready in terms of personnel, equipment, and training. When decision-makers compare the cost-value of various options, they must plan to compare units that are at the same level of readiness. Indeed, it serves little purpose to maintain only partially ready units because they require significant investment in time and money prior to deployment either at home or abroad. It is better to have fully manned, trained, and equipped units—both active and reserve components—that are capable of deploying with minimal train-up periods. This point is proven by the U.S. Air Force. Because of the investment made in Air National Guard readiness over decades, these units are able to deploy anywhere across the globe within 36-72 hours of notification. If the U.S. government invests its resources into building readiness in the whole National Guard, as has been done successfully in the Air National Guard, there would be little need for extensive post-mobilization training, and units could get “boots on the ground” sooner and for longer durations.

Though financial outlay would be wise and prudent, the decision to invest in the National Guard must also be behavioral. With fiscal commitment, there also needs to be a willingness to access the

National Guard on a predictable, rotational basis. The National Guard must be utilized, when possible, as part of the operational force so that the significant investment in the Reserve Components over the past decade is not squandered. If routinely employed in a rotational, predictable, and proportional manner, Soldiers/Airmen, families, and employers will continue to be supportive in emergent situations. When such situations occur, particularly an immediate demand for humanitarian assistance and disaster relief forces, the National Guard is well-suited to react instantaneously to support those in need at home and abroad.

The National Guard: A Great Value for America

The value of the National Guard is evident through its proven capabilities in two distinct missions—protecting America at home and defending America overseas. In its domestic missions, National Guard members’ understanding of the local communities where they live and serve allow them to act quickly and effectively when needed. The National Guard is able to perform its homeland mission while also providing a significant level of support to U.S. engagements overseas and the men and women of the Army and Air National Guard continue to deploy to meet the needs of the nation.

The current fiscal situation of the United States is forcing its leaders to recognize that efficiency is necessary. Secretary Gates has challenged the services to allocate money more wisely. Discussions in Congress and within the administration emphasize the fact that, in upcoming years, the Department of Defense will be expected to continue to provide the highest level of military capabilities without the continued budget increases.

As a dual-missioned operational force, requiring only a small portion of defense funds, the National Guard can provide the services with a solution to their challenge. The nation must invest limited resources wisely to provide for the future security of Americans, and a wise, value-added choice is a ready, capable, and accessible National Guard.

END NOTES

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⁴ Testimony of Deputy Secretary of Defense William J. Lynn, III, "Submitted Statement on the Budget Before the House Budget Committee"

Cannon House Office Building, Washington, D.C., (4 Mar 2010), <http://www.defense.gov/speeches/speech.aspx?speechid=1429>.

⁵ Gates, 8 May 2010

⁶ 18 U.S.C 1385, "Use of Army and Air Force as posse comitatus." This Act prohibits most members of the federal uniformed services from exercising nominally state law enforcement, police, or peace officer powers that maintain "law and order" on non-federal property within the United States.

⁷ Staff Sgt. Jim Greenhill, "'JTF Empire Shield' still serving after 8 years," (11 Sep 2009), <http://www.army.mil/news/2009/09/11/27237-jtf-empire-shield-still-serving-after-8-years>

⁸ National Guard Bureau, *Hurricane Katrina: The National Guard's Finest Hour*. http://www.ng.mil/news/archives/2006/08/082806-Finest_Hour.aspx, (2006).

⁹ National Guard Bureau Counter Drug Fact-Sheet. www.ng.mil/media/factsheets/CD_Factsheet.doc

¹⁰ Master Sgt. Mike R. Smith, "Guardsmen hone in on successful missile defense test," (9 Dec 2008), <http://www.ng.mil/news/archives/2008/12/120908-Guardsmen.aspx>

¹¹ LtGen Harry M. Wyatt III, "Statement before the House Armed Services Committee Subcommittee on Readiness, First Session, 111th Congress, on Air Sovereignty Alert Mission for the Air National Guard," *House Armed Services Committee Subcommittee on Readiness, First Session, 111th Congress* (2009), http://armedservices.house.gov/pdfs/READ042209/Wyatt_Testimony042209.pdf

¹² 2007 DoD report cited in Dionne Jr., E.J. (31 May 2010). "Fighters in isolation." *The Washington Post*: A15.

¹³ Wyatt, (2009).

¹⁴ Department of Defense, "Quadrennial Defense Review Report," (Feb 2010), http://www.defense.gov/qdr/images/QDR_as_of_12Feb10_1000.pdf;

¹⁵ "Clinton: Use 'Smart Power' In Diplomacy." *CBS News*, (13 Jan 2010), <http://www.cbsnews.com/stories/2009/01/13/politics/main4718044.shtml>.

¹⁶ C. Cohen, Nye, J.S., Armitage, R., "A Smarter, More Secure America" *Center for Strategic and International Studies*, (2007), <http://csis.org/publication/smarter-more-secure-america>.

¹⁷ CSIS, "CSIS Commission on Smart Power: A smarter, more secure America," (2007), http://csis.org/files/media/csis/pubs/071106_csissmartpowerreport.pdf.

¹⁸ M.D. Braun, "The National Guard State Partnership Program: Citizen Soldiers as Grassroots Peacemakers," *Paper presented at the annual meeting of the ISA's 49th Annual Convention: Bridging Multiple Divides*, (San Francisco: CA, 2008).

¹⁹ Central Intelligence Agency, "Afghanistan," *CIA World Factbook*, (2010), <https://www.cia.gov/library/publications/the-world-factbook/geos/af.html>.

²⁰ Jim Greenhill, "National Guard mission in Kosovo evolves over time," *National Guard Bureau*, (May 2010), <http://143.84.202.9/news/archives/2010/06/060410-Kosovo.aspx>.

"Among the Guard's contributions here: security patrols in support of Kosovo police; a medical task force working with local professionals to improve education on H1N1 flu and other specialized medical issues; Guardmembers teaching English and helping Kosovo authorities with civil affairs activities to advance the quality of life and improve infrastructure."

²¹ Several studies were reviewed: Army G-8, "Business Case," 2005.; Army G-8, "Fully-Burdened Costs per Soldier Study," (2008).; Commission on the National Guard and Reserves, "Transforming the National Guard and Reserves into a 21st-Century Operational Force," (2008), http://www.cngr.gov/Final%20Report/CNGR_final%20report%20with%20cover.pdf.; Government Accountability Office, "DOD Needs to Establish a Strategy and Improve Transparency over Reserve and National Guard Compensation to Manage Significant Growth in Cost," (2008), <http://www.gao.gov/highlights/d07828high.pdf>.; J. A. Klerman, C. Ordowich, A.M. Bullock, S. Hickey, "The RAND SLAM Program," (2008), http://www.rand.org/pubs/technical_reports/TR433/.; OASD-RA, "Comparison of Manpower and Budget," (2006).; & RAND, "BCT Cost Study," (2007).