

# 2004 NATIONAL GUARD POSTURE STATEMENT

EXECUTIVE SUMMARY  
ARMY NATIONAL GUARD  
AIR NATIONAL GUARD  
JOINT STAFF  
STATE ADJUTANTS GENERAL



*Protecting America at Home and Abroad*

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**MAJOR GENERAL RAYMOND F. REES, ACTING CHIEF**  
NATIONAL GUARD BUREAU



Since the first muster of three militia regiments in Salem, Massachusetts, on December 13th, 1636, the National Guard has protected America at home and abroad. Nearly every generation in American history can attest to the significant contribution citizen-soldiers and subsequently airmen have made in defense of our freedoms and way of life. Long before September 11th, 2001, the National Guard, both at home and abroad, had served this nation at unparalleled levels. In the near past, the National Guard contributed substantial forces, equipment and people to critical stabilization forces in Bosnia; peacekeeping forces in the Sinai; no-fly zone operations in Southern and Northern Watch; State to State partnerships; domestic emergencies; humanitarian operations; and numerous combat operations across the world.

On September 11th, 2001, while already heavily engaged in other mission areas, the National Guard responded in droves to our local, state and national needs. They dropped everything and ran to the defense of our nation. Many citizen soldiers and airmen were on the scene within minutes. Many are still there today—eighteen months later. At the peak of our contribution over the last year, nearly 50,000 National Guardsmen were daily on the front lines of the Global War on Terrorism. This is in addition to the nearly 35,000 Active Guard and Reserve members whose contributions significantly grew as well. We are increasingly the man or woman the world sees in uniform. Today's National Guard deploys citizen-soldiers and airmen to dangerous and austere conditions in places like Afghanistan and Southwest Asia where we conduct ground, air and space combat operations in support of the National Guard's **number one priority—Global War on Terrorism.**

Where this anti-terrorist effort goes—the National Guard will go with it—along side our partners in the other Active and Reserve Components. The National Guard has the will—we need the sustaining resources for both our people and equipment, including simplified and standardized benefits to all our National Guard and reserve members, regardless of the status in which they serve our country.

For the past 366 years, the National Guard has been engaged in the business of securing the homeland and our roots are firmly established in the **Homeland Security mission—our second priority.** We lead the Department of Defense efforts in providing force protection, critical infrastructure protection, border security, missile defense, intelligence, transportation, Weapons of Mass Destruction, communication support, as well as medical, and air sovereignty capabilities. The National Guard is present for duty—bringing great skills, talent and capabilities to bear in an increasingly dangerous world. Our presence in more than 2700 communities throughout the U.S. and its territories served to connect America to our fighting forces.

As the Department of Defense works to define its role in providing homeland defense and security for the nation, it must include the National Guard as a primary player because of our inherent capability to promote a better federal/state relationship. We must leverage

this relationship for Peace. In nearly every conceivable scenario, National Guard units—under the control of their Governor and Adjutant General—will be the first military responders on the scene. Recently, Northern Command and the Department of Homeland Security have established the lines of coordination with the National Guard Bureau, fulfilling our role as the statutory “channel of communications on all matters pertaining to the National Guard.” This will ensure effective military support for the full spectrum of Homeland Security preparation, training, exercise and operations. The National Guard is ready to accomplish this mission.

One of the most important lessons that American leaders can take from the past year is a fuller appreciation of the adaptability and ability to react quickly provided by the National Guard’s three different duty statuses: State active duty as the state militia; our federal role as the National Guard of the United States in Title 10 status; and the federally funded and state-executed operations under Title 32 as the National Guard of the several states. This flexibility must be protected and well-resourced at all times. In addition, many discovered that while partial mobilization authority is critical at times of great need, the use of volunteerism in combination with the necessary Partial Mobilization authority gives National Guard commanders the proper tools to insure sustained, ready forces.

Increased frequency of mobilization is an issue. Constant and continued use of National Guard forces has changed the context of the term “reserve” duty. The manner in which personnel are accessed to duty, length of tours, and personnel programs all need to be examined in light of the new reality of military service. This review must include simplified and standardized benefits to all our National Guard and Reserve members, regardless of the status in which they serve.

Most of the issues that surfaced following mobilization of National Guard personnel for Operations Noble Eagle and Enduring Freedom revolved around the disparity of benefits associated with different status of service. Those mobilized under USC Title 10 could claim protection under the Soldiers & Sailors Civil Relief Act, while those serving under USC Title 32 could not.

Many factors influence the abilities of our forces to meet today’s increasing demands. Certainly, the level of Full-Time Manning available to the Army National Guard has been a readiness factor for years. Now more than ever, the Air National Guard depends on its Full-time Force as well, to sustain growing air sovereignty alert, force protection, and command post requirements. Full-time management has always been a critical factor in how we deal with logistics, administration, training and their impact on readiness. Full-time management includes the ability to support traditional forces that contribute at extraordinary rates and in new mission areas. New Department of Defense missions—including the Global War on Terrorism and Homeland Security—require both full-time and end strength resources above the pre-“9/11” assessments.

Infrastructure and facilities are increasingly important. Many of our National Guard facilities are well past their useful life. Inadequate facilities impact both the training and quality of life of our members as well as drain valuable resources. Our facilities have to reflect the developing roles and missions for increased National Guard participation in both global warfare and homeland security. We need to ensure decision-makers know and understand the value of our infrastructure for both homeland security and distributed wartime capability.

Infrastructure includes our tremendous information technology distributed capabilities across the 54 States and territories. There is a critical need for legislation that designates the National Guard Bureau “agency status” under Clinger-Cohen for the purpose of establishing the responsibilities of the Chief Information Officer. This legislation is essential as the National Guard Bureau complies with congressional report language of both the Senate and House to centrally manage and operate an information technology network under the direction of the Chief of the National Guard Bureau and the National Guard Bureau Chief Information Officer. Information Technology is both a current and future warfare enabler—both at home and abroad.

Our nation’s defense leaders have gone on record repeatedly stating that America cannot go to war without the National Guard. We take this responsibility for national security seriously and recognize it as one of the keys to our future as a relevant, reliable and ready force that is **Transformed for the 21st Century—our third major priority**. History demonstrates repeatedly, both the benefits and costs associated with inclusion or not of the National Guard in war fighting efforts. The National Guard—like no other military entity—ensures the American will and support for military action.

That means National Guard members must be prepared to fight in new combat environments that include high-technology systems, complex weapons and equipment. As major contributors to the force structure and capability of the US Army and US Air Force, the National Guard must be a full partner and integral part of any plan to transform our military services from the outset.

Now, more than ever, the Army and Air National Guard are critical components of the Total Force and used in a much different manner than just 15 years ago. Current Operational Tempos are using up the equipment at a much greater pace than planned.

For those legacy systems that can not be replaced, we must recapitalize them with technology infusion to preserve their combat capability and enhance our investment in these systems. Life extension programs, re-engineing, modern targeting systems are a few examples of the improvements required to maintain a superior force. The National Guard must be a full partner within all Services' modernization plans. This relationship will allow the National Guard to provide the modern forces needed by the Combatant Commanders.

I am confident that the leadership in our National Guard is strong, our personnel ready, and our missions relevant. Around the world, both Army and Air Guard commanders have stepped up to the challenge, accepting leadership positions which have allowed them to interact not only with other components of our Services, but the international community as well. Our leaders have taken their turns guiding stabilization forces in Bosnia and rotational commanders of Antiterrorist Coalition forces in Kyrgyzstan. We are expanding our historical "jointness" in these environments, which will be critical to new warfighting strategies that leverage unique core competencies of all Services.

Whether at home or deployed, fighting the **Global War on Terrorism** or securing the safety of Americans through **Homeland Security** efforts, the National Guard is **transforming** daily. With proper resourcing of both people and equipment, we will always be there when our nation calls. Former Congressman Sonny Montgomery has repeatedly said, "This nation would be nearly paralyzed by various crises if the Guard did not exist." We must ensure this never happens. Together we can lead our National Guard toward the future with determination and vision, but it must be one that is well-thought out, resourced, and maintains the relevance and the spirit of the National Guard and the citizen-soldier and airman.

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**MR. CHRISTOPHER D. GARDNER, DIRECTOR**  
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History will reflect on the year 2002 as a time of challenge, of change and of profound visibility and recognition for the contributions of our modern National Guard. It was a year when vigilance became our watchword, and readiness and responsiveness became imperative. When threats unthinkable just three years ago became part of our everyday vernacular—when words like anthrax, small pox, and “dirty bombs” were routinely reported on the nightly news and when “shelter in place” drills replaced “fire drills” as part of our school children’s daily curriculum. In a post September 11 era, our nation lost its innocence, and was awakened to a world changed forever. Life, as we once knew it, would never be the same.

During 2002, our community based National Guard units were often looked to first by their governors and the public for security, safety, and to help restore a sense of calm in a seemingly frenzied world of chaos and change.

In our nation’s airports, Guardsmen quickly helped to restore public confidence in air travel, when that faith was temporarily shaken by the events of September 11. On our nation’s borders, thousands of Guardsmen were requested by the Secretary of Defense to support federal agencies performing border security operations until changes and procedures in securing our nations borders were accomplished.

Few would argue that Homeland Security is among the most important issues facing the United States in the years ahead. The National Guard stands ready to support the state governors and President whenever, wherever it is asked. The Guard’s unique dual-mission to state and nation makes it a flexible, reliable and accessible asset to governors and local first responders in time of crisis. The NGB Homeland Security Directorate is working closely with the 54 states and U.S. territories to ensure National Guard missions and capabilities are fully integrated into the overall plan for Homeland Security. The Bureau's directorate will also work closely with the U.S. Northern Command by providing personnel to fill critical staffing requirements and help serve as a natural conduit to the states and territories.

The National Guard Weapons of Mass Destruction, Civil Support Teams (WMD-CST) were integrally involved in the response efforts during the September 11th terrorist attacks, and throughout 2002 were dispatched to hundreds of real world contingencies to support local first responders in identifying possible chemical, biological, or radiological threats. Through the unique capabilities of these

teams, the National Guard continues to strengthen the overall Department of Defense and Army Civil Support Program by providing a community based resource to help state and local authorities assess, detect a Weapons of Mass Destruction incident and assist the local incident commander's response strategy with cutting edge technology and expertise. Of the 32 teams that have been established, the Secretary of Defense has operationally certified 30.

And with the entire world watching during the winter of 2002, the National Guard provided close to 4500 soldiers to support the 2002 Olympics at Salt Lake City, Utah. National Guard units from 19 states provided a myriad security and logistical support operations to help ensure the flawless execution of this historical world event.

In 2002, the National Guard continued to prosecute the Nation's War on Drugs, through effective counterdrug programs that target both supply interdiction and demand reduction. The National Guard recognizes the nation's illicit drug crisis is a matter of homeland security, and that it is not exclusively a problem of demand or supply, but stems from both. Because drug abuse continues to threaten the health of our citizens, our neighborhoods and schools, and the stability of our communities where we live and work, the National Guard continues to chip away at the nation's drug crisis, as it has since our first state-based program kicked off in 1989. Today, the National Guard Counterdrug Program has flourished to 54 states and territories with a total budget of \$197 million in Fiscal Year 2002. With continued support and funding into the coming years, the National Guard can continue to fight and win this ongoing war within our own borders and abroad by providing the personnel, resources, equipment, education and training initiatives to wipe out drugs in our society and provide promise and hope to future generations.

The National Guard ChalleNGe program enjoyed yet another successful year, targeting at-risk youth and offering a program that gives life skills and mentoring to often troubled teens. Where public schools and other traditional high schools have been unable to meet the needs of high risk youth, National Guard ChalleNGe gives at risk 16-18 year old high school drop outs the tools, experience, and personal confidence to succeed, and to turn those youth into productive, employed, and responsible contributing citizens to our society. The National Guard has numerous success stories of lives profoundly changed by this most critical youth Guard program. In 2002, the ChalleNGe program continued to grow, adding five additional new states to the current 27 states with active ChalleNGe programs.

Looking outside our nation's borders, the National Guard Bureau Division of International Affairs executed a broad range of international initiatives throughout the world in 2002 to support our nation's National Military Strategy's mandate of shaping the international security environment. Among the most visible of these initiatives is the National Guard State Partnership Program, which capitalizes on the unique aspects of our citizen soldier tradition in society. Thirty-six countries are now partnered with Guard units in 35 U.S. states, two territories, and the District of Columbia National Guard. The program opens the gateway into new cultures and societies for the individual Guardmember while helping promote mutual understanding in countries throughout Europe, the Pacific, South American and the former Soviet Republic. Many of these nations are fledgling yet fragile democracies, looking to model our country's long standing history of military subordination to civilian authority. This time-tested program builds long-term community-to-community and people-to-people relationships aiding in building a stable world security environment.

The National Guard is also actively engaged in supporting the nation's missile defense program by providing personnel to operate the Ground-based Midcourse Defense, formerly known as National Missile Defense. In Fiscal Year 2002, funding was provided for the hiring of a start up staff of seven people to support the Department of Defense missile defense program. In Fiscal Year 2003, the National Guard Bureau will begin hiring 85 Active-Guard Reserve personnel based in Alaska and Colorado whose mission will be to provide operators and security support to the Ground Base Midcourse Defense mission.

Along with the many missions described, the National Guard continues in its federal role to provide support to the combatant commanders in virtually every theater of military operations. In Fiscal Year 2002, thousands of Guardmembers were deployed to support ongoing military contingencies throughout the world, to include Operation Enduring Freedom, Operation Noble Eagle, as well as peacekeeping operations in Bosnia and Kosovo.

As we look to the coming years, we see a National Guard positioned where it has always been: in the heart of our communities providing for the common defense. Although the definition or meaning of the common defense may transform over time, the tradition of the citizen soldier will remain unchanged. The National Guard's deep roots in its communities are its greatest strength as it touches the lives and brings the U.S. military "home" to grassroots Americans. Citizens look to their state and local Guard for safety and assurance in times of peace and in war. These modern day National Guard warriors stand as proud and committed as their militia forefathers did some 366 years ago, and serve today often at great personal and professional sacrifice. It is often said that the National Guardsman is "twice the citizen." I would agree that these remarkable young men and women are indeed, twice the citizen, as they carry out their dual-oath to both state and nation. It is a heritage rooted in our Constitution, and ingrained in our American psyche.



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