

# THE ARMY NATIONAL GUARD DIVISION HEADQUARTERS IN THE ARMY OF 2020

A Monograph

by

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## ABSTRACT

THE ARMY NATIONAL GUARD DIVISION HEADQUARTERS IN THE ARMY OF 2020,  
by Major Chris M. Mabis, 56 pages.

The United States Army is in a period of change. Lessons learned over the past decade of conflict and the reality of fiscal constraint will ultimately lead to a new narrative. As the Army writes a new narrative, the Army National Guard must as well. While the term operational reserve is now in the Army lexicon, the question remains: operational for what? This monograph looks at the evolution of the Army National Guard division headquarters from earliest militia tradition through the present, with an eye towards the future. The future represents an opportunity for the division headquarters to write a new narrative based on an approach of building relationships. In the end, the Army National Guard division headquarters remain a relevant force for domestic and overseas missions to fulfill operational missions and support combatant commanders' objectives.

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## ACRONYMS

ACC	Army Capstone Concept
ADOS	Active Duty Operational Support
AFRICOM	United States Africa Command
ARFORGEN	Army Force Generation
ARNG	Army National Guard
ARNORTH	United States Army North
BCT	Brigade Combat Team
CENTCOM	United States Central Command
CERFP	Chemical, Biological, Radiological, Nuclear Enhanced Response Force Packages
DA	Department of the Army
DART	Domestic All Hazards Response Team
DCC	Domestic Coordination Cell
DoD	Department of Defense
EB	Enhanced Brigade (Army National Guard)
EMAC	Emergency Management Assistance Compact
EUCOM	United States European Command
FEMA	Federal Emergency Management Agency
FM	Field Manual
FORSCOM	United States Army Forces Command
HQ	Headquarters
HRF	Homeland Response Force
ISAF	International Security Assistance Force
JCTP	Joint Contact Team Program
KFOR	Kosovo Force
NATO	North Atlantic Treaty Organization

NG	National Guard
NGB	National Guard Bureau
NMS	National Military Strategy
NORTHCOM	United States Northern Command
OMLT	Operational Mentor Liaison Team
PACOM	United States Pacific Command
QDR	Quadrennial Defense Review
RA	Regular Army
RC	Reserve Component
SFOR	Stabilization Force Bosnia – Herzegovina
SOUTHCOM	United States Southern Command
SPP	State Partnership Program
TCP	Theater Campaign Plan
TOE	Table of Organization and Equipment
ULO	Unified Land Operations
USAR	United States Army Reserve
WMD-CST	Weapons of Mass Destruction Civil Support Team

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## INTRODUCTION

A critical component of the Army's future is the integration of Reserve forces. Since 2001, the Army has learned the importance of an operational Reserve Component in meeting mission requirements. Continued training and readiness of the Reserve Component is paramount to the Army's overall readiness and stability, and our nation's security. We are going to make sure we do that, and we do it right.

—The Honorable John M. McHugh, Secretary of the Army, October 2012<sup>1</sup>

The future ain't what it used to be.

—Yogi Berra, American Major League Baseball Hall of Famer<sup>2</sup>

The words of Secretary McHugh are familiar to the United States Army. Now, as at the end of other conflicts, the Army will craft a new narrative on the relationship between the Regular Army (RA) and its Reserve Components (RC) – the Army Reserve (USAR) and the Army National Guard (ARNG). However, the future will certainly not be like the past. Unlike the end of conflict or identification of a peer competitor characterizing prior narratives, the Army in 2013 faces an uncertain operational environment further complicated by fiscal uncertainty. Therefore, the question the Army must answer is: in an era of fiscal austerity, how does the Army transition to a smaller, capable force while capitalizing on an experienced all volunteer force – both active and reserve – to meet the demands of the future operational environment?

As the RA revises its narrative, the ARNG must do the same. Over the past decade, the narrative of the operational reserve emerged as the RC's story. The operational reserve – the routine and regular use of the RC in ongoing military missions – stands in contrast to the previous narrative of the strategic reserve – the use of the RC to augment the active component in the event

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<sup>1</sup>C. Todd Lopez, "Army Will Do Its Job with Less, Secretary Says," [www.army.mil](http://www.army.mil/article/89735/Army_will_do_its_job_with_less_secretary_says/), [http://www.army.mil/article/89735/Army\\_will\\_do\\_its\\_job\\_with\\_less\\_secretary\\_says/](http://www.army.mil/article/89735/Army_will_do_its_job_with_less_secretary_says/) (accessed March 30, 2013).

<sup>2</sup>Yogi Berra, "Yogi Berra Quotes," BrainyQuote, [http://www.brainyquote.com/quotes/authors/y/yogi\\_berra.html](http://www.brainyquote.com/quotes/authors/y/yogi_berra.html) (accessed March 30, 2013).

of a major contingency.<sup>3</sup> In 2008, Department of Defense (DoD) Directive 1200.17, *Managing the Reserve Components as an Operational Force*, affirmed integration of the operational reserve as part of the total force. In 2012, Department of the Army (DA) Army Directive 2012-08, *Army Total Force Policy*, directed the RA, ARNG, and USAR to integrate as a total force – each providing operational and generating forces in support of National Military Strategy (NMS) and Army commitments worldwide. However, as current conflict winds down and the Army faces an uncertain threat and financial future, Dr. John Nagl’s question from *Joint Forces Quarterly*, Issue 59, 4th Quarter 2010 must be answered for the future of the RC: operational for what?<sup>4</sup>

This monograph distills Dr. Nagl’s question further to look at the future of the ARNG division headquarters (HQ). The ARNG provides forty-four percent of the division HQ in the total Army force and provides training readiness oversight to ARNG Brigade Combat Teams (BCTs) and support brigades. Additionally, the ARNG division HQs provide governors access to capabilities resident in the division HQ for domestic operations.<sup>5</sup> Modern division force structure has existed in the ARNG since the National Defense Act of 1916 authorized the organization of the RA and National Guard (NG) into permanent brigades and divisions.<sup>6</sup> ARNG divisions provided expansible force structure for both World Wars and the Korean War, but languished

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<sup>3</sup>John D. Winkler, “Developing an Operational Reserve, A Policy and Historical Context and the Way Forward,” *Joint Forces Quarterly* (Fourth Quarter, 2010), 15.

<sup>4</sup>John A. Nagl and Travis Sharp, “Operational for What? The Future of the Guard and Reserves,” *Joint Forces Quarterly* (Fourth Quarter, 2010), 22.

<sup>5</sup>National Guard Bureau, Army National Guard Directorate, G5, *2012 Strategic Planning Guidance* (Arlington: National Guard Bureau, 2011), 3. The ten essential capabilities of the ARNG distributed across the fifty states and four territories are: command and control, medical, communications, logistics, transportation, engineer, civil support teams, maintenance, security, and aviation.

<sup>6</sup>John B. Wilson, *Maneuver and Firepower: the Evolution of Divisions and Separate Brigades* (Washington, DC: Center of Military History, 1998), 37.

during the Vietnam War. The Total Force Policy renewed interest in the ARNG division for the defense of Western Europe, but the end of the Cold War questioned their continued usefulness.<sup>7</sup> Yet, the division HQ survived the Bottom Up Review and force reductions of the 1990s. ARNG division HQ enjoyed a renaissance at the turn of the twenty-first century, providing rotational division HQ for stabilization forces in Bosnia and Kosovo. However, Iraq and Afghanistan told another story as RA division HQ deployment outpaced the ARNG by a ratio of fifteen to one.<sup>8</sup> Therefore, based on disparity of employment over the past decade of conflict, the future of the ARNG division HQ remains in question.

The Army of 2020 study frames the ARNG division HQ in context of the next decade. Chartered in 2011 by then Army Chief of Staff, General Martin Dempsey, the study looked past conflicts in Iraq and Afghanistan to develop a plan for Army forces to develop a wide range of capabilities to meet a wide range of potential challenges.<sup>9</sup> Maintaining an operational reserve, improving mission command at echelons above brigade, enhancing Army advisory capability, and regionally aligning forces are all major ideas of the study and are central to the future role of the ARNG division HQ.<sup>10</sup> Parallel to the Army of 2020 study, a host of commissions, panels, and studies have looked at the future of the RC as an operational reserve. Maintaining the RC as an operational reserve to preserve the all volunteer force is a common thread running throughout. Most recently, the 2011 *Comprehensive Review of the Future Role of the Reserve Component*

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<sup>7</sup>Ibid., 353.

<sup>8</sup>Patrick Cornwell “ARNG Division Headquarters in an Era of Persistent Conflict” (Monograph, School of Advanced Military Studies, 2011), 15., in Combined Arms Research Library Digital Library, <http://cgsc.contentdm.oclc.org/cdm/singleitem/collection/p4013coll3/id/2742/rec/1> (accessed March 30, 2013).

<sup>9</sup>U.S. Department of the Army, U.S. Army Training and Doctrine Command, Army Capabilities Integration Center, “Adapting the Army for 2020,” (June 12, 2012).

<sup>10</sup>Ibid.

recommended predictable and periodic use of the RC in support of overseas contingency operations, homeland defense and support to civil authorities, and support of combatant commanders' objectives as crucial in maintaining a ready operational force that provides both immediate relief to the active component and strategic depth.<sup>11</sup> This monograph looks to fuse the ideas of the Army of 2020 study with the recommended future roles of the operational reserve to develop a comprehensive approach for the ARNG division HQ in the Army of 2020.

This monograph proposes a narrative for the ARNG division HQ as an integral part of the Army total force. Tradition anchors the ARNG division HQ as both a trained and ready force structure for rapid expansion of the Army and as a capable force that contributes to homeland defense and support to civil authorities. Complementing the traditional role of the ARNG division HQ, the recent maturity of the ARNG's State Partnership Program (SPP) illustrates the ability of the ARNG to develop lasting relationships over time. The ARNG division HQ leverages this capability to support combatant commanders' objectives and build lasting relationships here in the homeland. In the end, the purpose of this monograph is to add to the body of knowledge and propose a construct for the ARNG division HQ in the Army of 2020 that complements the Army's ability to, "seize, retain, and exploit the initiative to gain a position of relative advantage over the enemy."<sup>12</sup>

This monograph consists of four sections with an introduction and conclusion. Section one surveys literature relevant to the ARNG division HQ beginning with sources establishing the American military system and ending with a view of the future described in current strategy and planning guidance. Section two frames the ARNG division HQ based on the evolution of the

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<sup>11</sup>U.S. Department of Defense, *Comprehensive Review of the Future Role of the Reserve Component* (Washington, DC: Government Printing Office, 2011), 4.

<sup>12</sup>U.S. Department of the Army, *Army Doctrine Publication, (ADP 3-0), Unified Land Operations* (Washington, DC: Department of the Army, 2011), 5.

militia through conflicts of the twentieth century. Section three looks at the new normal of the twenty first century in relation to transformation, homeland defense, a different kind of conflict, and in the emerging role of building relationships with partner countries. Section four provides a comprehensive approach for the future role of the ARNG division HQ as the combat reserve of the Army, as an integral partner in homeland defense, and by building lasting relationships in support of combatant commanders' objectives. This monograph concludes by visiting counterpoints to the thesis and ensuring congruency between the initial question posed and the posited thesis. This monograph does not propose changes to the existing ARNG division HQ Table of Organization and Equipment (TOE), nor does it propose reduction in forces or relocation of force structure. ARNG division HQ enjoy a strong heritage in their home state of assignment and it is outside the scope of this monograph to recommend changes. Further, this monograph looks at the ARNG division HQ, therefore the paper does not discuss, other than in general reference to the RC, the USAR or other RCs of the armed forces.

## LITERATURE REVIEW

### Introduction

An understanding of the past informs a view of the future. This literature review looks to the past to gain an understanding of the relationship between the RA and the ARNG over the course of the nation's history. A summary of works establishes the relationship between the dual traditions of military service in the United States – the citizen soldier and full-time professional. Next, looking to the future casts light on potential future roles of the ARNG division HQ based on current policy and strategy. Finally, a review of prior scholarly works on the ARNG division HQ avoids duplication of effort and provides a starting point for further work. Analysis of the aforementioned sources provides the basis for further research on the role of the ARNG division HQ.

### The Tale of Two Armies

Allan Millett and Peter Maslowski trace the military history of the United States from the early colonial period through the Vietnam War in *For the Common Defense, a Military History of the United States*. The authors contend the American military system evolved as a pluralistic system due to political, economic, social, and institutional preference.<sup>13</sup> Russell Weigley explores the pluralistic system – a mixed force of professionals and citizen-soldiers – in *The History of the United States Army*. Weigley offers a history of the United States Army as the story of two armies – the militia inherited from the early colonists' English traditions and the professional army, born

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<sup>13</sup>Allan R. Millett and Peter Maslowski, introduction to *For the Common Defense: A Military History of the United States of America*, by Allan R. Millett and Peter Maslowski (London: Free Press, 1984), xi – xiv.

out of necessity as the colonies struggled for independence.<sup>14</sup> Both of the aforementioned works look at historic tension between the two armies throughout formative periods of the Army.

The post American Civil War period illustrated the tension between the two armies as both reinvented themselves as a modern army in the late nineteenth century. John Logan, a former citizen-soldier, argued the virtue of the citizen-soldier in *The Volunteer Soldier of America*. Logan praised the citizen soldier while holding the professional soldier in contempt as the, “despoiler of the liberties of the masses.”<sup>15</sup> However, Logan’s book offered an idealized view of the militia born out of distaste for the professional soldier. Equally skewed was Emory Upton’s *Military Policy of the United States*. Upton, a talented professional soldier, devoted his post-American Civil War career in search of military efficiency. Upton sought to apply the Prussian model on the United States and characterized civilian control of the military and use of the militia as an inefficient system, responsible for unnecessary bloodshed over the course of the nation’s young history.<sup>16</sup> Jerry Cooper points out in *The Militia and the National Guard in America since Colonial Times*, Upton’s greatest failing was his inability to place the American military system in the context of social, political, and economic preference.<sup>17</sup> The importance lies in understanding the tension between the two armies over the course of the nation’s history. In the end, the modern American military system that transpired – what the nation would accept

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<sup>14</sup>Russell F. Weigley, introduction to *History of the United States Army*, by Russell F. Weigley (Bloomington: Indiana University Press, 1967), xi-xiv.

<sup>15</sup>John A. Logan, *The Volunteer Soldier of America* (Chicago: R.S. Peale and Company, 1887), 78, <https://play.google.com/books/reader?id=9rwTAAAAQAAJ&printsec=frontcover&output=reader&authuser=0&hl=en&pg=GBS.PR1> (accessed March 25, 2013).

<sup>16</sup>Emory Upton, *The Military Policy of the United States* (Washington, DC: Government Printing Office, 1912), vii, <https://play.google.com/books/reader?id=ExISAAAAYAAJ&printsec=frontcover&output=reader&authuser=0&hl=en&pg=GBS.PP7> (accessed March 26, 2013).

<sup>17</sup>Jerry Cooper, *The Militia and the National Guard in America Since Colonial Times: a Research Guide* (Westport: Greenwood Press, 1993), 13.

politically, economically, and socially – was a tiered level of readiness of a professional army, backed by an organized RC, able to expand rapidly with conscripts. The modern American military system of the early twentieth century gave rise to the permanent division force structure and is the basis for the modern system existing today.

John B. Wilson's, *Maneuver and Firepower: The Evolution of Divisions and Separate Brigades*, is a primary source for the organization of Army divisions. Designed for survivability on the modern battlefield, the division structure brought together permanent combined arms and logistics teams that trained for war.<sup>18</sup> Wilson traces the evolution of the permanent divisions through both war and peace in the twentieth century and comes to two conclusions with implications for the future of the division. First, the desire for combined arms mobility and maneuverability is paramount.<sup>19</sup> Both doctrine and field commanders will continue to change the composition of the division to meet the demands of the operational environment. Second, armies in democracies languish during peacetime.<sup>20</sup> This conclusion is relevant today as the current conflicts end and the Army looks towards the Army of 2020 to maximize capabilities to meet requirements in an era of fiscal austerity and force reductions.

*Kevlar Legions, The Transformation of the U.S. Army, 1989 – 2005* fast forwards the relationship between the two armies to the late twentieth century to look at the Army through the lens of transformation into the modern system of the present. Brigadier General (retired) John S. Brown's historical account documents periods of Army transformation in response to changes in doctrine, threat, technology, and culture. His view establishes the current relationship between the ARNG and the RA as a continuing evolution of the military system born out of the Root Reforms

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<sup>18</sup>Wilson, *Maneuver and Firepower*, 23.

<sup>19</sup>Ibid., 416.

<sup>20</sup>Ibid., 417.

of the early 1900s. Brown acknowledges the RC – both the ARNG and the USAR – as an indispensable part of the all volunteer force.<sup>21</sup> His acknowledgement reinforces the role of the ARNG in future conflict as an operational force due to the changing societal landscape in the United States against the prospect of full mobilization.

Michael Doubler offers a history of the ARNG in *Civilian in Peace, Soldier in War, the ARNG, 1636 – 2000*. Doubler confirms the ARNG's role in the American military system as previously argued by Brown. The end of the draft and diminishing prospect of full mobilization established the ARNG as the remaining link between the RA and American society.<sup>22</sup> The preface of his book offers a solid prediction of ARNG missions in the current operational environment. The four missions are: conducting combat operations, replacing deploying RA units, remaining a deterrent against the outbreak of other hostilities, and taking an active role in homeland defense.<sup>23</sup> These predictions accurately foreshadow the evolution of the ARNG as an operational force over the decade following September 11, 2001.

#### A Look to the Future

The terrorist attacks on September 11, 2001 fundamentally changed the relationship between the RA and the ARNG. Since that date, more than 500,000 ARNG soldiers in units from detachments to division HQ have mobilized and deployed in support of operations in Iraq and

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<sup>21</sup>John S. Brown, *Kevlar Legions: the Transformation of the U.S. Army, 1989 – 2005* (Washington, DC: U.S. Army Center of Military History, 2012), 467.

<sup>22</sup>Michael D. Doubler, *Civilian in Peace, Soldier in War: the Army National Guard, 1636 – 2000* (Lawrence: University Press of Kansas, 2003), 399.

<sup>23</sup>Michael D. Doubler, preface to the paperback edition *Civilian in Peace, Soldier in War: The Army National Guard, 1636 – 2000*, by Michael D. Doubler (Lawrence: University Press of Kansas, 2003), xv.

Afghanistan, as well as other overseas deployments and domestic missions in the United States.<sup>24</sup> However, outdated RC policy served the needs of a strategic reserve, not an operational reserve. As a result, the 2005 National Defense Authorization Act authorized a commission on the RC to look at future roles as part of the all-volunteer force. The final report delivered in January 2008, *Transforming the National Guard and Reserves into a 21st Century Operational Force*, was comprehensive, reaching six conclusions while making ninety five recommendations supported by 163 findings.<sup>25</sup> Ultimately, the commission concluded based on an uncertain operational environment, practical and executable reform was needed to transform the RC into a sustainable, integrated operational reserve capable of serving the national security interests of the United States in predictable overseas deployments, while responsive to emergencies in the homeland, and able to surge when required.<sup>26</sup>

The Quadrennial Defense Review (QDR) is a congressionally mandated report delineating a national defense strategy consistent with the most recent National Security Strategy by defining force structure, modernization plans, and a budget plan allowing the military to successfully execute the full range of missions within that strategy.<sup>27</sup> The 2010 QDR, delivered to Congress by Secretary of Defense Robert Gates identified six key missions of the United States Armed Forces: defend the United States and support civil authorities at home; succeed in

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<sup>24</sup>Sergeant First Class Jim Greenhill, “National Guard Director: Guard Accessible, Capable, Ready, Great Value to America,” [www.army.mil](http://www.army.mil), <http://www.army.mil/article/99378/> (accessed March 28, 2013).

<sup>25</sup>Commission on the National Guard and Reserves, *Transforming the National Guard and Reserves into a 21st Century Operational Force* (Washington, DC: Government Printing Office, 2008), 2.

<sup>26</sup>*Ibid.*, 4.

<sup>27</sup>Jeffrey Brake, “Quadrennial Defense Review: Background, Process, and Issues,” *Storming Media*, Pentagon Reports: Fast. Definitive. Complete., <http://www.stormingmedia.us/90/9037/A903774.html> (accessed March 28, 2013).

counterinsurgency, stability, and counterterrorism operations; build the security capacity of partner states, deter and defeat aggression in anti-access environments, Prevent proliferation and counter weapons of mass destruction; and operate effectively in cyberspace.<sup>28</sup> To accomplish the aforementioned missions, Army force structure maintained eighteen division HQs – ten in the RA and eight in the ARNG.<sup>29</sup> Clearly seeking efficiency in the all-volunteer force, Admiral Mike Mullen, then Chairman of the Joint Chiefs of Staff, commented that continued access to the RC as crucial for meeting global operational demands without substantially increasing the size of the active component and committed to commissioning a comprehensive assessment of RC policies, roles, and balance of forces between the active and RC.<sup>30</sup>

At the direction of Admiral Mullen, the *Comprehensive Review of the Future Role of the Reserve Component* was prepared in 2011 by the Office of the Vice Chairman of the Joint Chiefs of Staff and the Office of the Assistant Secretary of Defense for Reserve Affairs to provide analysis and make recommendations on the future role of the RC as an operational force consistent with the *2010 Quadrennial Defense Review*. According to the report, the RC as an operational reserve must perform the following roles: contribute to resolution of overseas conflicts, defend the homeland and support civil authorities, augment and reinforce the active component in major combat operations, support combatant commanders' objectives, provide national defense capabilities, and preserve the all-volunteer force.<sup>31</sup> While the report offered

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<sup>28</sup>U.S. Department of Defense, *2010 Quadrennial Defense Review*, by the Honorable Robert M. Gates (Washington, DC: Government Printing Office, 2010), 2.

<sup>29</sup>U.S. Department of Defense, executive summary to *2010 Quadrennial Defense Review*, by the Honorable Robert M. Gates (Washington, DC: Government Printing Office, 2010), xvi.

<sup>30</sup>U.S. Department of Defense, *Chairman's Assessment of the 2010 Quadrennial Defense Review*, by Admiral Mike G. Mullen (Washington, DC: Government Printing Office, 2010), 102.

<sup>31</sup>U.S. Department of Defense, *Comprehensive Review of the Future Role of the Reserve Component* (Washington, DC: Government Printing Office, 2011), 4.

recommendations on future roles of the RC, the comprehensive nature of the report cast a wide view across the entire RC and did not make recommendations on force structure or associated roles. However, the recommendations indicated potential future roles of the ARNG division HQ as an integrated part of the total force, responsible for support of contingency operations, active in homeland defense, and globally engaged in support of combatant commanders' objectives.

At the beginning of 2012, President Barack Obama and Secretary of Defense Leon Panetta issued new strategic guidance for the Department of Defense. *Priorities for 21st Century Defense* was an out of cycle, non-congressionally mandated report that sought to re-align Department of Defense priorities in response to the seemingly unavoidable fiscal crisis.<sup>32</sup> While not varying much from the *2010 Quadrennial Defense Review*, the President's *Priorities for 21st Century Defense* prioritized ten missions and signaled a move away from counterinsurgency with a focus on the Asia Pacific region. Of the ten missions, defending the homeland and providing support to civil authorities, providing a stabilizing presence, conducting stability and counterinsurgency operations, and conducting humanitarian assistance remained consistent with future roles recommended by the *Comprehensive Review of the Future Role of the Reserve Component*. While previous strategies used straightforward force planning constructs to size the force, this strategy assumed risk based on the uncertain nature of the operational environment and reliance on the RC as part of the operational force.

The United States Army responded to the President's new strategic guidance by issuing the *2013 Army Strategic Planning Guidance*. Employment of the total force – active, guard, reserve, and civilian workforce – was a common theme running throughout the 2013 guidance. To accomplish the President's ten missions, the Army will move towards regionally aligned,

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<sup>32</sup>U.S. Library of Congress, Congressional Research Service, *In Brief: Assessing DOD's New Strategic Guidance*, by Catherine Dale and Pat Towell (Washington, DC: Government Printing Office, 2012), 2.

mission tailored forces. Regionally aligned forces provide the combatant commander up to a joint task force capable HQ – normally a division or corps – along with scalable capabilities to support the combatant commanders’ objectives.<sup>33</sup> Mission tailored forces will align capabilities against three of the ten most likely missions: conducting counterterrorism and irregular warfare, deterring or defeating aggression, and defending the homeland and providing support to civil authorities.<sup>34</sup> While the *2013 Army Strategic Planning Guidance* post dates the *2012 ARNG Strategic Planning Guidance*, the ARNG’s guidance remains nested with the Army’s. To complement the Army’s plan, the ARNG will further develop leadership capability for homeland defense and defense support to civil authorities missions as well as supporting combatant commanders’ objectives through theater security cooperation activities, and humanitarian missions.<sup>35</sup> In addition to supporting the aforementioned Title 10 responsibilities, the ARNG ensures the essential ten capabilities are accessible to all states and territories.<sup>36</sup>

Major Patrick Cornwell’s School of Advanced Military Studies (SAMS) Monograph, the *Army National Guard Division Headquarters in an Era of Persistent Conflict*, looked at employment of ARNG division HQ for operational missions in Iraq and Afghanistan to relieve pressure on RA division HQ. His research reflected between September 2001 and December 2010, RA division HQ had conducted thirty deployments to Iraq and Afghanistan while Army

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<sup>33</sup>U.S. Department of the Army, *2013 Army Strategic Planning Guidance* (Washington, DC: Department of the Army, 2013), 5.

<sup>34</sup>Ibid.

<sup>35</sup>National Guard Bureau, *2012 Strategic Planning Guidance*, 3.

<sup>36</sup>Ibid. The ten essential capabilities of the ARNG distributed across the fifty states and four territories are: command and control, medical, communications, logistics, transportation, engineer, civil support teams, maintenance, security, and aviation.

National Guard division headquarters conducted two.<sup>37</sup> His case study looked at one of the three ARNG division HQ to deploy – the 34th Infantry Division of the Minnesota ARNG. He argued with proper resourcing, training, and equipping, ARNG division HQ are capable of deploying as part of the operational force. Major Cornwell’s research framed the ARNG division HQ in the context of the ongoing conflict in Iraq and Afghanistan. While he established the precedence for the ARNG division HQ to deploy in support of overseas contingency operations, his research did not look past the nature of the current conflict to discuss the future of the ARNG division HQ.

### Conclusion

A survey of the past reflects the story of two armies and the evolution of the current American military system manifested in an Army defined by voluntary service in the RA, ARNG, and USAR. The attacks of September 11, 2001 proved the first true test of the American military system defined by the all volunteer force integrated as a total force. Increased use and integration of the RC over the past decade further changed the relationship between the two components and revealed a need to change RC policy. While the *2010 QDR* confirmed the role of the ARNG as part of the operational force in the current conflict, President Obama’s refined strategic guidance looked past the current conflict with an awareness of the fiscal crisis facing the nation.

#### *Transforming the National Guard and Reserves into a 21st Century Operational Force*

recognized the requirement to maintain the RC as an operational reserve, but looked at changes to policy rather than recommended roles. In contrast, the *Comprehensive Review of the Future Role of the Reserve Component* looked further into the role of the RC based on the national security strategies in the *2010 QDR*. The commission recommended use of the RC as an operational reserve necessary in maintaining the all volunteer force. The commission further recommended

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<sup>37</sup>Cornwell, “ARNG Division Headquarters,” 15.

future roles of the RC characterized by continued service in support of ongoing conflicts, an increased role in defense of the homeland, and leveraging of the RC to meet combatant commanders' objectives. In response to the President's refined national security strategy, the Army issued the *2013 Army Strategic Planning Guidance* with a move towards regionally aligned, mission tailored forces to remain globally engaged, defend the homeland, and prevail in the current conflict while also meeting the requirements to reduce the force in the realization of fiscal constraint. The ARNG's *2012 Strategic Planning Guidance* complemented the Army's plan by seeking to improve capabilities for homeland defense while also providing trained units to support combatant commanders' objectives for resolution of current conflict and global engagement. Major Cornwell's monograph established the ARNG division HQ's ability to supplement RA division HQ in the current conflict, but he did not investigate the ARNG division HQ's role in homeland defense or global engagement, two enduring missions identified as suitable roles of the ARNG division HQ. Despite the recent termination of operations in Iraq and the planned curtailment of operations in Afghanistan, the future operational environment remains uncertain. A reduction in RA force structure and an uncertain fiscal future does not preclude the requirement for the Army to fight the current conflict, remain globally engaged, and defend the homeland. As a result, further efficiency seeks to leverage the capability of the all volunteer force to meet future requirements. This provides the basis for further analysis of the future role of the ARNG division HQ.

## HISTORIOGRAPHY

The past is an uncertain guide to the future, but it is the only one we have.

—Max Boot, 2002<sup>38</sup>

### Introduction

The study of history shifts and elevates the perspective of the reader, resulting in an enlarged experience and expanded horizon.<sup>39</sup> By examining the role of the ARNG from a historical perspective, the reader gains a better understanding of the ARNG division HQ over the course of the nation's history in the context of the American military system. This historiography does not attempt a comprehensive history of nearly four centuries of military history. Rather, this section establishes the ARNG division HQ in the historical context of the American military system by looking at the evolution of the militia system to the modern ARNG.

### The Militia Tradition

Early colonial America was neither forgiving nor hospitable. The early colonists arriving on the shores of North America could not afford to spare manpower or wealth for the creation of a standing army for protection. Thus, the early colonists brought the English militia tradition to American shores. The militia traces its roots to 1636 when English colonists in Massachusetts Bay organized into companies to defend themselves from Native Americans.<sup>40</sup> Herein lies the militia's traditional role of homeland defense. The colonial militias were local institutions, controlled by civil authority, thus establishing America's tradition of civilian control of the

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<sup>38</sup>Max Boot, quoted in *Another Bloody Century: Future Warfare* by Colin S. Gray (New York: Phoenix, 2007), 16.

<sup>39</sup>John L. Gaddis, *The Landscape of History: How Historians Map the Past* (Oxford: Oxford University Press, 2002), 4.

<sup>40</sup>Barry M. Stentiford, *The American Home Guard: The State Militia in the Twentieth Century* (College Station: Texas A&M University Press, 2002), 5 – 6.

military.<sup>41</sup> As American culture in the colonies matured, so did the militias. The Colonial Wars of 1689 – 1763 brought renewed British interest to North America. As resentment of British occupation grew in the colonies in the late eighteenth century, so did the quest for independence. However, the colonial militias were not adequate to secure independence. For this, America required an Army.

June 14, 1775 marks the date when the Continental Congress first authorized the muster of ten companies of riflemen to assist New England militia forces then siege to Boston.<sup>42</sup> Here begins the relationship between the RA and the militia. When General George Washington arrived in Boston on July 2, 1775 to take command, he was appalled at the discipline and motley appearance of the army assembled before him.<sup>43</sup> While Washington sought to build an army of European design, the Continental Congress – suspicious of large standing armies – limited enlistments to one year.<sup>44</sup> Thus, Washington would prosecute the war with the army he had. Always lacking sufficient numbers in the Continental Army, Washington had to rely on the militia as a source of manpower. Herein lies the beginning of the tale of the two armies. One characterized by the order and discipline of the European order, the other characterized by the individualism of the citizen soldier.

The American War for Independence defined a distinctly American military system. In 1783, George Washington summarized the implications of the American military system as,

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<sup>41</sup>Allan R. Millett and Peter Maslowski, *For the Common Defense: a Military History of the United States of America* (London: Free Press, 1984), 5.

<sup>42</sup>Russell F. Weigley, *History of the United States Army* (Bloomington: Indiana University Press, 1967), 28.

<sup>43</sup>Max Boot, *Invisible Armies: an Epic History of Guerrilla Warfare from Ancient Times to the Present* (New York: Liveright, 2013), 67.

<sup>44</sup>Weigley, *History of the United States Army* 30.

“It may be laid down as a primary position, and the basis of our system that every citizen who enjoys the protection of a free government owes not only a proportion of his property, but even his personal service to the defense of it.”<sup>45</sup>

Here, the idea of the citizen soldier inherent in the militia tradition became intertwined with the professional soldier as a distinctly American system. Neither the militia nor the Continental Army was strong enough to defeat the British, yet an air of distrust regarding establishment of a standing army persisted. The new nation could hardly afford an army with national debt at nearly forty percent of the nation’s gross domestic product in 1790.<sup>46</sup> Therefore, the United States would come to rely on a tiered level of readiness the nation could afford – a small professional army backed by the militia tradition of the early colonies.

#### Legal Foundation of the Modern ARNG

The Constitution formalized the militia as part of the American military system by providing for, “organizing, arming, and disciplining the Militia” and for governing their employment in service of the United States to, “execute the laws of the Union, suppress insurrections, and repel invasions.”<sup>47</sup> The Constitution struck a balance between the states and federal government by reserving the right of the states to appoint officers and train the militia. The Militia Act of 1792 attempted further organization of the militia by requiring enrollment of the able bodied population into the militia; however, the quality of the militia varied from state to state.<sup>48</sup> While the Militia Act of 1792 has received a good deal of contempt, the act did conserve

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<sup>45</sup>Millet and Maslowski, *For the Common Defense*, 83.

<sup>46</sup>Simon Johnson and James Kwak, *White House Burning: Our National Debt and Why It Matters to You* (New York: Vintage, 2013), 33.

<sup>47</sup>U.S. Constitution, Article I, Section 8.

<sup>48</sup>Weigley, *History of the United States Army*, 93.

the resources of a poor nation as well as preserve the tradition of the citizen soldier.<sup>49</sup> The American military system, in this form, served the nation over the next century as the economically, socially, and politically preferred system until the United States' emergence on the world stage necessitated change.

The United States entered the nineteenth century as a small nation clinging to the eastern seaboard of North America and ended the century with full realization of expansion and industrialization. The state militias, bound by the Constitution, were limited to domestic duty. As the RA began serving outside the United States, it was apparent the militia system did not support expeditionary military operations. Therefore, the nation turned to volunteers called from the states as the means to raise large armies of citizen soldiers during the nineteenth century. This system, and the associated confusion around raising an army proved to be part of the catalyst for change at the end of the century.

At the turn of the twentieth century, the role of the United States in international policy was about to change, and the nation needed an army – both regular and reserve – to assert itself on the world stage. Appointed in 1899 as the Secretary of War, Elihu Root understood that the United States' emerging role in foreign affairs required a larger RA backed by a modern RC.<sup>50</sup> Beginning in 1903, a series of legislation marked the beginning of the NG as the primary combat reserve of the Army. The Militia Act of 1903 established the NG in law as a reserve to the Army called the Organized Militia, with the remaining entirety of military manpower called the Reserve Militia.<sup>51</sup> This act increased funding, equipment, and training requirements of the NG while also

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<sup>49</sup>Ibid., 94.

<sup>50</sup>Doubler, *Civilian in Peace, Soldier in War*, 136.

<sup>51</sup>Weigley, *History of the United States Army*, 321.

subjecting the organization to greater federal control.<sup>52</sup> In addition, the NG was now liable for up to nine months of service for the missions prescribed in the Constitution.<sup>53</sup> The subsequent Militia Act of 1908 clarified the overseas mission for the NG. The amendment of 1908 authorized overseas service of the NG for any period of time, increased annual funding of the NG to \$4 million, and authorized mobilization before the call of a volunteer army.<sup>54</sup> While the Attorney General called the overseas service of the NG prescribed in the Militia Act of 1908 into question in 1912, the National Defense Act of 1916 affirmed the combat reserve nature of the NG.<sup>55</sup> The National Defense Act of 1916 raised the authorized strength of the NG to 425,000 and provided for additional training assemblies, while also prescribing more interaction between the NG and RA.<sup>56</sup> The National Defense Act of 1916 provided the framework for a tiered system of readiness, while maintaining the balance between the state and federal mission of the NG that endured for the next half century. In the short span of twenty years at the beginning of the twentieth century, both funding and authorized strength of the NG increased fourfold. The United States now had an army – at least in concept – commensurate with the economic, social, and political will of the nation.

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<sup>52</sup>Martha Derthick, *The National Guard in Politics* (Cambridge: Harvard University Press, 1965), 27.

<sup>53</sup>*Ibid.*

<sup>54</sup>*Ibid.*, 28.

<sup>55</sup>Weigley, *History of the United States Army*, 350.

<sup>56</sup>Derthick, *The National Guard in Politics*, 33.

### The ARNG division in Twentieth Century Conflict

In 1897, the German General Staff published a survey of world military powers that included Portugal and Montenegro, but excluded the United States.<sup>57</sup> A century later, the United States was the world's sole superpower. The story of the United States in the twentieth century is one of full realization of industrial military power – the ability to organize, equip, train, and employ the manpower of the nation. Yet, by 1908 the largest permanent unit remained a regiment.<sup>58</sup> To organize an army based on a tiered level of readiness, accept large numbers of conscripts, and meet the maneuverability and firepower of European armies, the National Defense Act of 1916 authorized the organization of forces into modern permanent divisions and brigades. Firepower, supply, and command and control became paramount on the modern battlefield. The importance of the ARNG division during the twentieth century lies in the nation's ability to maintain a force structure at a lower cost capable of rapidly mobilizing to meet national security interests.

World War I was the first test of Army divisions in combat. The plan for the final offensive in 1919 in France called for ninety-eight divisions.<sup>59</sup> However, by the time the United States entered the war in 1917, four years of war had nearly exhausted Germany's resources. As a result, eight RA, sixteen NG, and nineteen National Army divisions saw service in World War I. Regulars, guardsmen, reservists, and conscripts served together as units were integrated, skeletonized, or used for replacements. RA, NG, and National Army divisions all arrived in Europe at the same time with the 1st, 26th, and 42nd Infantry Divisions arriving in France within

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<sup>57</sup>Millett and Maslowski, *For the Common Defense*, 280.

<sup>58</sup>War Department, United States Army, *Field Service Regulations* (Washington, DC: Government Printing Office, 1908), 11, <http://archive.org/stream/usarmyregs00unitrich#page/n3/mode/2up> (accessed March 28, 2013).

<sup>59</sup>Wilson, *Maneuver and Firepower*, 65.

several months of each other in 1917.<sup>60</sup> Mobilization for World War I represented the first test of the military reforms earlier in the century and proved the viability of a tiered level of readiness represented by the RA, the NG, and the National Army, with the bulk of military manpower coming from conscripts. The newly formed permanent divisions provided the force structure to rapidly expand the size of the force without the need to maintain a large standing army. In contrast to the earlier 1908 *Field Service Regulations*, the 1918 version now reflected the division as the basis of organization for the Army.<sup>61</sup> The division as a permanent force structure remained the primary tactical unit throughout the rest of the century.

As quickly as the American society mobilized for war, they could demobilize even quicker. However, demobilization of a large army called into question the previous reforms. While NG units mustered into service together, they demobilized as individuals.<sup>62</sup> Thus, guardsmen demobilized free of federal or state obligation, essentially leaving the demobilized division force structure void of personnel. The National Defense Act of 1920 remedied the demobilization issue and further defined the tiered level of readiness. NG soldiers now mustered out of active service and returned to a state status.<sup>63</sup> The NG retained eighteen infantry and four cavalry divisions as the primary force structure, but declining budgets and the depression of the 1930s impoverished the entire force, leaving divisions largely hollow.<sup>64</sup> While the NG authorized strength stood at 435,000, strength of the NG remained low during the interwar period,

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<sup>60</sup>Ibid., 70.

<sup>61</sup>War Department, United States Army, *Field Service Regulations* (Washington, DC: Government Printing Office, 1918), 10, <http://cgsc.contentdm.oclc.org/utills/getfile/collection/p4013coll9/id/649/filename/650.pdf> (accessed March 28, 2013).

<sup>62</sup>Doubler, *Civilian in Peace, Soldier in War*, 186.

<sup>63</sup>Ibid., 188.

<sup>64</sup>Wilson, *Maneuver and Firepower*, 102 – 03.

only reaching 240,000 by 1940.<sup>65</sup> The NG of the interwar period served in its domestic capacity to the states and provided both income and social outlet during the Great Depression. However, outbreak of war once again in Europe called on the NG to serve as the federal reserve of the Army in defense of the nation.

World War II saw an unprecedented mobilization of men and material in the United States. By December 7, 1941 all eighteen NG infantry divisions activated, essentially doubling the size of the RA to a total of thirty six divisions.<sup>66</sup> This initial force structure served as the basis for further expansion of the Army and represented the first line of defense until the draft and industrial production supplied sufficient combat power. All eighteen NG divisions saw combat in WWII.<sup>67</sup> A NG division – the 34th Infantry Division – took part in Operation Torch in November 1942, one of the first six American divisions to see combat in the European theater. Ultimately, the United States employed ninety-two divisions in World War II. As in World War I, units were a mix of RA, NG, and Organized Reserves as units reorganized or received replacements. World War II represented full realization of industrialized manpower beginning with the military reforms of the early twentieth century and the early lessons of World War I.

Conflicts in Korea and Vietnam marked a change from full to partial mobilization to meet limited objectives. ARNG divisions saw limited action in Korea and none mobilized for Vietnam. Eight ARNG divisions mobilized during the Korean War. The 40th and 45th Infantry Divisions were the only two divisions to deploy for combat operations in Korea, with the remaining divisions serving in the United States or Europe. In keeping with the previous conflicts' model, the ARNG division served to expand the Army during national crises, accepting draftees to build

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<sup>65</sup>Doubler, *Civilian in Peace, Soldier in War*, 192.

<sup>66</sup>Ibid., 157.

<sup>67</sup>Ibid., 209.

strength. However, mobilization for the Korean War identified flaws in a reserve policy based on total mobilization for a major war, not service in a limited regional war.<sup>68</sup> In 1956 Congress organized and consolidated laws pertaining to military forces into Title 10 legislation – the laws governing the employment of federal forces – and Title 32 legislation – the laws governing the administration and regulation of the ARNG.<sup>69</sup> While the Korean War challenged the American military system of the previous half-century, the results of a limited war saw the ARNG begin to move towards a role of strategic reserve rather than the total force of the previous two wars.

While eight ARNG divisions served on active duty during the Korean War and four more mobilized for the Berlin crisis in 1961, none mobilized for the Vietnam War.<sup>70</sup> President Lyndon Johnson’s decision to not mobilize ARNG combat units in the mid 1960s for the Vietnam War created long-term problems in the Army that prevailed into the next decade.<sup>71</sup> The steady decline of ARNG employment during the Cold War points directly at the inability of the United States to formulate a workable reserve policy.<sup>72</sup> The Vietnam War was the first conflict of the twentieth century that divided society over the conduct of war. Unfortunately, President Johnson’s decision to not use the ARNG resulted in a widening gap between society and the RA.

Declining defense budgets and the end of the draft prompted a new look at the relationship between the RA and RC. Secretary of Defense Melvin Laird, in what would become the Total Force policy stated, “We are placing increased emphasis of our NG and RC so that we

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<sup>68</sup>Allan R. Millett, *The War for Korea, 1950-1951: They Came from the North* (Lawrence: University Press of Kansas, 2010), 369.

<sup>69</sup>Doubler, *Civilian in Peace, Soldier in War*, 239.

<sup>70</sup>*Ibid.*, 251.

<sup>71</sup>Graham A. Cosmas and Center of Military History, *MACV: the Joint Command in the Years of Escalation, 1962 – 1967* (Washington, DC: Military Bookshop, 2011), 245.

<sup>72</sup>Cooper, *The Militia and the National Guard*, 130.

may obtain maximum defense capabilities from the limited resources available.”<sup>73</sup> The ARNG and USAR became the initial, primary, and sole augmentation to the RA in what would become the Total Force Policy.<sup>74</sup> The role of the ARNG divisions remained the same – a strategic reserve against Soviet threat – albeit in a smaller, integrated force with the RA. To counter the Soviet Union and Warsaw Pact countries, the Army plan called for twenty-one divisions and twenty-one brigades in 1974, and by 1978 twenty-four divisions and twenty-four brigades were in place.<sup>75</sup> For the ARNG, the 1974 force structure resulted in eight divisions and eighteen separate brigades.<sup>76</sup> By 1978, ARNG force structure remained at eight divisions with twenty-three separate brigades. The division remained the primary tactical unit based on the active defense doctrine of the 1976 Field Manual (FM) 100-5, *Operations*. As recruiting improved in the 1980s, the ARNG reorganized force structure and added two division HQs for a total of ten by 1985.<sup>77</sup> By 1986 the Army developed a new doctrine, AirLand Battle, with the division remaining as a primarily tactical force structure.<sup>78</sup>

The First Persian Gulf War tested the Total Force Policy and AirLand Battle doctrine. Over 62,000 ARNG soldiers served in Operation Desert Shield, with another 25,000 serving in

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<sup>73</sup>Wilson, *Maneuver and Firepower*, 353.

<sup>74</sup>Michael Doubler and Vance Renfroe, “The National Guard and the Total Force Policy,” in *The Modern National Guard* (Tampa: Faircount LLC, 2003), 43.

<sup>75</sup>Wilson, *Maneuver and Firepower*, 362-369.

<sup>76</sup>*Ibid.*, 353.

<sup>77</sup>Doubler, *Civilian in Peace, Soldier in War*, 293.

<sup>78</sup>U.S. Department of the Army, *Field Manual (FM 100-5), Operations* (Washington, DC: Government Printing Office, 1986), 33, <http://cgsc.contentdm.oclc.org/utills/getfile/collection/p4013coll9/id/893/filename/894.pdf> (accessed March 28, 2013).

Europe and the United States.<sup>79</sup> Despite successful integration with the RA, deficiencies remained. First, instead of using partial mobilization that activated reservists for up to two years, President Bush chose to use Section 673b, Title 10, U.S. to activate reservists for a period of only 180 days.<sup>80</sup> ARNG units mobilized incrementally, with combat support and combat service support units mobilizing first and combat units mobilizing last.<sup>81</sup> Thus, the round out infantry brigades from Georgia, Mississippi, and Louisiana were some of the last to mobilize. This was ironic considering the size of the units as well as the staff training and gunnery qualification that had to be completed. Failure to use the round out strategy to employ ARNG combat units began to question the continued relevance of the ARNG division and their combat units.

The 1990s was an interesting decade for the ARNG division. In the midst of Operation Desert Storm, the Army began a significant drawdown of force structure and personnel. The RA was on a downward trajectory from 770,000 Soldiers in 1989 to 510,000 in 1995, with target end strength of 495,000, while the ARNG reduced from 467,000 to 375,000.<sup>82</sup> During this period the USAR and the ARNG delineated their force structures, with the USAR retaining combat support and combat service support force structure and the ARNG retaining combat arms force structure. Therefore, the division force structure remained in the ARNG. Between 1989 and 1995 the RA reduced from eighteen divisions to ten while the ARNG went from ten to eight divisions. However, as all components of the Army reduced their force structure during the decade, missions grew under the General John Shalikashvili's – the Chairman of the Joint Chief of Staff – new strategy of global engagement. As the 1990s progressed a new total force emerged.

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<sup>79</sup>Doubler, *Civilian in Peace, Soldier in War*, 302.

<sup>80</sup>*Ibid.*, 306.

<sup>81</sup>*Ibid.*

<sup>82</sup>Brown, *Kevlar Legions*, 124.

Reduction in force structure wed to an increase in foreign and domestic engagement brought new life to the ARNG division. By 1999, the 49th Armored Division of the Texas ARNG prepared for overseas deployment as the headquarters for the stabilization force (SFOR) in Bosnia – Herzegovina. Ultimately, six ARNG divisions served as the headquarters for SFOR with another four ARNG division HQs serving as the headquarters for the Kosovo stabilization force (KFOR).

### Conclusion

From the earliest military traditions of the New England colonies to the modern ARNG division HQ on the eve of the twenty first century, the ARNG developed as part of the preferred and uniquely American military system. The militia grew out of necessity as the young United States struggled first for independence, then to survive as a new country lacking resources. The nineteenth century saw the militia tradition of the volunteer wane as the United States grew and fully realized economic, social, and political power as a world power. As the twentieth century dawned, the traditions of the previous century gave way to a modern army that challenged, then dominated in the last century. The ARNG division force structure allowed for rapid expansion of the Army during conflict, yet the militia tradition of service to state as a force for homeland defense persevered. While conscription supplemented the Army during the wars of the twentieth century, social preference towards the end of the last century gave rise to the all-volunteer force. The ARNG division HQ survived the twentieth century and found itself busy at the close of the century conducting stability operations in the Balkans. However, the dawn of the twenty first century brought with it a new kind of conflict that changed the structure and role of the division HQ.

## THE NEW NORMAL

### Introduction

The beginning of the twenty first century found the ARNG division HQ busy with regular deployments to the Balkans as the headquarters for stability operations. The traditional ARNG division force structure remained in place with divisions spread across states, but winds of change were blowing towards a brigade centric Army. Faced with force reductions and declining budgets, Army Chief of Staff General Carl Vuono began moving the Army towards gaining efficiency in a smaller, more lethal, deployable, and self sustaining brigade based force.<sup>83</sup> In response, the ARNG established fifteen Enhanced Brigades (EBs) in the 1990s, with the EBs formed from existing force structure in the ARNG division.<sup>84</sup> At the division, corps, and theater army level, discussions revolved around the unit of excellence and unit of employment in an effort to flatten force structure and gain efficiency, but in the end the division remained, largely out of the historic tradition throughout the twentieth century.<sup>85</sup> Doctrine slowly followed changes in force structure. The 2001 FM 3-0, *Operations*, followed almost a decade after the last update in the 1993, FM 100-5, *Operations*. In addition to the tradition of Active Defense and AirLand Battle, stability operations found its way into the capstone doctrine of the Army as the 1990s saw the Army engaged around the world. Interestingly, doctrine for the division, FM 71-100, *Division Operations*, was last updated in 1996 and remains as the current doctrine. Returning to the turn of the twenty first century, the ARNG division HQ entered the new century as a force structure in transition, and once again, the Army would go to war with what it had. The attacks of September

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<sup>83</sup>Brown, *Kevlar Legions*, 289.

<sup>84</sup>Doubler, *Civilian in Peace, Soldier in War*, 351.

<sup>85</sup>Brown, *Kevlar Legions*, 312.

11, 2001 defined a new normal for the Army and led the ARNG division HQ to a more active role around the globe.

#### The ARNG Division HQ in Twenty First Century Conflict

The attacks on September 11, 2001, prompted a military response from the United States immediately in Afghanistan and in 2003 in Iraq that tested the Total Force Policy. The United States would go to war with the Army it had – an all-volunteer force of a professional army backed by citizen soldiers. Along with commitments in Iraq and Afghanistan, the Army remained committed around the globe in Bosnia – Herzegovina, Kosovo, Korea, and the Sinai to name a few. The September 11 attacks extended the battlefield to the United States, prompting increased readiness at home. As a result, the Total Force Policy was put to the test as the Army sought to supply forces for deployment and defense of the homeland.

While transformation increased the number of BCTs in both the RA and ARNG, the number of division HQ remained at ten in the RA and eight in the ARNG. However, requirements for division HQ in Iraq and Afghanistan did not diminish. The capability of a division HQ to provide command and control for multiple BCTs and functional brigades was required first for successful combined arms maneuver then the long haul of counterinsurgency lasting nearly a decade in Iraq and ongoing in Afghanistan. ARNG division HQ assumed responsibility for rotational HQs in Bosnia – Herzegovina and Kosovo after 2003 to relieve pressure on RA division HQ. With the 2nd Infantry Division HQ stationed in Korea, the remaining nine RA division HQ bore the brunt of duty in Iraq and Afghanistan with over thirty cumulative deployments between September 11, 2001 and December 2010.<sup>86</sup> Ultimately, three ARNG

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<sup>86</sup>Cornwell, “ANRG Division Headquarters,” 15.

division HQs served in Iraq – the 42nd Infantry Division, the 34th Infantry Division, and the 36th Infantry Division, with none serving in Afghanistan.

The 34th Infantry Division HQ’ deployment to Iraq in 2009 presents an example of the ability of an ARNG division HQ to mobilize and deploy and stands in contrast to the attitude of a decade earlier that an ARNG division could not mobilize and deploy in less than 365 days of pre mobilization training.<sup>87</sup> The 34th Infantry Division HQ was the second ARNG division HQ to deploy to Operation Iraqi Freedom, following the 42nd Infantry Division HQ’ earlier deployment in 2005. The 34th Infantry Division HQ – the Red Bulls – of the Minnesota ARNG received alert notification in 2008, thirteen months prior to mobilization.<sup>88</sup> Upon receipt of the alert notification, the Red Bulls cross-leveled from within the state to reach authorized strength of 1,023 soldiers.<sup>89</sup> A challenge for ARNG division HQ is the ability to fill low-density military specialties in the correct grade. However, Minnesota resourced all but fifty-six positions for the division HQ.<sup>90</sup> Benefiting from a one-year alert notification, the Division HQ conducted two collective training events, both as observer-controller augmentation for the mission rehearsal exercises for a the 25th Infantry Division and I Corps’ upcoming deployments. As a result, the 34th Infantry Division HQ collected lessons learned and became familiar with their future higher HQ – I Corps. Following mobilization, the Red Bulls followed a post-mobilization training model of sixty days before deployment overseas. In April 2009, the Red Bulls validated and began deployment overseas. Upon deployment, the division HQ conducted relief in place with the 10th Mountain Division HQ – a relief in place further complicated by the redeployment of British forces from Multi-National

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<sup>87</sup>Doubler, *Civilian in Peace, Soldier in War*, 363.

<sup>88</sup>Cornwell, “ANRG Division Headquarters,” 30.

<sup>89</sup>*Ibid.*, 32.

<sup>90</sup>*Ibid.*

Division Southeast and the merger with Multi-National Division South.<sup>91</sup> Ultimately, the 34th Infantry Division HQ was responsible for an area covering nine Iraqi provinces and leading approximately 14,000 soldiers belonging to four RA brigade combat teams, one RA combat aviation brigade, and one ARNG combat aviation brigade.<sup>92</sup> During the Red Bulls deployment to Iraq, the division HQ pursued three objectives: advise and assist Iraqi security forces, assist the Government of Iraq in developing civil capacity and economic capability, and establish conditions for a successful drawdown of U.S. forces in Multi-National Division South.<sup>93</sup> Ultimately, the 34th Infantry Division completed the mission and transferred authority to the 1st Infantry Division HQ in 2010.<sup>94</sup>

The 34th Infantry Division HQ deployment to Operation Iraqi Freedom illustrates several key points. First, the 34th Infantry Division HQ demonstrated the ability of a division HQ to resource the manning requirements from within the ARNG. History reflects that the ARNG experienced difficulty maintaining authorized strength prior to both World Wars. However, movement to the all-volunteer force in the 1970s prompted emphasis on recruiting and retention in the ARNG. As a result, the ARNG was able to meet and maintain end strength throughout the 1990s and into the 2000s. Therefore, the ARNG was able to cultivate the necessary rank structure and military occupational specialties required to fill a division HQ. Next, the Red Bulls demonstrated the ability of an ARNG division HQ to conduct Unified Land Operations (ULO) during a contingency operation. Finally, the 34th Infantry Division HQ proved that RA and ARNG forces could work together and form lasting relationships. In summary, the case study of

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<sup>91</sup>Ibid., 35.

<sup>92</sup>Ibid., 30.

<sup>93</sup>Ibid., 36.

<sup>94</sup>Ibid., 37.

the 34th Infantry Division demonstrates the ability of the ARNG division HQ to mobilize, train, and deploy as a tactical HQ during a contingency operation.

#### Homeland Defense and Support to Civil Authorities

On March 2, 2012 a category four tornado touched down in Henryville, Indiana. The tornado hit just as school let out for the day. The tornado devastated the town, moving from the southwest, through downtown, and off to the northeast. The storm hit the school – a combined kindergarten through twelfth grade – around 3:30 PM and completely destroyed it. The tornado hitting Henryville was the biggest of a larger storm system spawning seventy tornadoes and causing forty-one deaths across the Ohio Valley. No citations are required here, as Henryville is my hometown and I experienced the devastation firsthand.

When the storm hit, the Indiana ARNG set in motion a plan for civil support that represents one of the core missions of the ARNG. Within twenty-four hours, 250 soldiers from both the 1st Squadron, 152nd Reconnaissance and Surveillance, 76th Brigade Combat Team, and the 2nd Battalion, 151st Infantry, 219th Battlefield Surveillance Brigade were activated by the state and placed on duty in Henryville providing security, food and water distribution, and recovery assistance to overwhelmed state and local authorities. The soldiers of the two battalions worked alongside construction crews, county and state police, church groups, and other volunteer organizations. UH-60 helicopters from the 38th Combat Aviation Brigade flew overhead, aiding in search and rescue and recovery operations. The soldiers on the ground and the helicopters in the air were a welcome and reassuring sight to the citizens of Southern Indiana. First, they represented the resolve of the State of Indiana to help its citizens. Second, the ARNG represented the Army's commitment to provide support to civilian authorities, no matter how large or small the operation.

Highlighting tactical actions may seem trivial in the context of this monograph. However, the soldiers conducting the aforementioned mission belonged to three different brigades, all task organized in the state under the 38th Infantry Division. While the Indiana Joint Forces Headquarters (JFHQ) received request for assistance from Governor Mitch Daniels' office, the mission went to the 38th Infantry Division for execution. The 38th Infantry Division was responsible for mustering and accountability of soldiers, pay processing, logistical support, and command and control of the operation. Overall, the operation was a blip on the radar in the larger context of ARNG and RA operations, yet it was a crucial mission that helped citizens and built confidence in the nation's military with a reassuring presence.

Homeland defense and support to civil authorities have always been central to the ARNG. Geographic dispersion across the nation and Title 32 authority affords each governor an ARNG force for employment in service to the state. While not always the preferred mission of the ARNG, increased reliance for domestic missions began at the end of the twentieth century and has grown to represent a new normal for the ARNG.<sup>95</sup> The 1989 National Defense Authorization Act authorized the role of the ARNG in counter-drug operations. With the mission, came increased funding. During the 1990s, the ARNG received approximately \$200 million each year.<sup>96</sup> In return, the ARNG provided personnel, equipment, and aviation assets to assist local, state, and federal law enforcement in counter-drug operations.<sup>97</sup> In addition to the counter-drug war, the ARNG found itself in the domestic roll for an increased number of natural disasters and

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<sup>95</sup>Millet and Maslowski, *For the Common Defense*, 264. Millet and Maslowski highlight the RA and NG shunning of domestic duty, strike duty in this instance. Both the RA and NG sought the increased funding and modernization afforded by pursuing a combat role instead of being relegated to a domestic police force in the nineteenth century.

<sup>96</sup>Doubler, *Civilian in Peace, Soldier in War*, 343.

<sup>97</sup>Ibid.

domestic emergencies. Floods, tornadoes, and hurricanes as well as the new threat of domestic terrorism increased reliance on the ARNG in the United States. Most recently, Hurricanes Katrina and Sandy both caused widespread damage and overwhelmed local and state authorities, prompting response from both the ARNG and RA.

The *National Strategy for Homeland Security* fuses homeland defense and support to civil authorities in a common framework with following four goals: preventing and disrupting terrorist attacks, protecting the American people and our critical infrastructure and key resources, responding to and recovering from incidents, and strengthening the foundation to ensure long term success.<sup>98</sup> Within the *National Strategy for Homeland Security*, the *National Response Framework* details a response doctrine based on engaged partnerships; tiered response; scalable, flexible, and adaptable operational capabilities; unity of effort through unified command; and readiness to act.<sup>99</sup> State ARNG forces and Federal military forces support the *National Response Framework* by providing tiered, unified response by both state ARNG forces and Federal military forces. Military forces possess the manpower and equipment to provide unique capabilities to execute command and control, sustainment, and protection across the range of responses to save lives, alleviate suffering, and protect property.<sup>100</sup> While the Army – both RA and ARNG forces – bring unique capabilities to support civil authorities, the military is always in a supporting role for civil support missions. Their ability to work with civilian partners and provide scalable force packages is key to success in the civil support mission.

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<sup>98</sup>U.S. Department of Homeland Security, *National Response Framework* (Washington, DC: Federal Emergency Management Agency, 2009), 12.

<sup>99</sup>*Ibid.*, 8.

<sup>100</sup>U.S. Department of the Army, *Army Doctrine Publication, (ADP 3-28), Defense Support of Civil Authorities* (Washington, DC: Department of the Army, 2012), 5.

In response to an increase in domestic missions, the ARNG undertook a series of initiatives to improve responsiveness. By 2011, the ARNG had established fifty seven Weapons of Mass Destruction Civil Support Teams (WMD – CSTs), seventeen Chemical, Biological, Radiological, and Nuclear Enhanced Response Force Packages (CERFP), and ten Homeland Response Forces (HRF).<sup>101</sup> The aforementioned force packages are mission tailored forces built specifically for domestic response. In addition to increased funding for equipment and training, these units provide incident response within six to twelve hours.<sup>102</sup> These forces provide an economy of force as traditional units in the ARNG, serving in a traditional drill status until called to duty. While the WMD – CSTs, CERFPs, and HRFs represent company level force structure tailored to the CBRNE mission, the lessons of Hurricane Katrina illustrates the challenges with command and control for events requiring a response encompassing a broad range of capabilities.

Hurricane Katrina represents the Henryville tornado on a macro scale, causing 1,330 deaths, destroying 300,000 homes, and accounting for \$96 billion in damage.<sup>103</sup> The massive storm proved problematic since it spread across state lines. While the storm primarily struck New Orleans and Louisiana, the storm also caused major storm damage in Alabama and Mississippi. One of the key lessons learned was the lack of coordination and unity of effort between the ARNG forces working for the governors and Adjutant Generals of Louisiana, Alabama, and Mississippi and the Joint Task Force Katrina RA forces.<sup>104</sup> As both RA and ARNG forces

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<sup>101</sup>National Guard Bureau, *2013 National Guard Posture Statement*, [www.nationalguard.mil/features/ngps/2013\\_ngps.pdf](http://www.nationalguard.mil/features/ngps/2013_ngps.pdf) (accessed March 28, 2012).

<sup>102</sup>*Ibid.*

<sup>103</sup>“The Federal Response to Hurricane Katrina: Lessons Learned,” The White House, President George Bush, <http://georgewbush-whitehouse.archives.gov/reports/katrina-lessons-learned/> (accessed March 28, 2013).

<sup>104</sup>*Ibid.*

deployed, a gap widened in command and control, exacerbated by the overwhelming of local, state, and federal authorities' capabilities.

The micro event of the Henryville tornado contrasted with the macro event of Hurricane Katrina represents the breadth of response required from both state controlled Title 32 ARNG forces and federally controlled Title 10 forces. Often, states can handle events within their own borders. However, as the magnitude of the event grows, the requirement for command and control across state lines and across Title 10 and Title 32 authority grows. As a result of Hurricane Katrina, United States Northern Command (USNORTHCOM) developed the dual status command. This arrangement between governors and the Secretary of Defense allows for a designated commander to control both Title 10 and Title 32 forces across state lines.<sup>105</sup> The ARNG division HQ in a Title 32 status provides governors the command and control essential capability required by National Guard Bureau (NGB). The force structure of the division HQ and the dual status qualification of the division commander enable formation of a Joint Task Force capable of providing command and control of both Title 10 and Title 32 forces while also coordinating with local, state, and federal authorities. Thus, the ARNG division HQ provides a capability that closes the gap between local, state, and federal response during a disaster response.

#### A New Tradition: Building Relationships

In 1996, 1st Battalion, 293rd Infantry of the 76th Separate Infantry Brigade, Indiana ARNG prepared for annual training at Camp Atterbury, Indiana. 1996 was a rehearsal for the brigade's subsequent rotation to the Joint Readiness Training Center upcoming in several years. C Company, 1st Battalion, 293rd Infantry prepared for the culminating platoon live fire exercises

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<sup>105</sup>U.S. Department of Defense, United States Northern Command, USNORTHCOM Publication 3-20, *Title 10 Support to Dual Status Commander Led Joint Task Force Standard Operating Procedures* (Peterson AFB: Department of Defense, 2012), 1 – 1.

the same as every other company. Common task training, zero confirmation and make up weapons' qualification, followed by multiple iterations of dry and blanks fire exercises dominated the annual training period. For this annual training period, C Company was unusually large. Four full rifle platoons filled the company in contrast to the authorized three. For this annual training period, a platoon from the 12th Mechanized Battalion of the Slovak Army had joined the battalion. The rifle platoon completed the annual training period alongside the other platoons from C Company. While this story is a purely tactical vignette, it illustrates the power of building lasting relationships with partner countries under the framework of the State Partnership Program.

In contrast the ARNG's enduring mission to defend the homeland and the modern role as the combat reserve of the RA, the concept of building relationships with partner nations is a recent development. As a result of the Total Force Policy, the ARNG found itself in the role of strategic reserve, primarily in the defense of Western Europe. In this role, the ARNG divisions were to mobilize and deploy in support of RA and North Atlantic Treaty Organization (NATO) countries in the event of war with Warsaw Pact countries. As early as 1972, the 47th Infantry Division and Norwegian Home Guard exchanged infantry platoons in the interest of fostering cooperation.<sup>106</sup> Exchanges continued throughout the 1970s, with ARNG divisions partnering with NATO countries to better integrate the ARNG divisions as part of the strategic reserve into the defense plans of Europe. While these partnerships were invaluable in building relationships, the fall of the Berlin Wall in 1989 and subsequent collapse of the Warsaw Pact in 1991 created the conditions for the development of the State Partnership Program (SPP).

In 1992, United States European Command (EUCOM) established the Joint Contact Team Program (JCTP) to engage former Warsaw Pact and former Soviet Union republics through

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<sup>106</sup>Doubler, *Civilian in Peace, Soldier in War*, 282.

military to military cooperation.<sup>107</sup> As the JCTP began to engage former Soviet republics, senior defense officials recommended increased participation by the ARNG as an effort to moderate Russian concerns about United States' involvement in the region.<sup>108</sup> Growing from initial partnerships started in Central Europe in 1993, the SPP has grown into an ARNG wide program, encompassing sixty five countries across the world in every geographic combatant command.<sup>109</sup>

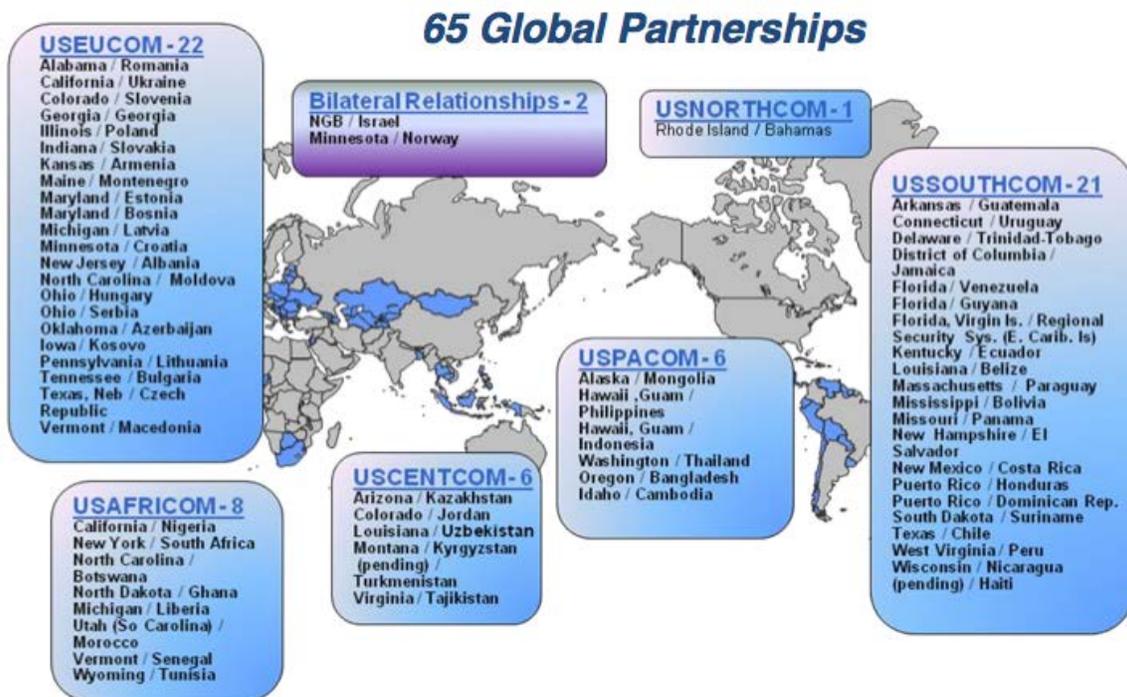


Figure 1. ARNG State Partnership Program.

Source: National Guard. [www.ng.mil/media/factsheets/2011/SPP%20Mar%2011.pdf](http://www.ng.mil/media/factsheets/2011/SPP%20Mar%2011.pdf)

<sup>107</sup>U.S. Library of Congress, Congressional Research Service, *The National Guard State Partnership Program: Background, Issues, and Options for Congress*, by Lawrence Kapp and Nina Serafino (Washington, DC: Government Printing Office, 2011). 2.

<sup>108</sup>Ibid., 3.

<sup>109</sup>“The National Guard State Partnership Program,” National Guard, <http://www.ng.mil/features/ngspp/default.aspx> (accessed March 28, 2013).

As the SPP grew into an enduring program as an activity supervised by NGB, a set of program goals were established to ensure compliance with the definition of security cooperation. The four goals set forth by NGB are: building partnership capacity to deter, prevent, and prepare for conflict, terrorism, disaster, and transnational crime; building partner capacity to respond to and recover from the aforementioned threats; support partners' defense reform and professional development, and enable and facilitate enduring security relationships in support of Department of State (DoS) and other lead agencies to include economic, cultural, environmental, agricultural, health, and education cooperation.<sup>110</sup> By establishing these goals, NGB synchronized the activities of the SPP to ensure activities met the definition of security cooperation as, "DoD interactions with foreign defense establishments to build relationships that promote U.S. security interests, develop allied and friendly military capabilities for self defense and multinational operations, and provide U.S. forces with peacetime and contingency access to a host nation."<sup>111</sup>

The SPP in EUCOM represents full realization of the power of building relationships through military to military cooperation. As the oldest and most mature combatant command SPP program, EUCOM currently encompasses twenty two partnerships in Central and Eastern Europe. Over the course of the past twenty years, the SPP has supported the EUCOM Theater Campaign Plan (TCP) by increasing military capabilities and responsible governance, eventually leading to admission of twelve Central and Eastern European countries into NATO.<sup>112</sup> In the past decade, the true value of building lasting relationships was realized with fourteen SPP nations

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<sup>110</sup>Kapp and Serafino, *The National Guard State Partnership Program*, 2.

<sup>111</sup>U.S. Department of Defense, *Joint Publication (JP 1-02), Department of Defense Dictionary of Military and Associated Terms* (Washington, DC: Department of Defense, 2011). 325.

<sup>112</sup>"National Guard State Partnership Program," United States European Command, <http://www.eucom.mil/key-activities/partnership-programs/state-partnership-program> (accessed March 26, 2013).

participating in multiple International Security Assistance Force (ISAF) deployments to Afghanistan with their partner ARNGs.<sup>113</sup> At relatively low cost of around \$2.0 million annually, Admiral James Stavridis, the EUCOM Commander, recognized the SPP as, “dollar for dollar, my best EUCOM investment.”<sup>114</sup>

The SPP represents the ARNG’s ability to build and maintain relationships over the long term. While EUCOM represents maturity of the SPP exemplified by the admission of countries into NATO and ongoing contributions to ISAF deployments to Afghanistan, the SPP holds important implications for the future role of the ARNG, with both partner countries and inside the United States. First, development of the SPP in emerging theaters, namely United States Africa Command (AFRICOM), United States Central Command (CENTCOM), and United States Pacific Command (PACOM) represents a way for combatant commanders to meet security cooperation objectives at a fraction of the cost. Simultaneously, the SPP in the more stable areas, namely United States Southern Command (SOUTHCOM) and EUCOM represents the opportunity to remain engaged with an eye towards fiscal constraints.

Returning to the example of the relationship between Indiana and Slovakia, the military to military relationship is now twenty years old. The two militaries have shared over two hundred bilateral events over the course of the past two decades to include non commissioned officer development, flight training, fire support training, Intelligence preparation of the battlefield training, and military decision making process training.<sup>115</sup> In 2011, the importance and practicality of the partnership between Indiana and Slovakia was realized with the deployment of

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<sup>113</sup>“National Guard State Partnership Program,” United States European Command, <http://www.eucom.mil/key-activities/partnership-programs/state-partnership-program> (accessed March 26, 2013).

<sup>114</sup>Ibid.

<sup>115</sup>Ibid.

the first Operational Mentor and Liaison Team (OMLT) to Afghanistan. This joint venture between Indiana and Slovakia provided a logistical training team to the Afghan National Army during a ten-month deployment.<sup>116</sup>

### Conclusion

As the first decade of the twenty first century closed and the second began, the new normal has simply become normal. The Army remains engaged around the globe with continuing commitment to ongoing operations in Afghanistan as well as continued presence elsewhere. Global engagement, as a means to prevent conflict by helping build stable partners remains a cornerstone of combatant commanders' TCPs. Hurricane Sandy in 2012 and the recent 2013 bombing at the Boston Marathon foretells a future of uncertainty in the United States at the hands of both mother nature and foreign or domestic terrorism. The President's, *Priorities for 21st Century Defense*, dedicated the armed forces to defending the homeland and providing support to civil authorities, providing a stabilizing presence, conducting stability and counterinsurgency operations, and conducting humanitarian assistance, which are consistent with future roles recommended by the *Comprehensive Review of the Future Role of the Reserve Component*. Based on the experience of the last decade, the ARNG looks to preserve the quality of the all volunteer force by developing a plan to provide ready and trained forces on a predictable pattern to improve capabilities for homeland defense while also providing trained units to support combatant commanders' objectives for resolution of current conflict and global engagement. Therefore, developing a future role of the ARNG division HQ is essential to capitalize of the strength of the ARNG while also answering the looming question: operational for what?

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<sup>116</sup>Ibid.

## FUTURE ROLE OF THE ARNG DIVISION HQ

### Introduction

This section provides a recommendation for the future role of the ARNG division HQ. The new normal indicates the armed forces will be a smaller, all volunteer force with potential for reversibility. Global engagement to deter and defeat aggression while maintaining ability to operate in the homeland characterizes future missions for the armed forces. *The Army Capstone Concept* (ACC) takes strategic guidance and describes the broad operational capabilities the Army requires to accomplish assigned missions as the landpower component of the joint force.<sup>117</sup> The ACC describes the future environment as complex and uncertain, characterized by a wide variety of threats.<sup>118</sup> The central idea of the ACC lies in operational adaptability – the ability to shape conditions and respond effectively to a broad range of missions.<sup>119</sup> The base warfighting doctrine of the Army is ULO.<sup>120</sup> Army units must be able to conduct decisive action – offense, defense, stability operations, and support to civil authorities – within the construct of the Army’s two core competencies – combined arms maneuver and wide area security.<sup>121</sup> In addition, Army units and leaders must be operationally adaptive and able to conduct missions not accounted for in ULO.<sup>122</sup> Building partner capacity, developing and expanding enduring relationships, shaping

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<sup>117</sup>U.S. Department of the Army, U.S. Army Training and Doctrine Command, (*TRADOC Pam 525-3-0*), *The U.S. Army Capstone Concept* (Fort Eustis: Department of the Army, 2012), 4.

<sup>118</sup>*Ibid.*, 7 – 9.

<sup>119</sup>*Ibid.*, 11

<sup>120</sup>U.S. Department of the Army, (*ADP 3-0*), *Unified Land Operations*, 5.

<sup>121</sup>*Ibid.*

<sup>122</sup>U.S. Department of the Army, (*TRADOC Pam 525-3-0*), *The U.S. Army Capstone Concept*, 16.

the operational environment, conducting security force assistance, and providing a stabilizing presence describes missions requiring operational adaptability that fall outside of prescribed doctrine.<sup>123</sup> Central to the Army’s ability to conduct ULO is mission command, defined as, “the exercise of authority and direction by the commander using mission orders to enable disciplined initiative within the commander’s intent to empower agile and adaptive leaders in the conduct of ULO.”<sup>124</sup> Mission command is about effective leadership at all levels guided by the principles of building cohesive teams through mutual trust, creating shared understanding, providing a clear commander’s intent, the use of mission orders, and acceptance of prudent risk.<sup>125</sup> As the principles of mission command distill down to the ARNG, the division HQ remains central to the ARNG’s ability to provide ready and capable forces while also performing essential tasks in support of civil authorities.

The underlying role of the ARNG division HQ does not change. ARNG division HQ – like their RA counterparts – must be trained and ready to conduct decisive action within the core competencies of ULO. This includes support of civil authorities in both a federal Title 10 status and state Title 32 status. In addition, the ARNG division HQ further develops the long standing SPP to support combatant commanders’ TCP objectives. The basis of this approach rests on the ARNG division HQ’s ability to build relationships – both down to subordinate BCTs and support brigades in the ARNG and up to combatant commanders. In addition, ARNG division HQ build relationships outside the Army structure by building lasting relationships with civil authorities to provide a tiered level of command and control structure for support to civil authorities. By

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<sup>123</sup>U.S. Department of the Army, (*TRADOC Pam 525-3-0*), *The U.S. Army Capstone Concept*, 16.

<sup>124</sup>U.S. Department of the Army, *Army Doctrine Publication, (ADP 6-0), Mission Command* (Washington, DC: Department of the Army, 2012), 1.

<sup>125</sup>*Ibid.*, 2 – 5.

forging strong relationships, the ARNG division HQ emerge as better prepared for the challenges of conducting ULO, better able to provide support to civil authorities in both state Title 32 and federal Title 10 capacity, and better able to support combatant commanders' TCP objectives. Figure two below represents an overall approach for building relationships while figure three represents a six year ARFORGEN cycle for an ARNG division HQ based on figure two's relationship construct.

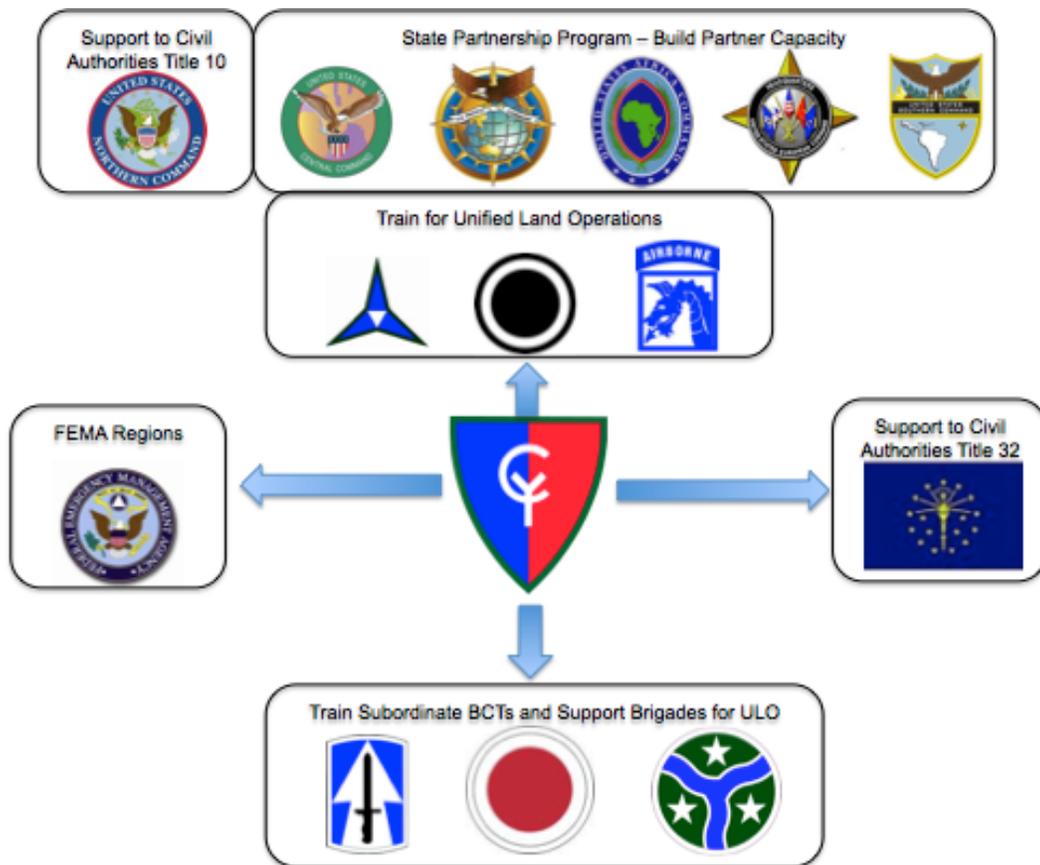


Figure 2. ARNG Division HQ Relationship Approach.

Source. Author

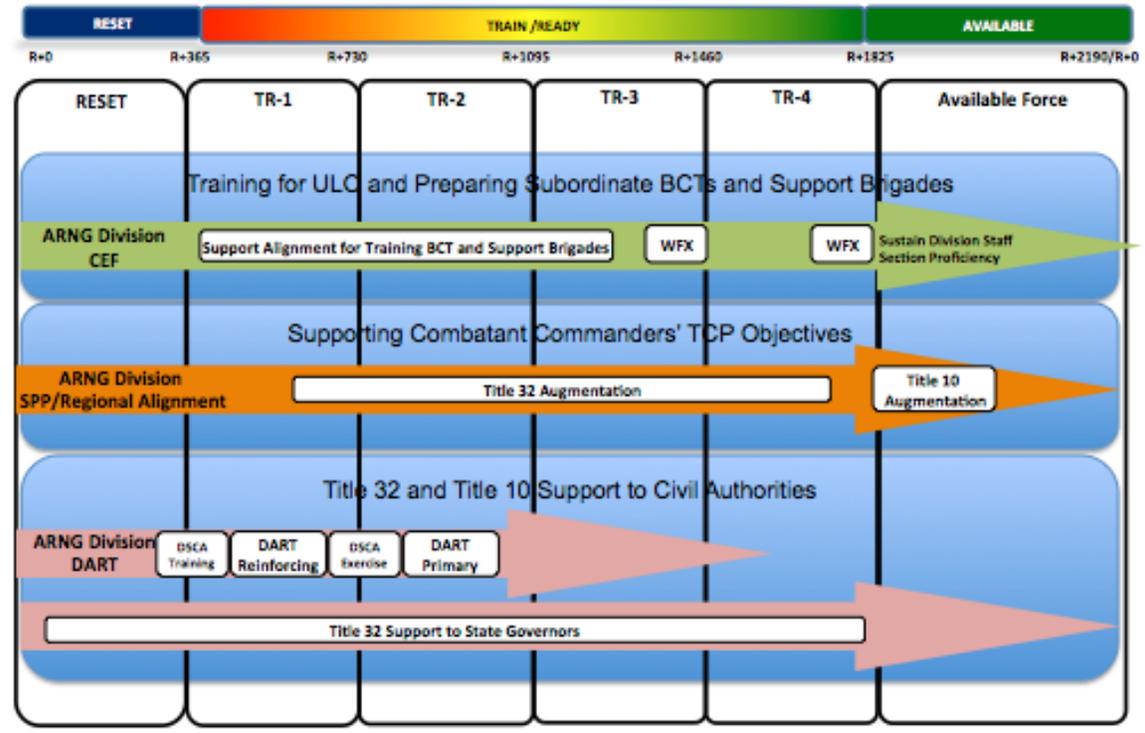


Figure 3. ARNG division HQ six year ARFORGEN cycle.

Source. Author.

### Rebuilding Relationships with Subordinate Brigades

“Commanders are responsible for training units and developing leaders.”<sup>126</sup> As the ARNG went through transformation in the early 2000s, the existing division force structure broke into separate BCTs and support brigades. Training relationships existing before transformation further eroded under the weight of ongoing deployments in support of contingency operations. While the Adjutants General of the fifty states retain responsibility for training units in a Title 32 status, the ARNG division HQ possesses the ability to train subordinate BCTs and support brigades for ULO. Therefore, alignment for training relationships extend across state lines to

<sup>126</sup>U.S. Department of the Army, *Army Doctrine Publication, (ADP 7-0), Training Units and Developing Leaders* (Washington, DC: Department of the Army, 2012), 1.

allow ARNG division commanders to build training relationships between the division and lower echelon. Alignment for training existed prior to transformation due to multi state nature of ARNG division force structure. Returning to an alignment for training model allows the ARNG division commander to review training plans and assessments, coordinate participation by lower echelon units in higher echelon unit training events and exercises across state lines, and provide support for pre mobilization training during the Army Force Generation (ARFORGEN) cycle. Based on transformation of the ARNG, major TOE force structure in the ARNG is represented by eight division HQ, seven fires brigades, seven battlefield surveillance brigades, eight sustainment brigades, eight combat aviation brigades, and twenty eight BCTs. Based on the location of TOE units throughout the United States, a possible task organization emerges allowing a regional partnership across state lines that complements further efficiency for support to civil authorities as well as for conducting training events at the division level.

#### Training for ULO

The deployments of the 42nd, 34th, and 36th Infantry Division HQs in support of Operation Iraqi Freedom demonstrate the ability of the ARNG division HQ to mobilize, deploy, and operate in cooperation with their RA counterparts. ARNG division HQ represent eight of the eighteen total divisions and support the ability of the RA to rapidly expand the size of the Army during conflict. Therefore, ARNG division HQs, like their RA counterparts, train to conduct ULO. The division HQ is the Army's principal deployable HQ designed to employ a combination of BCTs and other functional and supporting brigades.<sup>127</sup> Division HQs can serve as operational

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<sup>127</sup>U.S. Department of the Army, U.S. Army Training and Doctrine Command, (*TRADOC Pam 525-3-1*), *The U.S. Army Operating Concept* (Fort Eustis: Department of the Army, 2010), 24.

HQs, and when properly augmented, can function as a Joint Task Force HQs for small-scale contingencies.<sup>128</sup>

Based on the current ARFORGEN model for the RC, ARNG division HQs expect to be available for deployment one year out of every six. During the five years of dwell time, ARNG division HQs complete two collective training events culminating in a Mission Rehearsal Exercise (MRX), or as traditionally known, a warfighter exercise. The Combined Arms Center's Mission Command Training Program (MCTC) is the vehicle used to assist training both RA and ARNG division HQ on collective division staff tasks for ULO. Typically the first year of the two exercises, the ARNG division HQ augments a corps staff simulation for another division HQ exercise. The typical MRX supports both the thirty-nine and forty-eight day training model, with the MRX completed in twelve days within the typical fifteen day annual training period.

While this is standard for ARNG division HQ training, this monograph proposes two changes to the current model that further complements the RA. First, the ARNG division HQ is the highest echelon of command in the ARNG. Therefore alignment for training in the ARNG addresses only higher to lower echelon training relationships. Therefore, ARNG division HQ benefits from an alignment for training relationship with RA Corps. Based on the distributed nature of ARNG units, alignment for training exists between ARNG division HQ, BCTs, and functional brigades as previously discussed. An alignment for training arrangement between ARNG division HQ and RA Corps would rely on coordination between National Guard Bureau and the U.S. Army Forces Command (FORSCOM). An alignment for training relationship benefits the ARNG division HQ by the opportunity of ARNG division staffs to interact with RA Corps staffs in an exercise setting. This arrangement fosters professional growth and relationships

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<sup>128</sup>U.S. Department of the Army, (*TRADOC Pam 525-3-1*), *The U.S. Army Operating Concept*, 24.

that strengthen the tie between the RA and ARNG. RA Corps benefit from the alignment for training arrangement by having to incorporate ARNG division HQ mobilization and deployment timelines into their training events.

This arrangement suggests the second recommended change. Consistent with the described future threat, anti-access area denial characterizes future conflict. The Army must possess the capability to enter a theater and conduct combined arms maneuver and wide area security through the depth of the battlefield. With forty-four percent of Army division structure in the ARNG, an operation based on anti-access area denial could quickly call for an ARNG division HQ to mobilize and deploy to follow and assume RA division HQ already deployed. Therefore, in an alignment for training arrangement the Corps develops plans and orders based on the initial deployment of RA division HQ to conduct primarily offensive and defense decisive action followed by transition to ARNG division HQ on a planned mobilization timeline of sixty days to follow and assume stability decisive action under the core competency of wide area security. By focusing on wide area security, the ARNG division HQs gains proficiency on associated tasks to protect populations, forces, infrastructure, and activities while denying the enemy a position of advantage.<sup>129</sup> The ARNG division staff's proficiency on tasks associated with wide area security complements the ARNG division HQ's ability to operate in the United States for support to civil authorities.

#### Capitalizing on Capabilities for Domestic Operations

ARNG division HQ must be proficient at doctrinal tasks associated with support to civil authorities to include providing support for domestic disasters; providing support for domestic chemical, biological, radiological, nuclear, and high-yield explosives incidents; provide support

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<sup>129</sup>U.S. Department of the Army, (*ADP 3-0*), *Unified Land Operations*, 6.

for domestic civilian law enforcement agencies; and provide other designated support.<sup>130</sup> The ARNG has fielded fifty-seven Weapons of Mass Destruction Civil Support Teams (WMD-CST), seventeen Chemical, Biological, Radiological, Nuclear, and High Yield Enhanced Response Force Packages (CERFP), and ten Homeland Response Forces (HRF).<sup>131</sup> These units are company sized and capable of responding quickly to events requiring engineer, CBRNE, and medical capabilities. While the ARNG has improved capability to respond to domestic requirements, the WMD-CST, CERFP, and HRF are company level organizations with specific capabilities tailored towards CBRNE consequence management.

As previously discussed, the Army brings the unique capabilities of providing command and control, sustainment, and protection to assist civil authorities. While states can regularly handle domestic events within their boundaries, civil authorities often require command and control capability to coordinate the employment of multiple units and agencies across several states. Doctrinally, ARNG division HQs are capable of conducting mission command of multiple BCTs and support brigades and can serve as an operational headquarters capable of coordinating with local, state, and federal authorities. The USNORTHCOM dual-status standard operating procedure enables the division commander to command Title 10 federal and Title 32 state forces across state lines in response to a catastrophic event.

The Domestic All-hazards Response Team (DART) is a National Guard Bureau initiative started in 2009 based on a deployable ARNG division HQ force package that synchronizes operations across the warfighting functions and can coordinate with local, state, and federal authorities. DART divides the United States into east and west regions with an ARNG division

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<sup>130</sup>U.S. Department of the Army, (*ADP 3-0*), *Unified Land Operations*, 6.

<sup>131</sup>National Guard Bureau, *2013 National Guard Posture Statement*, [www.nationalguard.mil/features/ngps/2013\\_ngps.pdf](http://www.nationalguard.mil/features/ngps/2013_ngps.pdf) (accessed March 28, 2012).

HQ designated as a primary and alternate in each region. Alignment of ARNG division HQ conducting DART is nested with the USNORTHCOM mission statement to conduct homeland defense, civil support and security cooperation to defend and secure the United States and its interests.<sup>132</sup> Alignment of the ARNG division HQ under the DART construct offers predictable and dependable support to the USNORTHCOM commander and encourages the building of relationships among the division, the Army North (ARNORTH), and USNORTHCOM staffs.

While the DART construct follows a top down approach for civil support, aligning the ARNG division HQ with the ten existing Federal Emergency Management Agency (FEMA) regions further reduces the gap between state and federal response. This approach uses a bottom up approach to tailor response to each FEMA region. While this construct necessitates further full time manning through ADOS, ARNG division HQ build partnerships with each of the FEMA regions, regardless of the divisions' rotation through the DART mission. The strength of FEMA regional alignment lies in the ARNG division HQ' ability to coordinate and synchronize the activities of the CERFPs and HRFs located in each FEMA region. This enables a better Title 32 response to enable a rapid, coordinated, and tiered response to regional events that may be too large for one state to handle, yet too small to necessitate a response from USNORTHCOM Title 10 forces. While the eight ARNG division HQ continue to rotate through DART alignment with USNORTHCOM, alignment with the ten FEMA regions represents a continuous relationship with each of the FEMA regions.

#### Building Better Partners

The ARNG division HQ offers further efficiency to the Army's initiative to regionally align forces by leveraging the long standing SPP. Under this construct the eight ARNG division

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<sup>132</sup>“About USNORTHCOM,” United States Northern Command, <http://www.northcom.mil/about/> (accessed March 28, 2013).

HQ align with the combatant command associated with the states' associated SPP country. Alignment under the SPP construct does not change full time manning requirements; however, the SPP coordinator now becomes a function of the ARNG division HQ and not the Joint Forces Headquarters for the state. The ARNG division HQ provides personnel and staff functions in both Title 32 and Title 10 status to coordinate SPP initiatives. For the eight ARNG division HQs, partnerships exist with the following countries and associated combatant commands' area of operations:<sup>133</sup>

1. California: 40th Infantry Division: Ukraine: EUCOM
2. Indiana: 38th Infantry Division: Slovakia: EUCOM
3. Kansas: 35th Infantry Division: Armenia: EUCOM
4. Minnesota: 34th Infantry Division: Croatia: EUCOM
5. Pennsylvania: 28th Infantry Division: Lithuania: EUCOM
6. Texas: 36th Infantry Division: Czech Republic: EUCOM
7. Texas: 36th Infantry Division: Chile: SOUTHCOM
8. California: 40th Infantry Division: Nigeria: AFRICOM
9. New York: 42nd Infantry Division: South Africa: AFRICOM
10. Virginia: 29th Infantry Division: Tajikistan: CENTCOM

The partnerships built through the SPP represent long term investments. Obviously, EUCOM represents the longest standing partnerships while PACOM and AFRICOM represent fewer partnerships. Many of the states maintain more than one SPP and as partnerships in the EUCOM area of operations are exhausted, opportunities exist to build relationships in AFRICOM and PACOM. However, the EUCOM SPP represents an opportunity to gain efficiency. As the

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<sup>133</sup>“The National Guard State Partnership Program (SPP),” State Partnership Program, [https://g1arng.army.pentagon.mil/Partners/SPP/Documents/State\\_Partnership\\_Program\\_Final.pdf](https://g1arng.army.pentagon.mil/Partners/SPP/Documents/State_Partnership_Program_Final.pdf) (accessed March 28, 2013).

RA withdraws forces from Europe, an opportunity exists for the six ARNG division HQs aligned with European nations to provide an economy of force presence as the RA shifts focus to the Asia-Pacific region. EUCOM provides an example of the benefit of the long-term relationship and capacity building associated with the SPP. Most of the SPP relationships in the EUCOM area of responsibility have existed since the beginning of the SPP. As a result of long-term commitment to building capabilities, twenty-two nations contributed 11,000 soldiers in support of Operation Enduring Freedom in Afghanistan. This demonstrates the ability of the SPP to build capability with partner nations to contribute to coalitions in support of contingency operations.<sup>134</sup> As the Army looks to reduce pressure on the force in an era of fiscal constraint, the SPP ultimately provides the GCC efficiency for building partner capacity.

Regional alignment further complements ARNG division HQ training plans in the ARFORGEN cycle by gaining focused experience on a specific geographic region in preparation for potential deployment. The combatant commands gain access to ARNG division HQ on a year-round basis in a Title 32 status for functional staff tasks while the unit serves in a Title 32 Active Duty for Training Status. Additionally, the combatant command is able to delegate appropriate functional staff assignments to the ARNG Division HQ while the unit serves in an Inactive Duty for Training status. ARNG division HQ also support the combatant commands during exercises and contingency operations requiring additional manpower and capability utilizing Title 10 status. This capability affords the combatant command access to the ARNG division headquarters on an annual basis utilizing Title 10 status. ARNG division HQs send division staff sections to augment the GCC or Theater Army staff or fill surge requirements during contingency events. The ARNG division headquarters benefits in this relationship through utilization that directly contributes to

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<sup>134</sup>National Guard Bureau. *2013 National Guard Posture Statement*. [www.nationalguard.mil/features/ngps/2013\\_ngps.pdf](http://www.nationalguard.mil/features/ngps/2013_ngps.pdf) (accessed March 28, 2012).

individual proficiency, staff section proficiency, and leader development. As the relationship matures, potential benefits to each staff organization increase.

### Conclusion

As the ARNG looks forward to the role of the division HQ, a narrative takes shape based on cooperation with the RA to gain efficiency by providing relevant force structure to share the burden in an era of doing more with less. ARNG division HQs must continue to train for ULO. Based on an uncertain future operational environment, the Army may be faced with an adversary capable of preventing access to the area of operations. The Army, as part of the joint force, may be forced to fight ashore, gain a lodgment, and then fight through the depth of the battlefield. Iraq and Afghanistan have proven the ability to consume divisions in drawn out contingency operations. In order to maintain steady-state ARFORGEN rotations and ease the burden on the fore, ARNG division HQ must be prepared to mobilize, deploy, and conduct ULO. While support to civil authorities is the responsibility of the total force, the ARNG is the community-based force closest to the fight. Regional alignment with USNORTHCOM for DART provides a dual-status commander and force structure capable of operating across a broad spectrum of possible events. Alignment with USNORTHCOM support unity of command and increases responsiveness in the event of a disaster. Further alignment of the eight ARNG division HQ with the ten FEMA regions builds lasting relationships and complements a tiered response framework from top to bottom. Finally, regional alignment with combatant commands provides additional capability to the combatant commander while increasing the capability of the division HQ staff. Additional efficiency is gained by exploiting the SPP to build partner capacity and ultimately reduce stress on the force by having trained and ready coalition partners.

## CONCLUSION

Woven into the fabric of United States history is the militia tradition. From the earliest militia to the modern ARNG as part of the operational force, the concept of the citizen soldier has endured to meet the needs of the American military system. The ARNG, represented by the citizen soldier, links the Army to the American people and represents American resolve to go to war. After more than a decade of war and in the face of fiscal constraints, the narrative of the United States Army is bound to change. The ARNG must therefore write a new narrative. History demonstrates the effectiveness of the American military system over the past three centuries. Despite popular belief that the United States has been unprepared for war, the American military system has preserved security of the nation without maintaining a large and expensive military.<sup>135</sup> While the future remains uncertain, planning for the future in 1783, 1864, 1918, and 1945 was just as uncertain as now.

Equally woven into the fabric of ARNG history is the division. Discussion will surely follow regarding the future of the ARNG division HQ. As the Army planners search for answers in quest of efficiency, a reduction or elimination of the ARNG division HQ is not logical. War is an inherently human endeavor. The ability to develop adaptable and capable leaders resides with the commander. The ARNG division HQ represents the top of the hierarchy for developing leaders in TOE force structure at the BCT and support brigade and below. In addition the loss of just one ARNG division HQ results in the loss of 121 field grade officers, forty five warrant officers, and fifty senior non commissioned officers.<sup>136</sup> Once eliminated, the experience gained over the span of long careers goes with the reduction in force. Not only are these positions and

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<sup>135</sup>Millet and Maslowski, introduction to *For the Common Defense*, xii.

<sup>136</sup>“38th Infantry Division HHC,” FMS Web, [https://fmsweb.army.mil/protected/WebTAADS/UIC\\_Frame.asp?Update=GETSQL&DOCST=A\\_FY\\_2013&UIC=WPPCAA&EDATE=09/01/2013](https://fmsweb.army.mil/protected/WebTAADS/UIC_Frame.asp?Update=GETSQL&DOCST=A_FY_2013&UIC=WPPCAA&EDATE=09/01/2013) (accessed April 9, 2013).

the people in them valuable to the ARNG division HQ, but many of them also serve to fill key vacancies for BCT and support brigade deployments as well as individual augmentations for the RA. While reduction or elimination of the ARNG division HQ may seem efficient on the surface, the loss in personnel with experience would devastate the ARNG's ability to train and deploy forces.

The ARNG will certainly have a role in the future of the Army. Preservation of the all-volunteer force is paramount to national strategy. The Army has echoed the importance of preserving the same. The question posed to the Army by the Army of 2020 study was how to transition from today's force to the Army of 2020 in an era of fiscal austerity and still accomplish all that the Army must do as part of the joint force. *Priorities for 21st Century Defense* outline ten missions the armed forces must be able to do. The Army's central idea to accomplish the ten prescribed mission is operational adaptability. Army formations must be able to conduct decisive action within the construct of ULO – offense, defense, stability and DSCA. In addition to conducting ULO, formations must also be able to accomplish supporting tasks associated with working with partner nations. The Army must do all of the aforementioned while reducing end strength. In other words, the Army will do more with less.

Meeting the ten missions requires involvement of the total force. With forty four percent of the total division HQ in the ARNG, it is important for the ARNG to get the story right, or run the risk of losing the force structure. History reflects the ability of the ARNG divisions during both World Wars and the Korean War. Recent history reflects the ability of the 34th Infantry Division HQ to conduct ULO during Operation Iraqi Freedom. The community-based ARNG complements the Army's requirement to operate in the homeland. Distributed across the United States and territories in local communities, the 350,000 National Guardsmen represent the Army and are a reassuring symbol during a natural or man-made disaster in the United States.

The eight ARNG division HQs across the United States provide governors command and control capability in a Title 32 status for events that overwhelm local and state capacity. Learning the lessons of Hurricane Katrina, USNORTHCOM's dual status command provides a construct for Title 10 and Title 32 forces to serve together under unity of command. The eight ARNG division HQs represent an opportunity to use available forces to close the capability gap between local and state authorities and federal forces. Finally, the ARNG is a stable force structure able to build and maintain relationships over time. The SPP is an enduring program that continues to expand. There is no better example of using an economy of force to pursue global engagement than the partnership with sixty-three nations around the world, representing every GCC area of responsibility. The eight ARNG division HQs represent another opportunity to build enduring relationships with partner nations. As the Army and ARNG look to the future and write the narrative for the future, cooperation and not competition needs to be the common thread running throughout both narratives.

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