A BLUE PRINT FOR CIVIL-MILITARY COOPERATION: THE UNITED STATES NATIONAL GUARD

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Introduction

The United States National Guard is the best example of effective cooperation between citizens and government during emergency or disaster. This paper provides a brief overview of the US National Guard and explains its function in American society, addresses the National Guard's "Military Support to Civil Authority" role and discusses tools that are helping make the lessons learned from United States experience available to others.

The United States National Guard and its Function in American Society

The US National Guard is the oldest military institution in the United States. In 1636, the Massachusetts Bay Company organized and trained a militia of citizens to provide for the security of their homes, shops and villages. Even in these early days, security meant more than military defense. The militia provided a convenient and efficient means of cooperation among people with common needs and similar values. The people soon organized a militia in every colony.

Long before the birth of the United States, however, and nearly a century before the Massachusetts fore-runner to the Massachusetts National Guard, Spanish settlers to the New World formed "The Neighbors," an organization from the mid-1500's that may legitimately be called the earliest militia. Begun in what is now the State of New Mexico, neighbors banded together and trained to meet the common challenges of the frontier; the Neighbors gave birth to the New Mexico National Guard.

About 140 years after the Massachusetts Bay Colony organized a militia, citizen-soldiers from all 13 Colonies were tested by the American Revolution. The National Guard has mobilized

to fight as part of America's Army for every battle since these early beginnings. The militia fought as part of the newly formed Continental Army to help win independence from England.

Protecting not only lives and territory but also commercial interests was critical during the period of American exploration and settlement. The need to provide social stability -- an essential prerequisite for prosperity -- was even then the most important unifying factor for business leaders and their customers. Since these first days, the basic values of the National Guard have remained consistent. Citizens of the United States still voluntarily join the National Guard as a good way to defend their families from peacetime emergencies and their country from external threats.

Constitutional Foundation

The US Constitution includes a "Militia Clause" that recognizes the role of the Citizen-Soldier as a national defense force to be kept ready for mobilization. The Constitution makes it clear that the National Guard is to remain a community-based military power. Until the late 19th century the colonial and State militias were the source of soldiers to fight America's wars and help maintain domestic order. The need for a citizen-soldier force to provide "for the common defense" was outlined in the Militia Clause of the United States Constitution in 1789. When the United States organized a national army the citizen-soldier remained the backbone of national defense.

The Militia Clause of the Constitution of the United States of America
Article 1, Section 8, Clause 16

Congress shall have the power . . . to provide for organizing, arming, and disciplining the militia, and for governing such part of them as may be employed in the service of the United States, reserving to the States respectively the appointment of the officers, and the authority of training the militia according to the discipline prescribed by Congress.

Command and Control

In peacetime, the National Guard is commanded by a civilian, the State Governor. The Governor's military commander is called The Adjutant General. Until federal mobilization, the National Guard remains under the State Governors' command. Guard troops are called on often to serve often during State emergencies and disasters. Over the past decade, the Guard has been mobilized for natural disasters and other emergencies more than 360 times each year, expending more than 300,000 days of duty. That averages more than 30,000 Americans each year who have been called up by Governors to meet the needs of their fellow citizens when hurricane, flood, fire and earth quake devastated local communities and vast regions alike. At the same time, the National Guard has remained ready to mobilize and fight as part of the United States Army and Air Force in contingency or war.

The Guard has contributed consistently and substantially in every challenge faced by the United States. During World War I, the Guard provided 18 combat divisions or about 40 percent of the American Expeditionary Force. In World War II, the Guard brought 19 combat divisions or more than 300,000 soldiers into Federal service, doubling the strength of the active Army. In Korea, the Guard's 8 divisions comprised 183,000 soldiers. In Vietnam, only 12,230 Army Guard soldiers were activated and deployed to Southeast Asia, Korea and other Pacific Rim nations. During DESERT STORM, more than 62,000 Army Guardsmen and women were called to serve. Ninety-nine-point-nine percent of these soldiers answered the call. More than 37,800 soldiers deployed the desert, the rest serving in the United States.

The National Guard has been organized in all 54 United States and Territories. Each State Guard is lead by an Adjutant General. Thirty nine of these Adjutants General are currently Army National Guard officers with rank of Major General, and fifteen are Air National Guard Major Generals.

Each State is free to decide how the Adjutant General will be selected. These men are appointed by the Governors in fifty one States or territories. In the District of Columbia, the President of the United States appoints the Adjutant General. In Vermont, the legislature makes the appointment. In South Carolina, the Adjutant General is elected by popular vote. Candidates who wish to lead the Guard in South Carolina must campaign as other elected officials.

The National Guard was placed under command of the State Governors rather than the Federal Government as a means of "checks and balances" against military dictatorship and the tyranny of a monolithic General Staff dominating civilian leaders. During war or national emergency the citizen-soldier force can be mobilized by the President to build up the military. The Constitution directed the military be comprised of a small full time federal force and a large force of citizen-soldiers, trained and ready for national mobilization in war and service to the State in peace. America has depended on this large, community-based citizen-soldier militia for war and disaster ever since. The American people have insisted on a small "professional" military of full time officers and soldiers, and a large citizen-soldier force.

Today, the United States National Guard is a large organization with significant resources and force structure. The Air National Guard has 89 flying units and 578 mission support units, including about 115,600 people and 1,200 aircraft. It represents the 5th largest Air Force in the World. The Army Guard, with more than 4,200 units and 383,800 people is the 10th largest Army.

A roll call of distinguished Americans who have been members of the National Guard would include the civic, business, political and military top performers from across the pages of American history. Beginning with General George Washington, first President of the United States, several Presidents have been Guardsmen. Presidents Jefferson, Madison, Grant, Roosevelt and Truman, each with distinguished Guard service, represent the highest level of national leadership and international vision reflected in today's Guard.

In 1824, the New York Militia took the name "National Guard" in honor of the contributions to United States security made by the thought and action of the French patriot Lafayette. Since these early days, the National Guard has evolved in many ways, but has never lost sight of the first principles. The original militia of the United States Constitution still acts to assist citizens and balance the central power of the federal government with solid control by the States and their elected representatives in the Congress.

The National Guard and Military Support to Civil Authority

In the organization of the United States military, the active forces have the lead in contingency and war operations. They control the means of decisive action in air, land and sea engagement. The active military maintains a worldwide strategic reach, a technological edge on potential challengers, sets the standards and writes the doctrine for the Total Force of the country -- active, National Guard and Reserve -- and manages training systems.

The National Guard has the lead in peacetime engagement and domestic missions. These missions include nation building, civil defense, disaster response, civil disturbance management, youth programs, and counter drug activity. They focus on the plagues of society that attack communities around the globe. The Guard plays an important role in United States national security in these areas. The Guard is helping meet other needs of the community. The National Guard, in support to the counter drug effort alone, spends more than 1,287,500 workdays each year.

Since 1993, the US National Guard has been employed in helping American youth-at-risk. This program focuses on 16-18 year-old young men and women who have not finished high school. Also, the Guard reaches out with its medical units to reach communities under-served by proper hospital and doctor care. The Guard supports State health authorities by administering inoculations, physical examinations and other medical preventative programs. These federally funded programs are part of the peacetime domestic return to the American people on their investment in defense. In other community support activity the Guard helps provide vocational training, leadership and management training, and special skills training as a by-product of preparing for military duties. The National Guard sends more than 200,000 soldiers through military or civilian schools for professional development each year.

The Men and Women of the Guard

The United States Guard members wear two hats. In one, they are members of American society in an occupation they choose. They serve in every occupation imaginable -- as a shop

keeper or teacher, airline pilot or janitor, congressman or city manager. Guard personnel earn their livings from these civilian jobs. But, in their other hat, they serve as patriot, training to pay their debt to their country, a debt that represents the citizen's responsibility for the right and freedoms they enjoy.

This patriotic service -- as a member of the National Guard -- is voluntary. The member is paid very little. They must train for 39 days per year. These days are broken up into one week end (Saturday and Sunday) once per month during the year, plus 15 days of annual training usually done between May and September. With this exposure to the military, they maintain skills learned previously by attending schools and training centers along with their active duty counterparts. The Guard member must train to the exact standards of the active force. And, the National Guard is a bargain by any measure. The Army National Guard, depending on the unit comparison chosen, costs only 15% to 30% of an equivalent active force unit. Air National Guard units cost 35% to 50% of their active counterparts.

A by-product of the military skills each member hones against the needs of national military defense, is the ability to apply both the knowledge and the equipment held by the Guard against the day-to-day emergencies of US towns and cities, as discussed elsewhere in this paper. The use of military skills in support of civil authority in a democracy is very clearly limited. The principles for this military support to civil authority are important to note:

- In an emergency, civil resources must be used first and fully expended before the military can be requested.
- Where the disaster is beyond State capability, the Governor of the State may request the President of the United States to declare the area a federal disaster. This makes the State eligible for federal funds to handle the disaster.
- Military support will be provided as a temporary measure only. When the mission requested is complete, the military demobilizes and returns to the armory or base.
- All units of the National Guard are subject to call up (mobilization) for civil support.
- The Guard will be called up by an Executive Order of the Governor for a clearly defined purpose.

- Guard forces remain under command and control of Guard, never civil leadership.
- The military supports but never replaces civil authority.

An Institute for Sharing Lessons Learned

The National Interagency Counter drug Institute (NICI) in San Luis Obispo, California, unfortunately named but nonetheless superb, merits special mention. NICI offers many different courses to help military and civil organizations prepare to work together against the challenges of modern society.

Three major courses offered by NICI are of interest to the emergency planning and military support to civil authorities community. These courses are very high quality. They are taught by senior officials, each with "hands-on" experience in the subject matter. They qualify for Law Enforcement Officer training credit in most US states. The United States Bureau of Justice provides grant money to pay for US student expenses. Special emphasis is placed on other areas such as humanitarian assistance and emergency planning and response. Nations interested in these courses may coordinate the details of attendance through their National Guard State Partner and the United States Embassy in their capitol.

The Counter drug Managers' Course identifies the tools to provide an effective working relationship among all levels of Law Enforcement and the Military during joint operations that target the illegal narcotics and drug trade at all levels from production through consumption. The Drug Prevention and Demand Reduction Course provides proven techniques to mobilize community members, to identify resources, and to build, implement and sustain a community drug prevention action plan using both civilian and military assets. The premise for the Drug Prevention and Demand Reduction Course is that total community involvement -- education, business, law enforcement, government and civic leadership, military, human services and others -- is critical for young people and their families to create a drug-free environment. These courses can be very successful for the international community.

The Military Support to Civil Authorities Course enhances the effective working relationships of all emergency responders and the military so their cooperative efforts will provide timely, coordinated and appropriate aid to mitigate man-made and natural disasters. This is a 40-academic-hour program designed to train military and civilian leaders in the principles of military support to civil authorities in disaster response and other civilian emergencies. The process for the successful integration of all resources, national and local, civil and military, is examined. Case studies are presented to portray the strengths and weaknesses of past interagency responses in United States civil unrest and disaster response. The course ends with a day and a half exercise to develop the student's ability to plan and conduct an effective interagency disaster relief operation. Although governments and their processes are designed to meet the unique needs of a nation's citizens, the essential relationship among a people, their government and the military are similar in any democracy. When crisis occurs, quick action based on preplanning and cooperation is critical to minimize loss of life and property. This course has universal value to structure efficient emergency response.

The National Guard State Partnership Program

The National Guard State Partnership Program is a bright spot in United States international engagement programs that has not been given adequate publicity. Through the National Guard, the competitive advantage of the citizen-soldier, with one foot in "Main Street" and one foot in the military, offers an attractive model for citizen service, especially in newly independent states and developing nations.

Since the fall of the Iron Curtain and independence of Central and Eastern Europe, the United States has been supporting development of democratic institutions and open market economies in newly independent states to help bring stability and reinforce the peace. A major player in these initiatives, the Partnership Program has become an important element of US national security strategy.

Through the Partnership Program, U.S. States and partner nations join hands at all levels of society. The program builds enduring institutional affiliations and personal friendships with Central and Eastern European nations as they work to develop democratic societies. It supports open markets and recommends our humanitarian ideal to people struggling under the burden of failed Soviet systems. A primary focus is the proper role for the military in a democratic society. The Guard is a compelling model for military support to civil authority.

By using National Guard men and women in their dual roles as citizen-soldiers, the United States gives civilian and military leaders abroad a hands-on experience with a cost-effective, highly trained, motivated and socially conscious citizen force. Guardsmen serve as role models and mentors, making a compelling case for the ideals of democracy, professionalism, and deference to civilian authority. The men and women in this program are exceptional. They serve on the frontier of democracy to demonstrate readiness for immediate action in civil or military emergency. They are a high value resource with global relevance.

The National Guard brings a "Home Town USA" dimension to international outreach and is helping transform politico-military cultures in Central and Eastern Europe and around the World. Using the citizen-soldier involves the United States civilian and business community to support democratic institutions, open free markets and project balanced humanitarian ideals. This "Bridge to America" is enlisting the United States private sector in the effort to rejuvenate free nations and build an entrepreneurial spirit in burgeoning democracies.

"A BRIDGE TO AMERICA"
National Guard State Partnership Program
Fiscal Year 1995 and beyond

Alabama - Romania
Arizona - Kazakhstan
California - Ukraine
Colorado - Slovenia
Illinois - Poland
Indiana - Slovakia
Maryland - Estonia
Michigan - Latvia

Ohio - Hungary	Pennsylvania - Lithuania
South Carolina/New Jersey - Albania	
Tennessee - Bulgaria	Texas/Nebraska - Czech Republic
North Carolina/Florida - Moldova	Utah - Belarus
Georgia - Republic of Georgia	Louisiana - Uzbekistan
New Mexico - Mexico	

Securing Public Support

The National Guard offers an effective network for securing public consensus on international and domestic programs. The way the US National Guard is formed, about 90 percent of the Army and 75 percent of Air Guard personnel are business owners or earn their livelihood apart from the military. They come from all walks of life, serve in local legislatures, manage major cities, are sheriffs or firemen, professors and engineers -- the list is endless. The US National Guard has about 5,000 units in more than 3,200 communities nationwide.

Nations are comfortable dealing with a mobilizable, community-based defense force. A National Guard-like force is less threatening to neighbors than the full time active federal military. The demonstrated capability and cost effectiveness of a well-developed reserve was clear during the Gulf War. The quality of the US National Guard has been clearly seen by European civilian leaders and generals.

Stability in the Guard breeds experience. Stability and continuity in international relations breeds confidence, trust and commitment. The combination of these qualities yields a highly capable, immediately available, and totally committed defense force formed from citizens with a vested interest far more potent than the profession of military service.

The US National Guard's "art" of recruiting and retaining volunteer soldiers and aviators, and its ability to relate effectively to employers who must support their employees who are in the may be of special interest to nations considering the Guard model. The President of the United States has established a National Committee for Employer Support of the Guard and Reserve to put full time effort into communicating to the business owners across America the importance of, and

the legal basis for, supporting employees who chose to serve their country in the Guard or Reserve. Most complications for the business owner are offset by the benefits received. During DESERT SHIELD and DESERT STORM, the employer support to Guard personnel was superb. Many employers continued to pay their employers while they were deployed to the desert for war. The United States system is worthy of consideration; it is a successful model that may insure civilian and military communities work well together for the benefit of the nation.

Emergency planning, disaster response, and search and rescue expertise continue to be highly sought-after areas for cooperation among allies and friends of the U.S. National Guard. The advantages mentioned above are easily transmitted through cooperative efforts that affect men and women in emergency or disaster distress.

Rescue and Humanitarian Cooperation

Response to disaster is a ready-made avenue for cooperation among civilian and military structures, as well as between nations with differing political philosophies. When nations reach out to help out of respect for humanity, a common bond grows. This has been the case in U.S.-Russian relations as elsewhere in the Pacific.

The National Guard has three rescue units, one in Alaska, one in California and the East coast unit in New York. The Alaska unit, the 210th, is not the only National Guard involvement. The Guard has been given the Rescue Coordination Cell command. This normally active duty military mission puts the citizen-soldier in a 24-hour posture as overall manager of rescue in a vast region of the North Country. Results to date have been spectacular. More than 350 missions are being done each year. 200 lives are saved on average, with another 150-200 assists, most of them certainly from life-threatening environments or situations. In 1995, 113 lives and more than 240 successful missions have been completed.

The Alaska National Guard 210th Rescue Group has made spectacular use of their excellent equipment. Their high altitude -- 14,400 feet -- save with the H-60G was a record. In July 1995 the High Altitude Rescue Team pulled an endangered climber from Mt. McKinley -- 19,700 feet up -- for another record.

The United States rescue community has been working quietly with Russia to save lives in the cold northern reaches where national borders touch. These unofficial cooperative efforts over the past decades have bred formal exercises focused on recover from a major accident -- an airliner crash on the ice pack -- or disaster. The first exercise of this type was in 1993. A U.S. C-5 lifted two H-60s with maintenance and support to Tiksi in the Russian Federation where an HC-130 joined the team to begin integrating procedures and exploring better ways to work together toward common goals during emergencies. The 1994 repeat of this successful first step was in Alaska, the 1995 edition in Canada. A search and rescue exercise will be conducted in Indonesia, also in 1995. 1996 exercise plans include participation by National Guard assets in Bangladesh and the Philippines, as well as additional cooperation with the Russian Federation both in the United States and the Russian Northeast.

In all, the progress in working with the international rescue community has been steady although the distance between communities is vast in more than miles or kilometers. But, progress is being made. Joint procedures are being worked out, written agreements drafted for coordination, communication plans laid. The path is smoother with these cooperative efforts when bilateral meetings iron out ground rules before hand, observers fly with each side and accompany ground teams, translators are available to unscramble the language barriers, and leadership remains flexible throughout.

Personalities are important ingredients in laying the ground work for long term peaceful cooperation among nations. The friendly relations built during these exercises will go far to add stability by reinforcing trust and confidence. The U.S. National Guard is working on officer exchanges to go the next step in international cooperation and understanding. These exchanges will be funded by a combination of U.S. accounts under the National Guard State Partnership Program and Partnership for Peace.

The need for discussions and agreements among national agencies is also important. In Alaska, a Search and Rescue Plan has been developed and coordinated among agencies to insure the lines of control and support are as clear as possible before the pressure of an emergency complicates communication. Each year, the National Park Service, Alaska State Troopers and the military hold search and rescue conferences where all the partners discuss issues and work toward better procedures for the good of their clients. The have developed Letters of Agreement on jurisdiction and Memoranda of Understanding to manage relationships. The military has the lead for aircraft crashes, and usually is called on for foul weather, night, high altitude and rescues that call for other high tech support.

Equipment is most often the secret to success in the business of rescue under harsh conditions. For the Guard, night vision goggles, long range fuel tanks, air refueling capability, Global Positioning System support for navigation, satellite communications, and blade de-ice systems are a few of the most important improvement from recent years. And, these technological wonders are saving lives. Recently, clouds obscured the approach to a distant site on Prince William Sound where a gun shot victim lay dying. With GPS, the Guard helicopter crew flew to a site over water nearby, descended below the deck and made the save.

New governments are now more likely to define their most dangerous challenges as economic depression, moral decay, political corruption, environmental catastrophe, lawlessness and criminal cooperation, drugs, disease, and disaster. They speak openly about a different and more immediate set of threats to their survival as viable nations: migration of talent, immigration of ignorance and destitution, loss of national identity and ethnic diversity, the "escape of the young," inadequate training for jobs that don't exist, cowboy economics, political incompetence.

New national leaders, pressed by the potent opposition and burning problems in their cities and villages, are frustrated by the plodding progress of democracy and capitalism. Some fear the under-whelming effort of the West to help Europe turn the corner on economic debilitation will soon have made the central control of communism attractive once more.

The Partnership Program has been established as an enduring system that will help Central European nations build functional democratic institutions and solid market economies to answer these challenges. This program matches US States and newly independent nations of Europe in a liaison that provides knowledge, support and mentoring to Europeans and Americans alike. It is designed to provide long-term sustainment for European democratic development and a network of lifetime personal contacts for all countries involved. This network is key to continuing stability and economic prosperity. The Partnership Program provides excellent continuity for United States-European friendship and cooperation.

The Guard, with its State mission, is a good model for nations restructuring to meet the needs of a new life in a new century. In the military realm, the benefits of a citizen-soldier force are compelling. The value-added mission of State emergency support offers a good way to address the most imminent challenges to European stability and peace. This unique concept offers newly independent states a workable alternative to a large standing army.

Partner States from North America and Nations from Europe work together toward mutual understanding. Teams travel to Europe and Europeans travel to the United States much as occurred after the end of World War II, this time seeking to carry on the vision of George C. Marshall with an "intellectual" Marshall Plan.

The National Guard Partnerships with European nations are taken seriously by American State Governors, their cabinets and the citizens of their States. Since the beginning of the program in 1992, we have seen the men and women in US communities quickly develop a sense of moral obligation for ensuring the success of the democratic experiment in their Partner nations. The resources coming into the program from private sources and State funds have increased since the program's early days. Now, donations of material wealth, supplies and equipment are growing as substantive relationships are becoming more important than "military tourism" and short familiarization visits.

The Partnership Program umbrella covers most of the bilateral activity between the United States and a Partner nation because it is one of the most useful tools for coordinating events and

marshaling resources. National Guard contacts in business and industry subsidize activity beyond the reach of State and federal funding. Resources for Partner nation activity differ according to the nature of the enterprise. Security Assistant funds events on the principle foreign aid agenda, such as formal training courses and other aid. Traditional programs and exercises funded by senior military leaders cover part of the expense for US and partner bilateral activities. Partnership for Peace (provides for NATO integration activities) and Nunn-Lugar funding (provides for demilitarization and military transition activities) is provided where appropriate.

The National Guard is now using Partnership for Peace funds to host international partners during Annual Military Training and joint operational exercises in the United States and abroad. Many events have been planned for Fiscal Years 1996 and beyond. Emergency response, humanitarian assistance and civil defense and other civil-military relations activity will be featured.

In annual events called GUARDEX, large groups, some at company strength, deploy to the United States to go through training or participate in exercises along side their National Guard counterparts. This program is a perfect vehicle for search and rescue cooperation. The benefit of working together in this joint-combined arms, multinational environment is hard to underestimate. The long term carry over of lessons learned will be invaluable for both States and nations. The men and women who participate in this program will be changed forever. By participating, nations move closer to NATO transparency and new multilateral security arrangements.

National Guard training and exercise funds, and other DOD dollars, fill in gaps where the law and competing priorities allow. As economic progress speeds up in cash-poor nations, the ability for partners to pay their own way will mature. Proud European Partners are working hard toward self-sufficiency. For now, the benefit of these innovative programs is well worth the cost to the U.S.

The Minuteman Fellows Program

A key part of the US National Guard's potential to help young European leaders learn about the United States version of democracy and governance first hand is the Minuteman Fellows Program. This is an integral part of the State Partnership Program that concentrates on assisting nations to develop a new generation of leaders. The Minuteman Fellows Program brings Europeans to the United States for a period long enough to absorb the texture of American life. Short term visits by teams with slides and smiles will still be needed for very narrow issues. But, the Minuteman Fellows Program will give more substance, of higher quality and for longer periods than the "door opener" visits of the past. It puts "beef" to the potentials discussed on short trips.

Minuteman Fellows come to the United States in large numbers for one to three month fellowships. They live with American families, visit their workplace, shop and worship with the family, and train with their National Guard hosts. The expertise of the Fellow is considered to ensure his/her time in the United States is well spent. Fellows have a specially catered orientation program with business and industry. They receive special instruction in the mechanisms and relationships among local, county, state and federal governments. They interface and network with universities, colleges, the media, and other segments of American society.

Each Minuteman Fellowship is customized to give the individual an in-depth exposure in the areas most appropriate to his background and future assignment. The goal of the program is to build a pool of leaders in Europe seasoned in the American form of democracy. These men and women will have built lifetime bonds with American leaders and families. The Minuteman Fellowship Program is an intellectual Marshall Plan helping to sustain stability and peace through partnerships.

Conclusion

Partnerships, such as employed by the United States National Guard Partnership Program, can provide durable substance to global outreach programs. Through using the National Guard, the President of the United States is demonstrating a global vision that focuses for success on local action and individual commitment. Giving the United States National Guard -- the citizen-soldier --

the leading role shifts a traditionally federal international arena into the hands of the State Governors and their Adjutants General, and, more important, it puts an important responsibility into the hands of committed citizens, their families and their communities.

The National Guard has become a tool of choice for international engagement with a direct local integration in America's international outreach. Grass roots involvement makes it easy to jump start creativity and opportunity for newly independent states and new international cooperation alike. Through partnerships with States and communities in America and other developed economies, international citizens can join hands to help bring stability, peace and prosperity to the World for the 21st Century.