

**MINUTEMAN INSTITUTE FOR NATIONAL DEFENSE STUDIES (MINDS) WRITING**  
**PROGRAM**

**HOMELAND SECURITY: ROLES AND RESPONSIBILITIES OF THE ARMY**

**NATIONAL GUARD**

**BY**

**LIEUTENANT COLONEL DANIEL J. JENSEN**

## SYNOPSIS

In the wake of September 11, 2001 Homeland Security has emerged as a priority for our nation and its Armed Services. The Army National Guard (ARNG) continues to play a major role in Homeland Security as well as Federal missions such as Task Force Eagle, Operation Joint Guardian, and others. The roles and responsibilities of the ARNG across the wide range of missions, in particular Homeland Security, need to be clearly defined and deconflicted. This paper outlines the Homeland Security operational framework and Army missions within this framework as well as specific federal and State roles and responsibilities of the ARNG.

The Homeland Security operational framework consists of two primary tasks – Homeland Defense and Domestic Support. The ARNG plays a key role in Homeland Security missions such National Missile Defense (NMD), defense of sovereign territory, information assurance, weapons of mass destruction (WMD) defense, disaster response, civil disorder response, special events support and other crisis and consequence management missions.

The ARNG has distinct Homeland Security roles and responsibilities at both the federal and State levels. Considerations for the federal employment of the ARNG for Homeland Security missions are:

- Determine missions and requirements
- The Director of the ARNG (DARNG) must be a key player
- The homeland must be recognized as the second front in the war on terrorism
- Federalize ARNG forces as a last resort

Considerations for the State employment of the ARNG for Homeland Security missions are:

- The ARNG will be able to effectively continue to serve as the Army's first responder only if adequately resourced.
- ARNG leadership, down to the company level, must be involved in State and local level planning.
- USAR units and soldiers serving in Homeland Security missions should be under the operational control (OPCON) of the Deputy Adjutant General – Army.
- When feasible, Homeland Security tasks should be similar to a unit's federal mission as well as a soldier's military occupational specialty (MOS).

The September 11, 2001 attacks on the United States took the Nation, and its Armed Forces, by surprise. Although various personnel in the intelligence profession had predicted such an event, the time, methods and magnitude of an attack were widely debated. The attacks brutally brought home the reality that vast oceans and superior military technology no longer meant that the citizens of the United States would be immune from catastrophic terrorism originating from outside the country. Violence and terrorism shown on CNN were no longer images of Europe and the Middle East, but that of New York City, the Pentagon, and the fields of rural Pennsylvania.

As a result of these attacks the National Guard was mobilized in support of a concerted effort to secure the homeland and support civil authorities in the aftermath of the destruction of the World Trade Center and part of the Pentagon. This effort was named Operation Noble Eagle. The President declared a National Emergency and invoked a Partial Mobilization (10 USC 12302) which authorized the calling to active duty of up to one million reservists for up to 24 months. As of December 20, 2001 the total Reserve Component personnel on active duty numbered 60,350 from 50 states, the District of Columbia, and Puerto Rico.<sup>1</sup> The Army National Guard (ARNG) had mobilized 8,899 soldiers to perform State duty missions at airports, borders and at the sites of the attacks as well as other locations throughout the United States.

At the same time the ARNG is providing significant forces in support of federal missions in the Balkans and Southwest Asia. The ARNG deployed over 5000 soldiers overseas as part of a Presidential Reserve Call-up (PSRC) in FY01<sup>2</sup>. These soldiers have served in Task Force Eagle in Bosnia, Operation Joint Guardian in Kosovo and Operation Desert Spring in Southwest Asia. The ARNG is truly capable and accessible when called across the spectrum of contingencies from Operation Noble Eagle to Task Force Eagle.

Concurrent to the planning and execution of the Partial Mobilization of Reserve Component personnel was the release of the September 30, 2001 Quadrennial Defense Review Report (QDR). As part of the Joint Strategic Planning System (JSPS) the report drives and gives direction to the National Military Strategy (NMS). The NMS then provides focus and direction to the Joint Strategic Capabilities

Plan (JSCP) and, ultimately, to Theater Engagement Plans (TEPS) and Contingency Plans. The JSCP apportions forces for planning, including ARNG units. To date the NMS has not been updated; however, based on the emphasis on Homeland Security in the new QDR, the NMS is sure to have equal emphasis resulting in missions and tasks that directly relate to the military's role in Homeland Security.

The QDR outlines four major missions of the United States Armed Forces:

- Defend the United States
- Deter aggression and coercion forward in critical regions
- Swiftly defeat aggression in overlapping major conflicts while preserving for the President the option to call for a decisive victory in one of those conflicts – including the possibility of regime change or occupation
- Conduct a limited number of smaller-scale contingency operations<sup>3</sup>

The QDR also allocates a baseline Army force structure that has not grown to meet the myriad of additional requirements inherent to the four major missions above. Specifically, the Army's force structure is 18 Divisions (10 Active and eight ARNG), one Active Armored Cavalry Regiment, one Light Cavalry Regiment, and 15 ARNG Enhanced Separate Brigades<sup>4</sup>. There is no additional force structure allocated for Homeland Security and other missions overseas resulting from the attacks on the United States.

The roles and responsibilities of the Active Army, ARNG and Army Reserve across the wide range of missions, from Homeland Defense to major conflict, need to be clearly defined and deconflicted. The purpose of this paper is to examine one piece of that task – the roles and responsibilities of the ARNG in conducting Homeland Security. The Phase III Report of the United States Commission on National Security recommends that the Secretary of Defense, at the President's direction, should make Homeland Security a primary mission of the National Guard, and the Guard should be organized, properly trained, and adequately equipped to undertake that mission.<sup>5</sup> If this is the case, what should be the specific roles and responsibilities of the ARNG in regards to this mission? Should JSCP missions and apportionment

be compromised to meet Homeland Security requirements? This paper will explore these questions and outline the Homeland Security operational framework and Army missions within this framework as well as identifying specific federal and State roles of the ARNG and how they relate to the Army's Homeland Security missions and tasks.

## **HOMELAND SECURITY OPERATIONAL FRAMEWORK**

Homeland Security is the protection of our territory, population, and infrastructure at home by deterring, defending against, and mitigating the effects of all threats to U.S. sovereignty; supporting civil authorities in crisis and consequence management; and helping to ensure the availability, integrity, survivability, and adequacy of critical national assets.<sup>6</sup> Inherent in this definition are two primary tasks – Homeland Defense and Domestic Support. It is important that the ARNG, as well as the Active Component and the Army Reserve, evaluate its ability to accomplish assigned missions within the context of this definition.

## **HOMELAND DEFENSE**

Homeland Defense missions respond to the actions of a hostile or unwelcome force intruding on or attacking targets on U.S. sovereign territory.<sup>7</sup> The missions associated with Homeland Defense include support to missile attack, defense of sovereign territory, information assurance, and weapons of mass destruction (WMD) defense.

The course of action to support a potential missile attack, one of the four missions associated with Homeland Defense, is National Missile Defense (NMD). NMD is the detection, engagement, and destruction of hostile aircraft and ballistic and cruise missiles which pose a threat to the U.S., its territories and possessions.<sup>8</sup> The Army's objective is to perform those actions necessary to ensure the successful testing, deployment, and operation of a land-based NMD system. The purpose of the NMD system is to provide protection against limited ballistic missile attacks targeted at the U.S.<sup>9</sup> The continuing proliferation of ballistic and cruise missile capabilities enables potential adversaries to hold at risk the projection and application of U.S. military power today and will continue to do so in the future.

Effective missile defenses preserve freedom of action for the nation's political leadership and for deploying and deployed forces.<sup>10</sup> Force structure plans indicate the ARNG will operate the planned land-based NMD interceptor system.

Defense of sovereign territory, a second mission, includes land, sea and air incursions, drug trafficking, and illegal immigration. Included in this mission is Critical Infrastructure Protection (CIP) – the protection and defense of critical infrastructure. Army support will likely consist of equipment and forces to prevent the loss of, or to assist in restoring, telecommunications, electric power, gas and oil, banking and finance, transportation, water, emergency services and government continuity.<sup>11</sup> ARNG State Area Commands (STARCs), when ordered to federal service, will become the Department of Defense's (DoD) focal point for providing military assistance at the State and local levels in the event of an attack on the U.S. Many of the ARNG soldiers currently on active duty as a result of the September 11 attacks are also patrolling our nation's borders and airports. Additionally, the ARNG provides assistance to law enforcement agencies and community-based organizations in support of the National Drug Control Strategy. The ARNG provides a wide range of counterdrug support capabilities, including cargo inspection assistance at ports of entry, aerial and ground reconnaissance, intelligence analysis, training, construction of border roads and fences, and production of map products.

Information assurance, a third mission of Homeland Defense, protects information systems by ensuring their availability, integrity, authentication, confidentiality, and non-repudiation.<sup>12</sup> CIP, in terms of protecting critical infrastructures against electronic attack, is also a subtask of information assurance. With advances in information technology, the infrastructures have become increasingly automated and inter-linked. The protection of the physical and information elements of these infrastructures is important, but the vulnerability of the information systems supporting the infrastructures is a more immediate concern.<sup>13</sup> The ARNG provides Homeland Defense information assurance support in the 54 States and Territories by providing Computer Emergency Response Teams (CERTS). CERTS role includes promulgating advisories and warnings on intrusions and viruses, monitoring network defense

measures including intrusion detection systems, reporting detected network attacks, identifying and implementing recovery actions following an intrusion, and providing network recovery support.

The final mission in homeland defense is WMD defense. WMD are weapons that are capable of a high order of destruction and/or of being used in such a manner as to destroy large numbers of people. They can be chemical, biological, radiological, nuclear, and high explosive (CBRNE) weapons.<sup>14</sup> The Army's objectives are to ensure sufficient resources are planned and programmed to support the range of operations required to defend against and respond to WMD attacks on the homeland. The 22-member ARNG WMD Civil Support Team (WMD-CST) is one of the only units specifically manned, equipped, and trained to respond to domestic CBRNE events. The team's primary mission is to test a disaster site for chemical, biological, and radiological agents that could harm first responders. They are strictly a domestic asset and non-deployable. As of December 31, 2001 12 WMD-CSTs were certified by the DoD. Representative James Maloney, D-Conn., and 27 other House members, have introduced legislation that would place an ARNG WMD-CST in each State. Army Chief of Staff, GEN Eric K. Shinseki, told Guard leaders to get 17 more teams federally certified and equipped.<sup>15</sup>

## DOMESTIC SUPPORT

Domestic Support missions are conducted in reaction to or in anticipation of a major disaster; act of civil disobedience, or to assist with a national-level event.<sup>16</sup> Domestic Support missions are disaster response, civil disorder response, and special events support.

Title 42 United States Code (USC), the Stafford Act, identifies two major categories of disaster response – an emergency and a major disaster. The Act defines an emergency as any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or lessen or avert the threat of a catastrophe in any part of the U.S.<sup>17</sup> A major disaster is defined as any natural catastrophe or any fire, flood, or explosion in any part of the U.S. which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance to supplement the efforts

and available resources of States, local governments, and disaster relief organizations.<sup>18</sup> The Army's objective in disaster response is to provide support when requested and authorized. The Stafford Act is the authority under which support is provided. Federal, active-duty military personnel are not first responders. They are in support of local, State and federal agencies. Following an emergency or natural disaster the governor may request a presidential declaration of a state of emergency. Once the President declares an emergency federal, active-duty soldiers can provide support under the direction of FEMA. ARNG soldiers performing State duty (State status or federal status – Title 32) can provide immediate support, regardless if the President declares a state of emergency. The Army's first responder to disasters is State activation of ARNG units under the authority of the Governor through the State Adjutant General (TAG).

DoD Directive 3025, Military Assistance for Civil Disturbances (MACDIS), categorizes the next mission of Domestic Support – civil disorder response – into two areas. The first, civil disturbances, is defined as group acts of violence and disorders prejudicial to public law and order. The term includes all domestic conditions requiring Federal Armed Forces.<sup>19</sup> The second category, a domestic terrorist incident, is a distinct criminal act committed or threatened that endangers people, property, or a federal function.<sup>20</sup> As is the case in disaster response, the Army's objective in civil disorder response is to provide support when required and authorized. First responders again include local and State agencies to include the ARNG on State duty. Civil disturbance training is directed by National Guard regulations and is typically conducted at least one weekend each training year. The ARNG may be federalized (Title 10) by the President at the request of the Governor. ARNG soldiers under Title 10 status are federal military forces and, consequently, do not operate under the command and control of the Governor or non-federal chain of command (ARNG chain of command).

The third mission of Domestic Support, special event support, is defined as a planned program of athletic competition and related activities involving participants from the U.S. and/or other nations. The Secretary of Defense may also designate non-athletic events to receive support.<sup>21</sup> Examples include the

Olympic Games, Special Olympics, World Fair, and World Trade Organization meetings in Seattle and Washington D.C. The Army's objective in special event support is to provide support when directed and authorized. ARNG forces on State duty are often called to support special events such as the examples cited above. National Guard units including WMD-CSTs from Colorado, Massachusetts, and Texas assisted in security operations during the 2002 Winter Olympics in Salt Lake City, Utah.

## HOMELAND SECURITY MANAGEMENT

The myriad missions and tasks required when responding to Homeland Defense or Domestic Support incidents are generally categorized into two functions – crisis management and consequence management. Crisis and consequence management facilitate appropriate and timely planning, execution, and resourcing. Each form of management has distinct processes, areas of responsibilities, and lines of communication.

Crisis management relates to a set of predominantly law enforcement tasks. Crisis management response for acts of terrorism is the responsibility of the Justice Department, through the Federal Bureau of Investigation (FBI), with local and State assets in support. It includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism.<sup>22</sup>

Consequence management includes actions which comprise those essential services required to manage and mitigate problems resulting from disasters and catastrophes including natural, manmade, or terrorist incidents.<sup>23</sup> It involves treating victims of an incident, searching for survivors, ensuring the containment of victims who are infected or exposed, and cleaning up the affected area.<sup>24</sup> The National Security Council, through FEMA, is the interagency consequence management coordinator. In short, crisis management is both a proactive and reactive form a management. Consequence management is reactive in nature (occurs after the event has taken place), however, extensive planning, resourcing, and training is conducted to prepare for an efficient and effective response.

The Homeland Security operational framework includes missions and tasks encompassing both Homeland Defense and Domestic Support. The resources, funding, planning, and execution of these

missions and tasks are coordinated through the implementation of crisis and consequence management. The ARNG has traditionally played a key role in Homeland Security support missions, particularly on State duty, as an asset to their respective Governors.

## **ROLES OF THE ARMY NATIONAL GUARD**

The ARNG has two primary missions, federal and State, and has distinct Homeland Security roles and responsibilities at both of these levels. As a result of ARNG units being stationed in cities, towns and villages throughout the 54 States and Territories, the ARNG full-time staff also has a daily mission of interacting and supporting the local community. The varying levels of focus, coupled with the multiple missions at each of these levels, presents a challenge to the men and women who serve in the ARNG. Since Guard soldiers are funded for 39 days of duty each year, it is imperative that the ARNG leadership at all levels provide clear guidance and establish priorities for resourcing and training. It is equally important that ARNG units execute Homeland Security missions that are congruent with the guidance and training priorities that have been established by their leaders. A mismatch between priorities/resources and missions may result in soldiers that are not competent and confident and, ultimately, missions not being accomplished.

## **FEDERAL ROLES AND RESPONSIBILITIES**

The ARNG's federal mission is to maintain properly trained and equipped units available for prompt mobilization for war, national emergency or as otherwise needed. The ARNG has accomplished this mission in every major conflict our nation has encountered. The federal use of the ARNG for missions normally accomplished by the Active Component is a relatively recent phenomenon. Between the Vietnam conflict and OPERATION DESERT SHIELD/STORM no American president had voluntarily activated a single reservist for an armed conflict.<sup>25</sup> In recent history ARNG soldiers on federal status have served or are still serving in OPERATION DESERT STORM, Haiti, Bosnia, Southwest Asia, and Kosovo – a total of eight PSRCS since 1989, including the Partial Mobilization in support of missions as a result of September 11. As a part of the recent mobilization the 115<sup>th</sup> Military Police

Battalion, Maryland ARNG was deployed to help guard Taliban and al Qaeda prisoners at Guantanamo Bay, Cuba.<sup>26</sup> Other federalized ARNG units are serving in various capacities both CONUS and OCONUS.

The federal Homeland Security roles and responsibilities of the ARNG are being examined and debated. The Phase III Report of the U.S. Commission on National Security/21<sup>st</sup> Century recommended that Homeland Security should be a primary function of the National Guard. Many interpreted this recommendation as meaning it should be *the* primary function. Warren Rudman, Co-chair of the commission, stated:

One of the recommendations that have been vastly misunderstood is, we talk about forward deployment of U.S. forces, the U.S. National Guard is forward deployed in this country, and in the event of the kind of holocaust we're talking about, they are the best people to aid local authorities in their States as they do now. Some of them have thought we were recommending, who didn't read the report, that that be their primary mission. We say it should be a secondary mission. Their primary mission is the one to support the regular forces in time of national emergency, particularly in times of war.<sup>27</sup>

The Assistant Secretary of Defense for Strategy and Threat Reduction, in the Reserve Component Employment Study – 2005, recommended that the Reserve Component (RC) provide an expanded role in providing homeland defense capabilities in the following ways:

- Assist in managing the consequences of attacks within the U.S. involving nuclear, chemical or biological weapons
- Protect critical U.S. infrastructure from physical and information operations attacks
- Participate in manning a national missile defense system should one be deployed<sup>28</sup>

Still others, such as COL Michael Fleming, Chief of Staff of the Florida ARNG, suggest that the Army cannot meet its worldwide responsibilities without the warfighting capabilities of the ARNG and that the ARNG can perform its current Homeland Security missions because of its preparation for the federal mission. He goes on to state that the NG should remain the DoD's first military responder for Homeland Security missions and that the NG should be prepared to adapt its force structure, consistent with its dual mission responsibilities.<sup>29</sup>

LTG (R) Herb Temple, Chief of the National Guard Bureau (NGB) from 1986 to 1990 believes a reorganization to accomplish Homeland Security missions is not necessary. He writes:

Perhaps I'm just an anachronism. I want to believe the Guard is a fighting organization and its fighters are fully capable of meeting the Homeland Security challenge without being transformed into support forces. I didn't join the Guard to "wash the Army's socks." When I joined the 160<sup>th</sup> Infantry I expected to fight my nation's enemies. They could be in my hometown or on another continent, but wherever they were, my regiment wanted at them.<sup>30</sup>

The debate will continue. The following considerations for Federal employment of the ARNG for Homeland Security missions are offered:

- *Determine missions and requirements.* Before decisions can take place regarding reorganization of the ARNG specific, quantifiable, mission-oriented requirements for Homeland Security need to be established. Based on these requirements forces (AC, ARNG, USAR) should be apportioned for Homeland Security missions. If specific skill sets of forces are not available in adequate numbers, force structure modifications would be appropriate. Also, development of a Homeland Security (Homeland Defense and Domestic Support) Mission Essential Task List (METL) would provide the basis for effective training.
- *Federalizing ARNG forces should be a last resort.* Homeland Security missions (crisis/consequence management) should be accomplished at the local and State level if possible. Resources to accomplish these missions include ARNG soldiers on State status. Federalizing the ARNG takes soldiers out of the command and control of the TAG and Governor.
- *The Director of the ARNG (DARNG) must remain a key player.* The DARNG is the ARNG's senior representative on the Department of the Army (DA) staff. As such, he is responsible to represent the best interests of the ARNG in the 54 States and Territories. In order to do so, he must keep the TAGs informed on current Homeland Security issues and decisions occurring at the national level as well as soliciting feedback from the States. The

DARNG should be a two-way conduit of information and resources. TAGs that communicate directly with the primary DA staff or the Chief of Staff of the Army circumvent this conduit which can lead to an uncoordinated, disjointed approach to issues and recommendations regarding the ARNG's roles and responsibilities in Homeland Security.

- *The homeland must be recognized as the second front in the war on terrorism.* The President declared war on terrorism as a result of an attack on the U.S. The U.S. is engaging in war on two fronts – offensive operations OCONUS and defensive operations CONUS. The offensive operations are being fully resourced and aggressively conducted. The defensive operations appear to be a second priority, contrary to the QDR. ARNG leadership needs to readily accept “defensive operations” type missions and continue to fully consider what is best for not only the ARNG, but the citizens of the U.S.

#### STATE ROLES AND RESPONSIBILITIES

The ARNG's State mission is to provide trained and disciplined forces for domestic emergencies. The ARNG has been engaged throughout history in accomplishing this mission. Many of these State missions, such as response to natural disasters and response to civil emergencies, are also Homeland Security missions. In fact, between 1997 and 2000, the NG conducted a total of 1,161 State/Homeland Security missions; 598 of those in response to natural disaster, 133 in support of law enforcement agencies, and 174 in response to civil emergencies.<sup>31</sup> Approximately 1,146,333 man-days were devoted to Homeland Security missions during this period.<sup>32</sup> Other ARNG State roles and responsibilities in crisis/consequence management include military support to civil authorities (e.g., heavy construction, air and ground transportation, food delivery); execution of WMD-CST missions; Reception, Staging, Onward movement and Integration (RSOI) support to forces deploying for Homeland Security operations; facilitating local, State, and regional planning; providing incident assessment/reconnaissance; managing

special inventories and stores and providing these materials to the incident site; and counterterrorism support.<sup>33</sup>

Because the ARNG is stationed in approximately 3200 facilities in all 54 States and Territories it is uniquely qualified to serve as a the Army's first responder for Homeland Security missions. The Posse Comitatus Act prohibits the use of the federal military to arrest and detain criminal suspects, conduct search and seizure activities, restrict civilian movement through the use of blockades or checkpoints, gather evidence for use in court, and use undercover personnel in civilian drug enforcement activities.<sup>34</sup> These prohibitions do not apply to ARNG soldiers on State duty. The President, however, can waive the Act when a Governor has requested assistance because State and local agencies are unable to protect civil rights and property.

Funding for Homeland Security State missions has become an issue. The source of funding depends on whether the soldiers are serving on State duty/State status or State duty/federal Status (Title 32). If soldiers are on State duty/State status the respective States are responsible for soldiers' pay and allowances. Many of the soldiers serving on security missions at airports, dams, and nuclear energy plants are on State status. Unfortunately, State budgets are being depleted while attempting to resource these requirements, many of which are being dictated by federal agencies or the President. At the Western Governors' Association Meeting on Homeland Security, members stated that they want the federal government to pay for ARNG support when soldiers and units are called up to protect people from terrorists.<sup>35</sup>

Another issue is the competition of human resources between the ARNG and civil agencies such as police departments and fire departments. Many ARNG soldiers are employed by these agencies and, if called to State duty because of a Homeland Security incident, will not be available to serve the police or fire departments who may be responding to the same incident. It is in the best interests of all involved not to assign civil responders in ARNG units that may be mobilized for State Homeland Security incidents. Such units include WMD-CSTs, CERTs, engineer units, and transportation units.

The following considerations for State employment of the ARNG for Homeland Security missions are offered:

- The ARNG will be able to effectively continue to serve as the Army's first responder at the State and local level only if adequately resourced. Resourcing includes funding for training, equipment, and pay; recruiting of men and women; and competitive enlistment and re-enlistment bonuses. If this is not feasible, the civil first responders must be resourced to take on a greater magnitude of Homeland Security consequence management missions.
- ARNG leadership, down to the company level, must be involved in State and local level planning. The majority of Homeland Security incidents involve extremely quick response. For the ARNG to be effective and efficient its leadership must be intimately involved in planning response operations.
- USAR units and soldiers serving in Homeland Security missions should be under OPCON of the Deputy Adjutant General - Army. This command and control arrangement will allow a focused, synergistic unity of effort. The DTAG will have the authority to organize and employ USAR forces, assign tasks, designate objectives and give authoritative direction necessary to accomplish missions. This action will require an amendment to the Posse Comitatus Act to allow USAR forces under OPCON to the DTAG to perform law enforcement functions, if necessary.
- When feasible, Homeland Security tasks should be similar to a unit's federal mission as well as soldier's (MOS). While serving in the ARNG soldiers have an expectation that they will perform tasks in-line with their training and mission. Transportation units should be assigned transportation tasks and military police units should be assigned security tasks as well as law enforcement functions. If the mission demands a task that is not congruent

with a soldier's training it is the responsibility of the leadership to explain to each soldier the circumstances behind the tasking.

## **CONCLUSION**

Defining the roles and responsibilities of the ARNG, as well as the Army and other agencies, is an on-going process. The importance of clearly identifying these roles and responsibilities was dramatically highlighted in the aftermath of the attack on the U.S. on September 11. The ARNG is a key player in Homeland Defense missions as well as Domestic Support missions because of its unique role as both a federal and State asset.

The ARNG also has various roles in support of the spectrum of agencies that are responsible for Homeland Security. From national policy and intelligence to border security and disaster preparedness and response the ARNG effectively serves as the common thread in the Homeland Security interagency process. Further streamlining of this process is necessary to efficiently defend our country and support civil authorities in consequence management tasks.

The ARNG has a distinguished history fighting for its country. It is carrying on its proud tradition in the current global War on Terrorism. Homeland Defense is the second front in this war and, according to the QDR, the top priority of the Department of Defense. The requisite planning and resourcing for Homeland Defense, as well as Domestic Support, has yet to be achieved. Adequate resourcing of local and State first responders, to include the ARNG on State status, is necessary for our country to become truly secure.

## ENDNOTES

- <sup>1</sup> "On Duty for the Holidays," Army Times, 31 December 2001, p. 3.
- <sup>2</sup> National Guard Bureau, "National Guard Brief to Army War College," briefing slides with scripted commentary, Arlington, Virginia, ARNG Readiness Center, 29 October 2001.
- <sup>3</sup> Rumsfeld, 17.
- <sup>4</sup> *Ibid.*, 22.
- <sup>5</sup> Commission on National Security/21<sup>st</sup> Century, Road Map for National Security: Imperative for Change, The Phase III Report of the U.S. Commission on National Security/21<sup>st</sup> Century (Washington, D.C.: U.S. Commission on National Security/21<sup>st</sup> Century, 15 February 2001), 25.
- <sup>6</sup> Department of the Army, Deputy Chief of Staff for Operations and Plans, Army Homeland Security (HLS) Strategic Planning Guidance - Coordinating Draft, (Washington, D.C.: U.S. Department of the Army, 10 September 2001), Glossery-3.
- <sup>7</sup> *Ibid.*, 6.
- <sup>8</sup> *Ibid.*, D-2.
- <sup>9</sup> Antulio J. Echevarria II, The Army and Homeland Security: A Strategic Perspective, (Carlisle Barracks: Strategic Studies Institute/U.S. Army War College, March 2001), p.8.
- <sup>10</sup> Joseph M. Cosumano Jr., "Space Support to Missile Defense Operations," Army, December 2001, 38.
- <sup>11</sup> Echevarria, 8.
- <sup>12</sup> Department of the Army, Deputy Chief of Staff for Operations and Plans, G-1.
- <sup>13</sup> Department of Defense, Joint Staff, Information Assurance, Legal, Regulatory, Policy, and Organizational Considerations – 4<sup>th</sup> Edition, (Washington, D.C.: U.S. Department of Defense Joint Staff, August 1999), 1-2 - 1-3.
- <sup>14</sup> Department of the Army, Deputy Chief of Staff for Operations and Plans, F-3.
- <sup>15</sup> Bob Haskell, "Civil Success," National Guard, December 2001, 30.
- <sup>16</sup> Department of the Army, Deputy Chief of Staff for Operations and Plans, 6.
- <sup>17</sup> Legal Information Institute, U.S. Code Collection, "Title 42 – The Public Health and Welfare," available from <<http://www4.law.cornell.edu/uscode/42/>>; Internet; accessed 10 January 2002.
- <sup>18</sup> *Ibid.*

<sup>19</sup> "Military Assistance for Civil Disturbances (MACDIS)," 4 February 1994, available from <[http://www.uhuh.com/laws/DODD3025\\_12.html](http://www.uhuh.com/laws/DODD3025_12.html)>; Internet; accessed 10 January 2002.

<sup>20</sup> Ibid.

<sup>21</sup> Department of the Army, Deputy Chief of Staff for Operations and Plans, J-1.

<sup>22</sup> Ibid. 8.

<sup>23</sup> Ibid.

<sup>24</sup> Aaron Weiss, "When Terror Strikes, Who Should Respond," Parameters (Autumn 2001): 117.

<sup>25</sup> Stephen M. Duncan, Citizen Warriors – America's National Guard and Reserve Forces and the Politics of National Security, (Novato, CA: Presidio Press, 1997), 6.

<sup>26</sup> "National Guardswomen Reported AWOL," Washington Post, 14 January 2002, sec. B, p. 3.

<sup>27</sup> Congress, House of Representatives, Government Reform Subcommittee on National Security, Veterans Affairs, and International Relations, Testimony by Commissioner Co-Chair Warren Rudman, 27 March 2001.

<sup>28</sup> Department of Defense, Final Report of the Reserve Component Employment Study 2005, (Washington, D.C.: Washington Headquarters Services, July 1999), 1.

<sup>29</sup> Michael P. Fleming, "National Security Roles for the National Guard," Homeland Defense Journal Online 14 January 2002; available from <<http://www.homelandsecurity.org/journal/Articles/article.cfm?article=20>>; Internet; accessed 14 January 2002.

<sup>30</sup> Herb Temple, "Waking Up To Reality," National Guard, December 2001, 36.

<sup>31</sup> Information taken from National Guard Bureau Website; available from <<http://www.ngb.dtic.mil/>>; Internet; accessed 19 January 2002.

<sup>32</sup> Fleming, 13.

<sup>33</sup> Ibid., 13-14.

<sup>34</sup> Craig T. Trebilcock, "The Myth of Posse Comitatus," Homeland Defense Journal Online October 2000; available from <<http://www.homelanddefense.org/journal/Articles/Trebilcock.htm>>; Internet; accessed 14 November 2001.

<sup>35</sup> Chris Roberts, "Western Governors Talk about Homeland Security," 5 December 2001; available from <<http://www.state.nv.us/nucwaste/news2001/nn11508.htm>>; Internet; accessed 14 January 2002.

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