

National Guard Bureau Army National Guard

The Army National Guard: A Great Value for America White Paper

Executive Summary

This white paper describes the Army National Guard (ARNG): a premier community based force of great value to the nation. The defense and domestic response needs of the States and the nation are real and demand a versatile and capable force. The ARNG continues to provide those capabilities at the right time, the right place, and at a comparatively low cost.

The value of any organization or institution can be measured in terms of its effectiveness and efficiency. That is, how well are you performing and at what cost? The Army National Guard is an organization dedicated to exceptional value and vigilance. The ARNG provides robust capabilities with part-time costs. The ARNG is trained to the same standard as the Active Army, while offering civilian skill sets that are unique to the Reserve Component. During a time of multiple, simultaneous threats and constrained resources, the nation must provide for multiple missions in a way that guarantees success at the lowest cost possible. The ARNG through its unique organizational structure, with military experience and civilian employer relationships, stands as one of America's greatest values. The ARNG has unique multi-faceted competencies with the economical Reserve Component cost structure, as shown in Figure 1.¹

Background

The essential ARNG value goal is to sustain a battle-hardened force, with civilian and military skills, enhanced through preparedness and leadership. For more than 375 years, ARNG Soldiers have continued the proud tradition of serving our nation at home and around the world. Whether responding to floods, wildfires, tornadoes, or hurricanes, or performing global missions for a decade of overseas contingency operations; each mission enhances our value and challenges our capabilities. More than 80% of our ARNG Soldiers joined the military after 9/11/2001 and more than 50% of ARNG Soldiers are combat veterans.² The ARNG value is intrinsically tied to retaining that level of operational experience by keeping Soldiers trained, ready, and resilient.

The nature of the Citizen Soldier is to have a civilian occupation in addition to a military career. The ARNG has significant numbers of Soldiers who work as educators, medical professionals, law enforcement specialists, students, and in other civilian sector fields. As of 30 November 2011, the ARNG has 5,186 educators, 4,808 medical professionals, 4,599 law enforcement officers, and 34,208 students, many who will become eligible for officer programs upon graduation. Regarding the full-time support force, the ARNG has 25,314 full-time military technicians. This includes 1,736 non-dual status and 23,578 dual status technicians, 29,736 Active Guard Reserves (AGRs) on Title 10 or Title 32 orders (2,106 and 27,630, respectively). A large segment of the ARNG is currently serving in a "Soldier Citizen" capacity with 33,746 currently mobilized in support of Overseas Contingency Operations, and another 38,314 in receipt of alert orders (as of 12 Jan 12).

The ARNG exemplified capability, availabil-

Contents:

Background.....	1
What the Nation Needs, When Needed.....	2
Unparalleled Array of Mission Capabilities.....	2
High Value Capabilities at a Lower Cost.....	3
Keystone for Depth and Operational Capabilities.....	3
Preserving Military Skills.....	4
Connecting the Military to the People.....	5
Closing Thoughts.....	5
End Notes	6
References	6

ity, and depth in July 2005, when the ARNG provided seven of the fifteen Army combat brigades fighting in Operation Iraqi Freedom. At that peak of active participation, 41% of all Army personnel in Iraq were from the ARNG.³ Even with that historically high level of overseas deployments, when Hurricane Katrina struck the Gulf Coast in August 2005, the ARNG responded with more than 50,000 Guardsmen from the ARNG and Air National Guard (ANG). Guardsmen from across the nation answered the call to serve. For additional information about Hurricane Katrina and Homeland Defense, see the white paper at <http://www.arng.army.mil/News/publications/Pages/WhitePapers.aspx>

What the Nation Needs, When Needed

ARNG units cycle through the readiness level prescribed in the Army's Force Generation (ARFORGEN) model. While preparing for mobilization, a typical ARNG unit completes the base requirement of 39 days (12 weekend drills and 15 days of annual training) plus any additional required training as specified by ARFORGEN requirements as described in the white paper at <http://www.arng.army.mil/News/publications/Pages/WhitePapers.aspx>

When Operations and Maintenance costs are considered along with Personnel costs, the ARNG Soldier costs only 31% as much as an Active Army counterpart.⁴ By relying on a part-time, professionally led force, the nation pays for the most productive part of its military. The part-time Soldier is paid only for training and on-duty time (drill pay). Weekend drill pay does not include credits for vacations, holidays, or non-duty weekends. Drill pay does not include benefits such as full medical care for Soldiers and their Families. While Active Army Soldiers are paid 365 days each year, the part-time National Guard Soldier is paid for 39 days of duty plus any additional ad hoc assignments or deployments. Drill pay does not include housing or subsistence allowances, both tax exempt benefits paid to Active Army members. Yet the part-time Soldier provides the nation with full-time availability. The Citizen Soldier of the Army National Guard is one of the nation's best values at home and abroad (as shown in figures 1, 2, and 3).

Unparalleled Array of Mission Capabilities

The ARNG is capable of immediate employment in foreign and domestic (national, state and local) missions. As a dual-status force, the ARNG can respond to emergency demands at any level under the authority of the state governors or at the call of the President to Federal duty. Dual status means dual capabilities. A single organization capable of missions in multiple statuses provides more benefits to the nation for an already made investment. Initial entry training (IET) and professional military education (PME) costs are initially high, but over the long term ARNG has low cost capabilities because of distributed learning opportunities available to service members.

Fig 1: FY12 Annual Cost per Soldier (dollars in thousands)

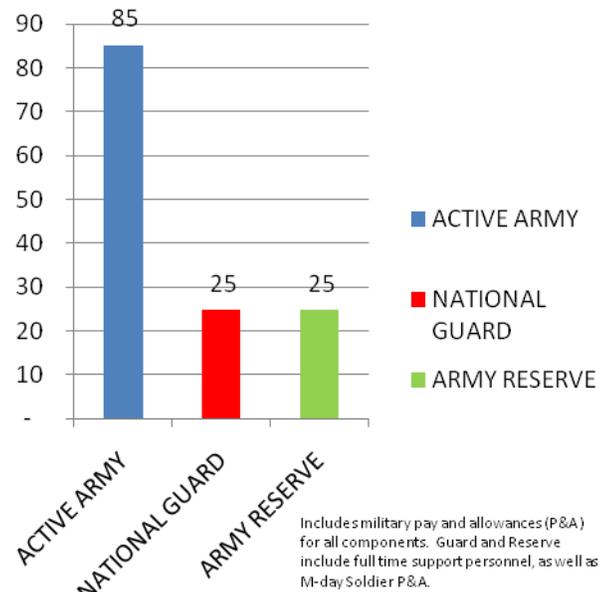


Fig 2: FY12 Budget by Component (dollars in billions)

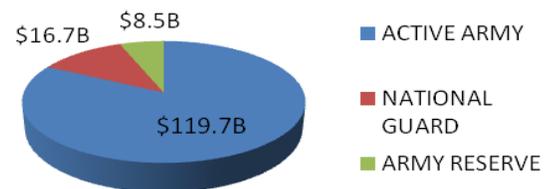
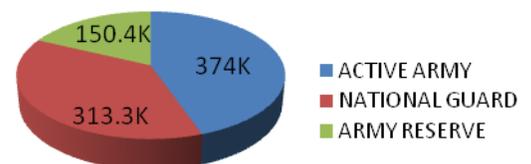


Fig 3: Operating Force by Component (numbers in thousands)



The ARNG provides significant military capabilities in response to unexpected emergencies. When natural or human-caused disasters strike, an ARNG unit is always nearby. The community based ARNG is present in approximately three thousand locations across the nation including Guam, the Virgin Islands, Puerto Rico, and the District of Columbia. Not only are Guardsmen close, but they know their communities intimately. The price of this community connection is remarkably low for the varied and ready capabilities provided.

The ARNG has answered the call to protect our nation overseas and is capable of accomplishing any military or recovery mission. The Total Army adheres to one standard. Whether a unit is in the Active Army, the ARNG, or the Army Reserve, the standards for evaluating the readiness and performance of people and equipment are the same. Support operations and National Training Center (NTC) rotations assist in better preparing our Soldiers to perform contingency operations with professional readiness. Security cooperation events also support the national defense by promoting security and deterring conflict. When deployed to a theater such as Afghanistan or Iraq, the ARNG performs at or beyond the same standard as the best units in the Army. More than half of ARNG Soldiers are combat veterans, making it the most experienced, seasoned, and trusted ARNG in generations.

Looking to the future, the Army is aggressively studying what the future role of our reserve component should be in an era of persistent conflict when continued deployment is the norm. We recently concluded a study that examined how to best retain the capabilities and contributions of the reserve component. One thing is certain across every echelon of this Army; we cannot relegate the Army National Guard and Army Reserve back to a strategic reserve. The security of the nation can ill afford a reserve force that is under-manned, under-equipped or at lower levels of training and readiness.

2011 Army Posture Statement

By the end of FY09, the ARNG completed the most comprehensive force structure change in its history. This five-year effort saw more than 2,800 operating force units transform into modular designs while deploying 43,225 Soldiers to combat and support operations in Iraq, Afghanistan, and Kuwait. With this transformation, ARNG brigade combat teams are identical to Active Component Army brigades so they are compatible regardless of the mission. The ARNG continues to grow and adapt to fulfill all levels of the federal and state missions in support of Homeland Security and Homeland Defense.

2011 National Guard Posture Statement

High Value Capabilities at a Lower Cost

With the ARNG the nation benefits from a capable military force that is able to carry out both domestic and overseas missions with only 11.5% of the total base budget of the Total Army, as shown in Figure 2.⁵ Yet the ARNG makes up 32% of the personnel and maintains about 38% of the operating force, as shown in Figure 3. The central reason for the ARNG's cost-effectiveness is the part-time/full-time force mix. Until called and placed in a paid duty status, traditional ARNG members incur minimal cost to the Department of Defense. Cost savings attributable to the community-based, part-time nature of the ARNG include fewer pay days per year; lower medical costs; lower retirement expenditures; significantly lower training costs beyond initial qualification training; virtually no cost for moving Families and household goods to new duty stations every three or four years; fewer entitlements, such as housing and food allowances; and lower base support costs in terms of services and facilities including commissaries, base housing, base exchanges, and child care facilities. Further, as noted earlier, the men and women of the ARNG have proven themselves repeatedly in combat and in domestic response missions. They consistently perform at the professional level that the nation expects.

...the Department must continue to ensure availability of a capable and operationally ready Reserve Component. As contingency funding decreases, affordability is a concern and will require additional work. In a resource constrained future environment, additional resources as well as adjustments to the Reserve Component may be necessary to enhance operational readiness.

Comprehensive Review of the Future Role of the Reserve Component

Keystone for Depth and Operational Capabilities

The Army's 2011 Posture Statement asserts that "The security of the nation can ill afford a reserve force that is under-manned, under-equipped or at lower levels of training and readiness."

According to the 2011 National Guard Posture Statement, the ARNG transformed "more than 2,800 operating force units" into modular designs such as brigade combat teams, which are identical to Active Army brigades. The world continues to be an unpredictable and dangerous place. While the continuing need for forces for persistent ongoing operations is apparent, a critical need remains to have a deep capability to meet unexpected

challenges that demand capabilities for Full Spectrum Operations (FSO). The Army National Guard today is comprised of 104 brigades. This includes 28 brigade combat teams (BCTs), 62 multi-functional brigades, and 14 functional brigades across the 50 states, 3 territories, and the District of Columbia.. This breadth of capabilities provides the Army and the nation with critical operational and strategic depth. As the Army transforms, the ARNG must make adjustments to force structure as well.

The Comprehensive Review of the Future Role of the Reserve Component, Volume I, Executive Summary and Main Report, prepared by the Office of the Vice Chairman of the Joint Chiefs of Staff and the Office of Assistant Secretary of Defense for Reserve Affairs, describes the Reserve Component as “irreplaceable” and “cost-effective.”

The Commission on the National Guard and Reserves makes additional recommendations for sustaining the operational force as an integrated element of the total force. The Commission observes that “At the core of these [needed] changes is the explicit recognition of the evolution of the reserve components from a purely strategic force, with lengthy mobilization times designed to meet Cold War threats from large nation-states, to an operational force. This operational reserve must be readily available for emergencies at home and abroad, and more fully integrated with the active component. Simultaneously, this force must retain required strategic elements and capabilities.” In order to continue to fill this operational role, we must maintain a reasonable OPTEMPO for our maneuver units. The Commission concludes that the nation has “no reasonable alternative to the nation’s continued increased reliance on reserve components as part of its operational force for missions at home and abroad.”

More than 488,000 ARNG Soldier mobilizations have been recorded since 9/11.

National Guard Bureau, ARNG Directorate

In May 2010 the Secretary of the Army and Army Chief of Staff commissioned “The Independent Panel Review of Reserve Component Employment in an Era of Persistent Conflict,” commonly called the

The Army of the 21st century will require a versatile mix of tailorable and adaptable organizations – both Active Component and Reserve Component – interdependently operating on a rotational cycle.

(Reimer Report)

“Reimer Study,” to conduct an independent review and make recommendations for employing the Army’s Reserve Component in the future.⁶ Their report asserts: “The RC has been continually mobilized and employed in support of Army operations to such a great extent that today’s RC Soldiers and units have gained a level of experience and readiness that is arguably higher than at any time in our nation’s history.”

Preserving Military Skills

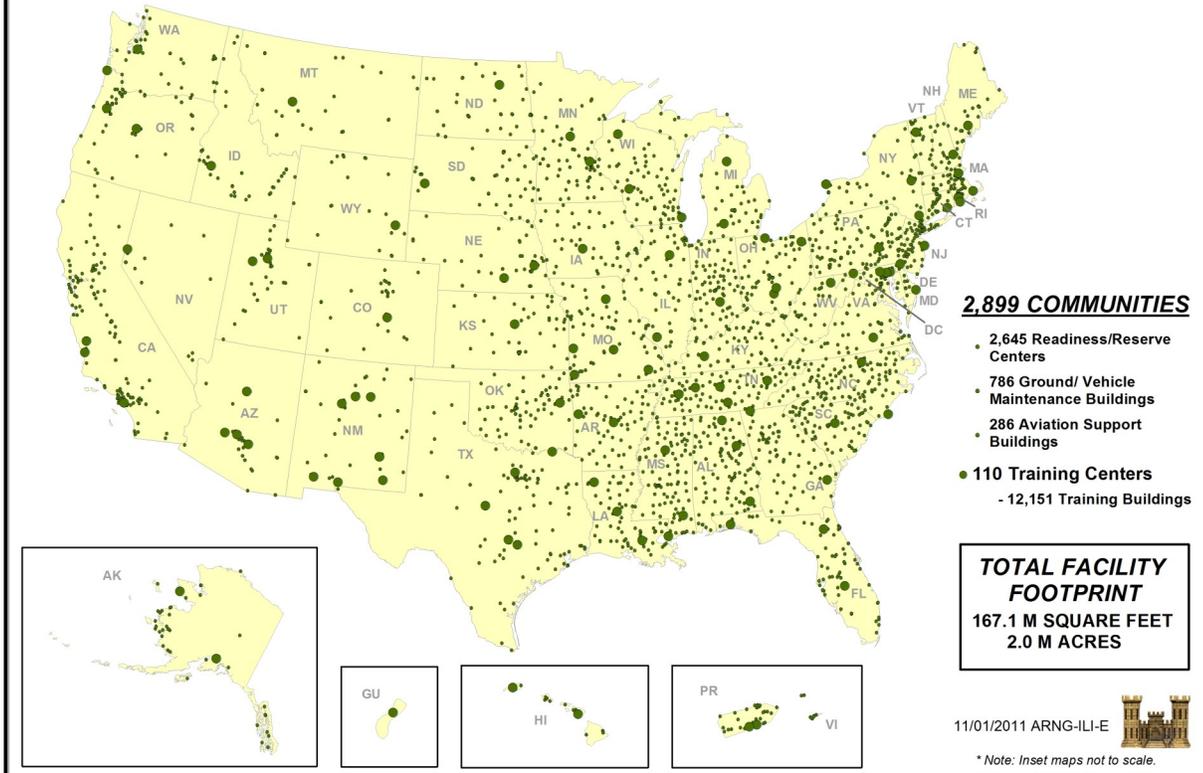
ARNG units, the composite amalgamations of Soldiers, are irreplaceable repositories of military skills and talent. Without the Reserve Components, the military skills, talent, and experience of the nation would be dramatically reduced. Only a small percentage of America’s young men and women choose to make a full-time career in the military; commensurately, only a small percentage of American Families bear the military burden. The measureable investment in training and the incalculable value of combat experience would rapidly dwindle were it not for the opportunities provided by part-time service in the Army’s Reserve Components. A strong argument can be made that a larger Reserve Component would be even more effective in fortifying the nation with an adequate reservoir of trained and capable Soldiers, enlisted and officer. As individuals and units enter the Train phase of the ARFORGEN cycle, the legacy plan is for Soldiers to “train as they fight” with a continued investment in IET, PME, and functional training. These investments can only be preserved with continuous training support. ARNG monitors a comprehensive database of exercises and participated in an impressive list of training events in calendar year 2011 including Mission Spring, a CONUS exercise in October, Saber Strike, in Latvia during November, and Ulchi Freedom Guardian, an exercise planned for Seoul, Korea, in December. These exercises are designed to provide a wealth of varied training opportunities.

The review of investment in the RC is not only about dollars; it is also about Soldier and unit readiness.

(Reimer Report)

FOOTPRINT OF THE ARMY NATIONAL GUARD

FY 2012



Connecting the Military to the People

As fewer young Americans choose full-time military careers, the ARNG performs an essential role in maintaining the trust and respect historically afforded our military. Today, after a decade of conflict, nearly everyone in America knows a current or former member of the ARNG or Army Reserve. The presence of local community units drawing its members from the same local community preserves the tradition of the Citizen Soldier and connects civilians to their military in a way that cannot be duplicated by the Active Army (as illustrated in the above Footprint chart). Compared to the World War II era, however, community and Family participation is lower. During World War II, the military participation ratio (military membership as a percentage of U.S. population) was about 12 percent and first-hand knowledge about the military was widespread; as of 2004, less than one percent of the U.S. population has a Family member in the military and myths and stereotypes about the military tend to proliferate (Segal & Segal, 2004). The skills brought to bear during a natural disaster or attack on the homeland help to solidify the community relationship as members are seen in “action” by the populace.

Closing Thoughts

As of December 14, 2011, 37,964 ARNG Soldiers are mobilized in support of overseas missions and domestic operations. The overseas deployments are to Iraq, Afghanistan, the Balkans, Guantanamo Bay, Djibouti (Horn of Africa), the Sinai, and other locations across the globe; the domestic operations include counterdrug, southwest border, and state active duty. Based on an Active Army operating force of ~351,000, an ARNG operating force of ~308,000 (based on an authorized operating force of 313.3K), and an Army Reserve operating force of ~150,000, the ARNG is providing approximately 38 percent of the Army’s operating force. The National Guard also provides “smart power” approaches to our overseas operations with programs such as the State Partnership Program and Agribusiness Development Teams. National Guard Soldiers possess a unique blend of civilian and military skills, enabling them to conduct varied

missions with exceptional effectiveness. Since 9/11, the ARNG has had 487,856 Soldier mobilizations with many Soldiers deploying more than once. More than fifty percent of ARNG Soldiers are combat veterans and more than eighty percent joined the Army National Guard after 9/11. The ARNG is a full partner in providing trained, equipped combat resources and enabling units for the overseas fight. The nation's need for experienced forces for combat rotations, ongoing contingencies, and stability operations continues unabated. That need is best served by a training, equipping, and high value readiness strategy. A strategy of continued readiness ensures the cost effective use of defense assets, contributing to the Army's sustainability, and providing the nation with unrivaled defense capabilities. The value of the ARNG has been shaped on the anvils of the past and hardened by the demands of the 21st century.

End Notes

1. The numbers in figures 1, 2, and 3 have been assembled from information in the budget justification books publicly available at the Assistant Secretary of the Army (Financial Management & Comptroller (ASAFMC) website: <http://asafm.army.mil/offices/BU/BudgetMat.aspx?OfficeCode=1200>
2. As of EOM December 2011: 181,384 of 359,410 or 50.5% of the ARNG have deployment experience; 289,076 of 359,410 or 80.4% of the ARNG have joined since 9/11. Source of data: TAPDB-G and DFAS.
3. This chart is based on both Operations & Maintenance (O&M) and Personnel & Administration (P&A). The ARNG Cost Factor Handbook considers a "burdened" per capita Active Army Soldier cost at \$145,707.50, with the ARNG Soldier at \$45,264.70 or 31%. MILCON and procurement are not included on either the Active Army or ARNG calculations.
4. The 31% is derived from the \$145.7K and \$45.3K "burdened" rate we total for AC and ARNG members. Source: ARNG Program Analysis & Evaluation Division (PA&E) Cost Factor Handbook, As of POM 2013--2017.
5. The ARNG does not have a procurement appropriation and it receives equipment from the \$119.7B Active Component budget line. The FY12 budget for ARNG (\$16.7B) was derived from Operation and Maintenance, Army National Guard (OMNG) and National Guard Personnel, Army (NGPA), Base, Overseas Contingency Operations (OCO), and military constructions (MILCON) combined.
6. This panel consisted of LTG (R) Robert C. Schultz, former Director of the Army National Guard; James R. Helmly, LTG (R), former Chief of the Army Reserve; and Dennis J. Reimer, General (R), former Chief of Staff of the Army.

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- The Independent Panel Review of Reserve Component Employment in an Era of Persistent Conflict [Reimer Report], 2 November 2010.
- Transforming the National Guard and Reserves into a 21st-Century Operational Force [Commission on National Guard and Reserves, Final Report], 31 January 2008.

ARNG White Paper Disclaimer:

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