

**STRATEGY
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**ACTIVE DUTY AND RESERVE COMPONENT ROLES
IN AMERICA'S HOMELAND DEFENSE**

BY

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USAWC STRATEGY RESEARCH PROJECT

**Active Duty And Reserve Component Roles
In
America's Homeland Defense**

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ABSTRACT

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This paper examines all aspects of homeland defense of the United States. First it provides a historical perspective on the Homeland Defense mission and identifies future threats. Each major threat area is then examined to determine what our response should be against that threat, to include identifying specific missions. Each mission is assessed for its compatibility with Active Duty Forces and with Reserve Component Forces using the criteria of trust of the American people, availability of personnel and equipment and the ability to adequately perform the mission. The similarities of the Active and Reserve capabilities along with their differences are compared to make an argument for the role each should play in providing a strong homeland defense for the United States of America.

This paper finally recommends that the National Guard take the lead role in specific homeland defense missions, with follow on forces from the Reserve and Active Duty military services. The special relationship enjoyed with the civilian community by the reserve components should be used to leverage military support to civil authorities.

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PREFACE

I would like to thank my advisor, Colonel Richard Meinhart, United States Air Force, whose expertise and understanding of "Military Assistance to Civil Authority" kept me on track and focused. His doctrinal insights, recommendations and editorial guidance were a tremendous help to me in improving my project. I am indebted to him for his critique and time.

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ACTIVE DUTY AND RESERVE ROLES IN AMERICA'S HOMELAND DEFENSE

INTRODUCTION

The importance of homeland defense is greatly emphasized in the 1998 National Security Strategy of the United States. That future shaping document states that: "Protecting our population and critical infrastructure at home is an intrinsic and essential element of our security strategy."¹ Homeland defense includes all aspects of protecting our nation's population, land and infrastructure within our borders from both natural disasters and manmade threats. It ensures recovery from events caused by those threats. Homeland defense is both a joint and total force concern. Beyond the challenges confronted by coordinating Department of Defense Agencies, Armed Services, and Active Duty and Reserve Components, is the somewhat unfamiliar role of providing military support to civil authorities. The future threats to our nation will make this mission a rapidly expanding role.²

The current definition of homeland defense is expanding because of the asymmetrical threats our nation must defend against. Homeland defense now definitely includes protection against weapons of mass destruction, information operations and counterintelligence for information warfare, which are relatively new. These are in addition to those older cold war missions such as air and sea defense of the United States. As threats expand, and the capabilities of our military and those who would oppose us develop, homeland defense is sure to continue to develop and expand its missions.

To understand the appropriate role that Activity Duty and Reserve Component forces should play in homeland defense, we must investigate the concept from a historical perspective and explore current threats to our homeland. The capabilities each component possesses to respond to these threats will then define the proper mix of forces and missions to defend the homeland. Homeland defense has evolved since our nation's birth. This paper will now examine the historical aspects, current issues and future missions of homeland defense.

HOMELAND DEFENSE PERSPECTIVES

Historical Aspects

From our nation's first militia to the present day's most powerful fighting force in the world, those in the defense department have always viewed homeland defense as a noble endeavor. It was considered a term of honor for those in uniform who are very proud to defend the country.³ It is a continuation of the Constitutional requirement to protect United States population and territory against foreign powers, for the homeland has not always been as secure as it is today. For example, the Army defended the nation against British troops invading the homeland in the War of 1812 and against Pancho Villas and his Mexican rebel bandit raids in 1916. The United States military defeated the small number of Japanese

enemy occupying U.S. territory in the Aleutian Islands during World War II. Americans trust its military to protect it from foreign powers, but civil disturbances cause a different view of the military.

Mistrust of the military led to the Posse Comitatus Act which was enacted in 1878 in response to excessive use of and resulting abuses by the Army in the southern states while enforcing the reconstruction laws. Military action during the veteran's rights demonstrations after World War I and on the campus of Kent State during the 1960's Vietnam War demonstrations provided continuing reasons for distrust. In the 1990s Army National Guard, Reserve and Active Duty units deployed to Los Angeles to protect the population from riots.⁴ The successful history of homeland defense of the United States and the concerns that using our military at home raise have shaped today's definition of homeland defense.

Current Issues

Defense department members have been surprised lately to learn that for many Americans, the term 'homeland defense' has ominous overtones. Homeland defense gives the impression that there is something dangerous in asking the Department of Defense to react to an incident inside the United States. This concern was highlighted following President Clinton's statement on this mission of protecting the United States during the role-out of his budget in January 1999. The next day, newspapers gave blistering critiques, saying that for the Department of Defense to get involved in this was a threat to our civil liberties.⁵ What must be considered though, is the fact that a Weapons of Mass Destruction (WMD) event in this country would potentially be the greatest threat to civil liberties since World War II lead to the incarceration of over 100,000 Japanese Americans. Weapons of Mass Destruction are those that can kill or injure large numbers of people and damage or destroy large pieces of infrastructure including communication and information facilities. Chemical, biological and nuclear weapons are all considered Weapons of Mass Destruction. It is presumed that in such a disaster people will set aside a lot of the normal protections that we want in our daily lives.⁶ Historically the line between civil authority and military action at home has for the most part been respected, but it is still incumbent upon the military to remain sensitive to these civil liberties.

In taking on the mission of homeland defense, America's military must guard against the perception that it is trampling on American lives and liberties in the name of preserving them. Information is clearly power, and greater access to information will require the American people and their elected officials to find the proper balance between privacy and protection.⁷

The United States military must build upon its long history of reasonable and successful military support to communities ravaged by natural disasters, such as fire and flood. The military should continue to stick strictly with the role of support, in effect, to follow the lead of the civil agency designated as responsible for the emergency. To venture into domestic law enforcement without explicit statutory authority violates the provisions in the Posse Comitatus Act, which prohibits the military from conducting domestic law enforcement without explicit statutory authority.⁸ New threats however will demand a new look at the limits of the Posse Comitatus Act as it applies to WMD incidents.

Future Homeland Defense Missions

A new mission focus for military forces in homeland defense must be consistent with our historical practice, policy and the current National Command Authorities' emphasis. To protect our territory, population and critical infrastructure at home against foreign and domestic threats, the United States' military mission will primarily be in support of two main civil organizations. For crisis and consequence management respectively they are the Federal Bureau of Investigation (FBI) and the Federal Emergency Management Agency (FEMA). The military must also ensure the availability, integrity, survivability and adequacy of critical national infrastructure assets such as communications, trade access and transportation networks.⁹ The support role the military must play is reflected in the new term, Military Support to Civil Authority (MSCA), that the Homeland Defense mission now uses.

Changing the name takes some of the fizzle out of "Homeland Defense" to those Americans who are fearful of what the military is trying to do. The goal is to set up, in advance, the working relationships, the exercise experiences, the liaisons and the tools so that law enforcement can do its job, with the military clearly in the supporting role.¹⁰ Military Support to Civil Authority will focus on responses to natural and man-made disasters, including Department of Defense assistance to civil disturbances, counterdrug activities, classified issues support, counterterrorism and law enforcement. It includes actions that deter, prevent and defeat hostile actions and continues beyond the event to post-attack response.¹¹ It is important to understand when a civil emergency becomes an emergency in which the military would appropriately provide support, who is responsible for organizing that support and what that support should look like.

There are two main organizations in the Department of Defense responsible for providing this support to the FBI and FEMA. The Director of Military Support (DOMS) is responsible for coordinating all military support where the disaster is related to a natural event such as flood or hurricane. DOMS has a emergency management cell in the Pentagon to task all other military agencies. In a speech delivered at the Fletcher Conference on Strategic Responsiveness in November of 1999 Secretary of Defense William S. Cohen discussed future developments in homeland defense. He commented that it wasn't long ago that we lacked a focal point for certain missions on homeland defense. The new Joint Task Force of Civil Support, under US Joint Forces Command, was established to maximize military effectiveness in supporting federal, state and local authorities during a domestic weapons of mass destruction incident. We also have the Defense Threat Reduction Agency who's mission is to pull together all of our counterproliferation efforts.¹² This is a huge job considering the numerous threats to our homeland today.

THREATS TO THE HOMELAND

America's role as the world's only superpower will cause it to be both embraced and resented abroad. States, terrorist, and other disaffected groups will gain access and attempt to use today's technologies to counter U.S. military through non- traditional attacks. Adversaries may attempt to disrupt

power-projection capabilities by attacking installations, information systems, or transportation nodes.¹³ At least 25 countries, including Iraq and North Korea, either have or are now acquiring and developing weapons of mass destruction. Foreign military arsenals of smallpox, the horrific infectious virus that decimated entire nations down the ages and which the global population is defenseless now, is of grave concern to defenders of the homeland.¹⁴ In addition there are terrorist groups which will acquire Weapons of Mass Destruction and some will eventually use them. In coming years there is the distinct prospect that Americans will die on American soil, possibly in large numbers. This paper will focus on the following types of threats as they relate to homeland defense: nuclear, drug, information, chemical and biological.

After the cold war ended, many Americans were happy to stop worrying about intercontinental missiles delivering nuclear or chemical warheads from the Soviet Union. The threat still exists, however, and maybe the United States' homeland is in even more danger. Now the splintered Soviet Union has put the Weapons of Mass Destruction in the hands of other smaller countries, which are less stable than the USSR. China becomes more of a missile threat to our homeland every day because of its fast growing technology and successful espionage efforts. President Reagan's "Strategic Defense Initiative" still has a place in our homeland defense in the 21st Century.

Homeland defense threats may come from within or outside our borders as a result of our nation's illegal drug problems and ties to organized crime. Drug abuse robs us of the tremendous potential of too many of our youth. It creates dangerous situations on our highways and work places and cuts the productivity of the workforce. Organized terrorist groups often fund their capabilities with drug money. Domestic terrorist groups' activities are directed at destabilizing elements of the federal, local or state governments or the U.S. civilian population.¹⁵

Cyberterrorism, which targets our information networks, may come from any source with computer communication skills anywhere in the world. In early February 2000 coordinated computer attacks shut down the YAHOO internet site for several hours. Attacks halted other sites for the next two days. It was not determined immediately where those attacks originated. We are forced to respond with diplomacy in mind. Our strategy must be flexible and sensitive to other states.¹⁶

The Weapons of Mass Destruction threat related to chemical means is particularly difficult since it can mean defending against a guy with a bottle or suitcase full of chemical agents. The enemy can hit where and when we least expect it.¹⁷ The Aum Shinrinkyo bombing of the Tokyo subway, which used chemical agents, made this point clear. The terrorists in this case were trying to get nuclear material.¹⁸ Those behind the 1993 World Trade Center bombing in New York City were also gathering ingredients for a chemical weapon that could have killed thousands. Today's challenge is not troops coming across our borders or bombers over our cities, but with chemicals released beneath them.¹⁹

Biological attacks may be the most difficult of all threats, because the source and actual events may be difficult to identify. Aided by modern air travel, a contagious virus could be carried across the hemispheres in hours. An invisible contagion could infect unsuspecting thousands who could also infect

whomever they touch. The contagion could accelerate astoundingly. Nothing in our history would be more monstrous as this ancient scourge becomes a modern nightmare.²⁰ The Aum Shinrinkyo cult had planned to use anthrax against American troops.²¹ Attempts to use these Weapons of Mass Destruction are becoming more frequent. In 1999 there were over one hundred instances (up from 3 in 1998) inside the United States of alleged anthrax bombs. Even though none of the threats were real, it is now becoming the intimidation weapon of choice. Unfortunately, we are not ready should one of these threats become real.²²

RESPONSE TO THREATS

Deterrence and counter response, which to date have been successful against hostile states, may no longer apply to the New World terrorist that use chemical or biological agents. They leave few clues, and their places of business may be in a number of countries that are conducting bioengineering or chemical weapons development under the guise of pharmaceutical research. Preparation seems to be the best counter effort to deter the threat. Minimizing death and destruction reduces the likelihood of a strike. Yet a chemical or biological attack on American soil could quickly surpass a community's ability to cope.²³

Acting Assistant Secretary Of Defense for Reserve Affairs, Charles L. Cragin assesses that we are fragile to the asymmetrical threats of Weapons Of Mass Destruction.²⁴ We must learn from the vulnerability of Tokyo in the sarin gas attack. First responders to that attack had no clue what they were doing for the first three hours, allowing exposed victims to wander into hospitals, potentially contaminating them.²⁵ The importance of having a plan that lays out responsibilities and capabilities in advance is the first step toward reducing these vulnerabilities.

Homeland defense requires extensive coordination and liaison among interagency, joint, multi-jurisdictional (state and local), and Active Component and Reserve Component entities. As mentioned, crisis management is a federal responsibility under the lead of the Federal Bureau of Investigation, while consequence management is initially a state or local responsibility.²⁶ If the consequences of the attack exceed the capabilities of local or state agencies, then FEMA is the lead federal agency.

This paper will now examine the flow of support to the disasters to which they respond. Figure 1, below, shows the sequence of response requests from the time an event occurs to the time when events become great enough to push it to the next highest level of assistance. In all cases the response should be proportionate to the scope of the disaster and most never involve regional or national organizations.

In almost any disaster at home the first response is local. After dispatching police, fire, HazMat, EMS or other assistance, a command center is established. Command centers are responsible for warning and evacuating citizens as the situation calls for. They must assess the situation to identify

operational requirements and then coordinate among its agencies. The command center will decide if requirements exceed local capabilities and request mutual aid and state assistance.²⁷

The state responds to local request by supplementing their efforts. It coordinates state agencies and applies the Governor's unique authority to issue a state emergency declaration, mobilize the National Guard and redirect state resources to emergency response. If the state identifies requirements that exceed its own capabilities it will request mutual aid from other states if appropriate resources are available, and then from the federal government.²⁸

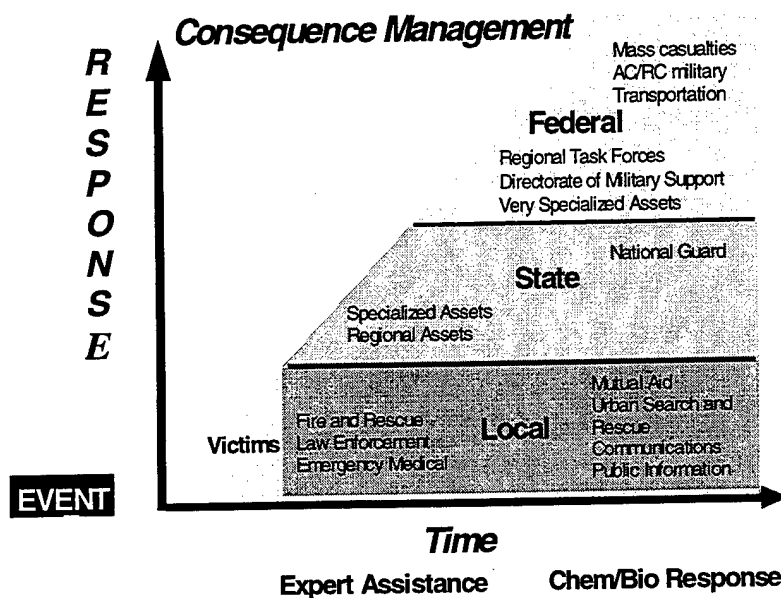


Figure 1.

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When a natural or man-made disaster grows beyond the state's ability to respond adequately and it requests federal help, the Federal Emergency Management Agency is usually the lead agency in coordinating the Federal Government's response. The Department of Defense plays a supporting role. Federal law dictates the military's role as a supporting force. This stems from the Posse Comitatus Act explained earlier in this paper and is the basis for emergency planning documents for both military and government supporting agencies. The Federal Response Plan, service doctrines, and joint doctrine such as that found in Joint Pub 3-07.7, *Joint Tactics, Techniques, and Procedures for Domestic Support Operations* all distinguish the military role as subordinate to civil authorities.³⁰ This means that both the

military leadership and civil authorities whom they support have clear documentation on what their roles are and are not in response to an emergency.

The federal government responds to request for assistance from the states. It supplements their efforts, coordinates federal agencies, and identifies requirements that exceed federal capabilities within the region and request federal national assistance. The federal response applies the Presidents unique authority to issue a presidential emergency declaration, mobilize Department of Defense resources and to redirect federal resources to emergency response.³¹ The President's authority to provide federal resources, medicine, food, work and services as well as financial assistance comes from the Stafford Act. There is almost a different federal agency for every emergency support function.

Figure 2, below, shows the primary agency that would respond to given emergency support functions. You can see that one catastrophic event might affect many emergency support functions and could quickly involve many different agencies, but it is important to note that the Department of Defense is never over the primary agency.

EMERGENCY SUPPORT FUNCTIONS

EMERGENCY SUPPORT FUNCTION	PRIMARY AGENCY
* Transportation	* Department of Transportation
* Communications	* National Communications System
* Information and Planning	* FEMA
* Mass Care	* Red Cross
* Resource Support	* General Services Administration
* Health & Medical Services	* DHHS
* Urban Search & Rescue	* FEMA
* Hazardous Materials	* EPA
* Food	* Department of Agriculture
* Energy	* Department of Energy

Figure 2

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The Defense Department is doing its part to provide support to the nation for the catastrophic consequences of an attack unleashing weapons of mass destruction. The military has unique capabilities to offer in the domestic arena. These capabilities include the ability to bed down and feed large numbers of people in field conditions, crowd control by trained and equipped personnel, engineering expertise and equipment, chemical detection and decontamination expertise, and mobile medical facilities and

personnel. Of course any military assistance in dealing with a domestic attack would be in support of the appropriate federal or state civilian authority. An unequivocal and unambiguous chain of responsibility, authority and accountability for that support must be exercised. The military support would not come at the expense of a unit's primary mission of fighting and winning the nation's wars.³³

Some threats to the homeland require a response that only the military can provide. The Secretary of Defense has directed the Secretary of the Army to act as the Department of Defense executive agent to plan for and commit Department of Defense resources in response to requests from civil authorities. In this capacity, the Secretary of the Army has authority to task the CINCs, Services and Defense Agencies.³⁴ The Director of Military Support serves as the Secretary of the Army's action agent for planning and executing the Department of Defense's support mission to civilian authorities within the United States. DOMS helps the Federal Emergency Management Agency (FEMA), by tasking military support for things like hurricane evacuation and military assistance for civil disturbances. A Defense Coordinating Officer (DCO) is the single on scene point of contact for coordinating Department of Defense support to federal response operations. The DCO coordinates with FEMA and refers requirements to the Directorate of Military Support (DOMS).³⁵ DOMS also tasks military resources for domestic preparedness training programs, consequence management program integration and military support for special events such as the Olympics.

MILITARY ROLES IN HOMELAND DEFENSE

This paper will now look at the current homeland defense roles played by active and reserve component forces. Based on the threats to the homeland and the capabilities of active and reserve units, a recommendation will be made as to who should be responsible for the mission. Criteria used to make these recommendations include trust of the American people, availability of personnel and equipment, and the ability to handle the mission with adequately trained and equipped personnel.

Active Duty Roles

The United States military has to be vigilant in seeking to interdict and defeat the efforts of those who seek to inflict mass destruction on our nation. International cooperation, intelligence collection abroad and by law enforcement agencies at home must be enhanced.³⁶ The active duty military is organized to meet the challenges of states and terrorists from outside our borders and to assist civil authority in responding to emergencies inside our borders.

Most of our active duty military planning is done by unified commands. Most areas of the world are organized and under the responsibility of Commanders in Chief (CINCs). The United States has never been under one of these unified commands. In the United States there is only one CINC and that is the President. We must however, be able to plan for, think about and organize to protect the homeland. We must routinely conduct exercises to identify weaknesses and provide measures to strengthen our ability

to defend the homeland³⁷ The United States must take full advantage of each service's unique capabilities in defending the homeland.

The Army is particularly capable to support civil authority in Homeland Defense operations because of its ability to rapidly move large forces to the area of need. The Army's functional chain of command, reliable communications and well-trained and equipped forces are welcome assets in times of stress and confusion.³⁸ The roles of the Army in Homeland Defense include force protection, support to crisis management, support to consequence management, protection of critical assets, support to counter-terrorism, deterrence and defense against strategic attack.³⁹ The reserve components of our military services bring their own unique capabilities to homeland defense.

Reserve Component Roles

Charles L. Cragin, Acting Secretary of Defense for Reserve Affairs, acknowledges that the reserve components will have a completely new role in homeland defense. The congressionally chartered National Defense Panel agrees with Secretary of Defense William Cohen that the reserve component should play a "seminal role" in America's homeland defense. The Reserve Component role will grow as the concept of homeland defense continues to be refined. An early outgrowth is a new threat category of mobilization in which the president can activate up to 200,000 reservists to provide assistance for an emergency involving the use or threatened use of Weapons of Mass Destruction.⁴⁰ Studies have been accomplished to find the best role for the reserve component in homeland defense, but this paper will advocate specific missions that should be implemented now.

The Reserve Component Employment 2005 (RCE-05) Study, directed by Secretary of Defense William S. Cohen in 1998, reviewed employment of the Reserve Component and developed recommendations to enhance the reserve role in the full range of military missions. The study examined how to make Reserve Components easier to assess and use. For missions like homeland defense, the study considered better ways to train, equip, and manage Reserve Components to insure effective mission fulfillment.

The study found that the Reserve Component should play an expanded role in responding to the increasing threats to the territory, population and infrastructure of the United States. New ways were suggested for the Reserve Component to assist in the management of consequences of attacks within the United States involving nuclear, chemical or biological weapons. Detection and identification of these weapons will be a key role of these Reserve Component forces.

Homeland defense missions such as biological and chemical detection, crowd control and natural disaster relief must be grounded primarily in the National Guard and Reserve. These missions, which position Reserve Component teams around the nation to advise and assist communities upon request, will be in great contrast to the Reserve Component's historic role of reinforcing active duty forces deployed overseas.⁴¹ Reserve units possess qualities that make them an especially valuable asset for this mission for many reasons. First of all they have the trust of the American people. Reserve

relationships with state and local officials are long-term and effective.⁴² Secondly the reserve forces are geographically dispersed which means that no matter where an event may occur, there will be a Reserve Component unit available relatively nearby. Finally, the training and equipment are well within the scope of their resources.

In the event that the U.S. should ever deploy a national missile defense system, the Reserve Component would participate in manning the system.⁴³ Again it meets all the criteria. This mission is feasible for the Reserve Component because the ground-based interceptors, X-band radars and early warning radars would have regularly programmed activities. This allows long term scheduling for Reserve Component training and enhances family and employer relations with the Reserve Component members.⁴⁴ American people have trust in their ability to execute technical tasks, since they do these tasks in peacetime.

The 1998 Reserve Component Employment Study also considered "dual-missioning" certain Reserve Component units. Homeland defense missions are close to the activities some units train for to go to war, such as chemical defense, building tent cities, and providing food and sanitation for the masses, so these reserve units could be easily dual-missioned. The advantages of dual missioning would allow assigning homeland defense related missions, in addition to their existing mission of fighting the nations wars, since reserve units are capable to provide homeland defense. The study also identified concerns for the dual missioning approach. It was determined that, due to the significant additional requirements for certain homeland defense task, it may be impractical and costly to maintain skills for both warfighting and specialized homeland defense missions in a large number of Reserve Component units. A follow on study was recommended to determine which Reserve Component units could be dual-missioned and which might need to be remissioned or restructured to focus solely on homeland defense tasks.⁴⁵

This paper recommends that we take full advantage of the Air Force Reserve, Air National Guard, Army Reserve, and National Guard, which all have some capabilities to lend to a Weapons of Mass Destruction attack. These units could provide support by performing missions such as chemical, biological, or radiological decontamination of personnel and equipment. Casualty decontamination and medical resources provided by these units can be invaluable contributions when needed.⁴⁶

Some Reserve Components already are planned to respond to support consequence management against Weapons of Mass Destruction with its newly formed WMD CIVIL SUPPORT Teams (formerly known as RAID teams). This mission is in line with the criteria established earlier for reserve mission assignments. It leverages the trust that comes with long-term relationships between local authorities and reservists who live in the communities. The availability of reserve units and their equipment and training also meet requirements. A WMD Civil Support Team is a National Guard support detachment who's mission is "Rapid Assessment and Initial Detection" (RAID). This advance party will facilitate follow-on deployment of Department of Defense assets in support of first responders. A WMD Civil Support Team deploys to an area of operations to support local civil incident commanders in assessing a suspected

Weapon of Mass Destruction. The team would advise civilian responders on appropriate actions and facilitate requests for assistance to help save lives.⁴⁷ There are currently ten full-time detachments being manned, equipped and trained to be operational by January 2000.⁴⁸ This mission, which was developed for force protection, gives local responders a resource in day to day preparation and emergency response.⁴⁹

This paper also recommends that the WMD Civil Support Team concept be used to organize Reserve Component units into other mission-specific units. Air National Guard personnel in Bare Base Units could be made available for conversion. The Air Force Reserve may have specific personnel available to convert into units specifically responsible for homeland defense. This type of WMD Civil Support Team concept could be applied to reserve units all of the services.⁵⁰ The homeland defense mission is too important not to be aggressively missioned. Many of the homeland defense missions will use a mix of active duty and reserve component personnel and units. It is this shared missioning along with an improved working relationship that will be examined to insure success in this important endeavor.

Shared Roles

Acting Secretary Cragin is having each service assess their progress in integrating active and reserve forces in an effort to identify and eliminate real and cultural barriers. To facilitate this objective, for the first time all the two star reserve chiefs were given an equal voice with their three and four star active duty seniors on the Defense Resources Board. This budget process resulted in the Guard and Reserve having their requirements in the individual service budgets rather than having the congress "plus them up" as in the past. Cragin admits that we have a long way to go to create a "seamless total force". In stressing the importance of the issue, he said, "This is the force of the future. This is the way we will have to fight."⁵¹ It may well also be the way we provide MSCA.

In responding to a Weapons of Mass Destruction attack, the Department of Defense may be the only organization with the ability to quadruple response forces within 24 hours either to support the FBI or FEMA.⁵² The Federal Bureau of Investigation (FBI) will take the initial lead and the Defense Department will be pulled in to assist in supporting crisis and consequent management. That will take a seamless force of Reserve Component and Active Duty who already have experience working with civil authorities. For the first time a military Combatant Commander will be the focal point for preparing for this homeland defense mission. On 1 October 1999 United States Atlantic Command (USACOM) became United States Joint Forces Command (USJFCOM). USJFCOM has eight functional responsibilities. They are:

1. Lead agent for joint force training.
2. Develop joint combined, interagency capabilities to improve interoperability.
3. Provide ready joint forces to support CINC's.
4. Provide military support to U.S. civil authorities (MILITARY SUPPORT TO CIVIL AUTHORITY).

5. Provide military assistance for civil disturbances (MACDIS) within CONUS.
6. Plan for land defense of CONUS.
7. Plan domestic support operations to assist U.S. government agencies.
8. Plan the combined U.S./Canada land and maritime defense of Canada.⁵³

USJFCOM will now be responsible for coordinating homeland defense missions involving Department of Defense organizations in conjunction with civilian agencies. It will be subordinate to a main operations center run by the Federal Emergency Management Agency or the National Domestic Preparedness Office to perform some of these responsibilities. Joint Task Force Civil Support was established with a Active Component to Reserve Component ratio of 30 percent ac, 30 percent full-time support and 40 percent selected Reserve personnel. For a joint task force staff of 300 personnel this mix would cost about \$13.3 million annually.⁵⁴

The Reserve Component and Active Component also share roles in the nations counter drug operations. Operational tempo for both components is high. In some cases mission requirements must go unfilled because of Active Component and Reserve Component shortfalls. If Reserve Component participation in counter drug operations were increased 25 percent over current levels, support would increase by 237,000 man-days. This support would relieve operational tempo for the Active Component elements, for these units have other missions and responsibilities that can not be ignored. The disadvantage to increasing Reserve Component counter drug operation support is that individuals and units assigned to these operations would be less prepared in their wartime requirements. It is also difficult to compare cost savings in counter drug operations, and to determine if the benefits of these additional man-days would outweigh their cost.⁵⁵ It is time to dedicate Reserve units to the important role of counter drug operations and allow them to excel in that mission without other distractions.

COMPARING CURRENT MILITARY CAPABILITIES IN HOMELAND DEFENSE

Active Duty

Certain Homeland Defense missions are best suited for Active Duty units based on the criteria of 1) availability, 2) trust and 3) trained and equipped personnel. Active duty units should continue to take the lead in defending the homeland from threats outside our borders related to terrorism, missiles, air, naval and ground assault, and inside our borders related to the protection of military facilities and installations. They best meet all three criteria in this area. Availability is required 24 hours a day and 7 days a week, the public trusts the Active units in this mission, and they are well trained and equipped to carry it out. Reserve components should contribute to these missions as needed under the active component's lead. Active Duty warriors are well aquatinted with the most modern equipment that is provided to them to defend our homeland.

The United States' current policy on response to international terrorism is based on the following four principles: 1) make no concessions to terrorists; 2) bring all pressure to bear on all state sponsors of terrorism; 3) fully exploit all available legal mechanisms to punish international terrorists; 4) help other governments improve their capabilities to combat terrorism.⁵⁶ This strategy includes the right to act in self-defense by striking terrorists bases and those who sponsor, assist or actively support them. While planning and execution for these missions may sometimes include reserve component personnel, it should remain an active duty led activity. For example in 1993 Baghdad tested our willingness to execute this mission when it threatened the life of former President George Bush. Our response was a military attack on Iraqi intelligence headquarters. This type of mission, which typically is far from our shores, deters real threats inside our borders. Active duty units are better positioned and equipped for this aspect of homeland defense.

Active duty components have a disadvantage in all three criteria in defending the homeland from civil disorder. Reserve units are more available in most areas because their units are in every State. There exists distrust by many Americans for the government. Although Americans have always held a special place in their hearts for its active duty military when it is time to fight the nation's wars, the feeling is somewhat different when the threat is within our borders. Following the Oklahoma City bombing a poll showed that ten percent of Americans think the government is the biggest threat they face.⁵⁷ Reserve components, while still serving as part of the Department of Defense and the government, are seen as less threatening to civilians, because they in fact are civilians who serve the military part time.

Many Homeland Defense missions are a challenge to active forces for various reasons. Take for example crowd control. Active duty units are not available on short notice to given urban locations around the country. They lack the trust of the American people to show restraint and use proportional force to disburse an unruly crowd. The typical active duty soldier is not properly trained or equipped for crowd control, because it is not his most likely mission.

Reserve Components

This paper has already covered the new missions suitable to the Reserve Component related to Weapons of Mass Destruction in the roles section. This paper will emphasize the Reserve roles in disaster relief, information warfare, and on the headquarters staff.

Disaster relief is a homeland defense mission that requires quick response and good communications that come from an existing relationship between military and civilian leaders. National Guard units are in every state, so their response time is short. The fact that National Guard Adjutant Generals work for the Governors in each state facilitates a trust and understanding between military and civil agencies. The National Guard is well trained and equipped for disaster relief and should act as a first responder when disasters beyond the civilian community's ability to respond occur. Much like medical attendants responding to an accident, the National Guard should stabilize the situation and call for additional action as required.

To counter information warfare, the Reserve Component is examining the costs and benefits of a 400 person joint integrated Reserve Component "virtual organization". This organization would consist of individuals with information technology skills who could perform their duties from dispersed locations rather than as a single consolidated unit at a reserve base or training center. It could support the Joint Task Force Computer Network Defense in monitoring and protecting Department of Defense computer networks and internet sites from unauthorized assess. Members of this virtual organization would communicate to their headquarters elements through classified Department of Defense controlled facilities located in regions where high concentrations of information technology skills are established. Allowing these highly skilled individuals to remain close to their demanding civilian jobs would enhance recruiting and retention issues for these virtual organizations. Reserve unit capabilities using the criteria of availability, trust of the people and trained personnel in information defense are well suited to this mission. There is an added benefit in that the Department of Defense might be able to reduce its reliance on external contractor support for these missions by standing up and employing these virtual organizations.⁵⁸

The Reserve Component Employment Study 2005 determined that converting personnel on some supporting staff into Reserve Component positions would generate cost savings and enhance their ability to respond to disasters. Because the Reserve Component has so much experience with disaster response efforts, Reserve Component personnel strengthen a supporting office's effectiveness in coordinating with Reserve Component units charged with executing the disaster response missions.⁵⁹ Above and beyond the savings compared to manning a Joint Task Force headquarters using only Active Component personnel is the effectiveness the Reserve Component brings to an organization. Reserve Component participation would be assigned for a relatively long period of time as compared to Active Components. Reserve Component personnel are also more familiar with the specific organizations that they are likely to perform various homeland defense missions for.⁶⁰ To efficiently do this we must find better ways to call our reservists to active duty.

The Department of Defense FY2000 Omnibus proposes modification in legislation to allow reservists to serve for 181 days or more as long as the total number of reservist on active duty does not exceed .2 percent of the authorized active duty end strength. This will eliminate the terminating of active duty tours for reservist at the end of the fiscal year in order not to have those individuals count against the Congressional end-strength authorizations as required under Title 10.⁶¹ Tight budgets demand that we do the right thing for the right reason in using the active duty and reserve component units for homeland defense.

CONCLUSION

The importance of homeland defense can not be denied. The way we organize and prepare today for the unthinkable could save millions of lives in the event of a tragedy. A strong military response, ready to assist civil authorities in emergencies, can deter attacks on the homeland and speed up recovery following disasters. The nation's active duty and reserve components both possess capabilities to contribute tremendously to these efforts. Availability, trust, and trained and equipped personnel should be the criteria used to assign these missions to the proper component.

This paper supported a greater reliance on Reserve forces for the missions of disaster relief, civil disobedience, WMD, counter drug operations and information warfare. Reserve forces have a proud history of defending the homeland and coming to its aid in times of need. The citizen soldier has stronger ties to the civilian community, which he is a part of five days a week, than his Active Duty counterpart. Reserve Forces should logically be assigned these missions in providing military assistance to civil authority. Active Forces should be assigned the missions of counter terrorism and air and sea defense of our shores. These missions are not as closely tied to day to day interaction with civilian agencies. Counter drug operations and missile defense operations should continue to be shared by all components taking advantage the strengths each possess.

In responding to threats to America's homeland, the use of military forces in assisting civil authority should begin with the National Guard and move to the Reserves and Active Duty as needed. This is a reversal of the order of battle in fighting a foreign war, but it makes sense when you consider the relationships reserve component members have with the civil authorities they will be assisting. If the situation merits more assistance, the Joint Forces Command should be prepared to provide forces of any component to complete the mission. Meeting with, planning with, and training with civil authorities to understand and prepare for each organization's roles for all possible scenarios is the key for both Reserve and Active component forces in being prepared to defend the homeland.

Word Count = 6,760

ENDNOTES

¹ William J Clinton, A National Security Strategy For a New Century, (Washington, DC: The White House, October 1998), 1.

² "Supporting Homeland Defense", U.S. Army Training and Doctrine Command White Paper (18 May 1999): 7.

³ John J. Hamre, "Council on Foreign Relations Luncheon," Remarks as Delivered by Deputy Secretary of Defense Hamre, Washington DC, 23 September 1999, available from <<http://www.defenselink.mil/pubs>. Internet. Accessed 4 November 1999.

⁴ "Supporting Homeland Defense", 2.

⁵ Hamre, 1.

⁶ Ibid., 3.

⁷ William S. Cohen, "Preparing for a Grave New World," Washington Post, 26 July 1999.

⁸ Ibid.

⁹ "Supporting Homeland Defense", 2.

¹⁰ Hamre, 2.

¹¹ "Supporting Homeland Defense", 3.

¹² William S. Cohen, "Fletcher Conference on Strategic Responsiveness," Remarks as Delivered by Secretary of defense Cohen, Marriott Metro Central Hotel, Washington DC, 2 November 1999, available from <<http://www.defenselink.mil/speeches>. Internet. Accessed 4 November 1999.

¹³ "Supporting Homeland Defense", 3.

¹⁴ Hamre, 2.

¹⁵ "Supporting Homeland Defense", 4.

¹⁶ Clinton. 1.

¹⁷ Jim Garamone, "DoD Deals New Hand to Reserve Forces," Armed Forces Press Service, available from <<http://www.defenselink.mil/cgi-bin>. Internet. Accessed 4 November 1999.

¹⁸ Hamre, 2.

¹⁹ William S. Cohen, "Introduction of Secretary of State Madeleine K. Albright,"

²⁰ Cohen, "Preparing for a Grave New World,"

²¹ William S. Cohen, "Introduction of Secretary of State Madeleine K. Albright," Remarks as Delivered by Secretary Cohen, University of Maine, Orono, Maine, 13 October 1999, available from <<http://www.defenselink.mil/speeches>. Internet. Accessed 4 November 1999.

²² Hamre, 2.

²³ Cohen, "Preparing for a Grave New World,"

²⁴ Garamone, 2

²⁵ Ibid.

²⁶ "Supporting Homeland Defense", 5.

²⁷ Murray.

²⁸ Ibid.

²⁹ "Supporting Homeland Defense", 6.

³⁰ Ibid., 5.

³¹ Murray.

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³³ Cohen, "Preparing for a Grave New World,"

³⁴ Cohen, "Council on Foreign Relations Luncheon".

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³⁶ Cohen, "Preparing for a Grave New World,"

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³⁹ Ibid.

⁴⁰ Garamone, 2.

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⁴⁷ Ibid., 12.

⁴⁸ Ibid., 16.

⁴⁹ Garamone, 2.

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⁵¹ Garamone, 3.

⁵² Hamre, 2.

⁵³ Murray.

⁵⁴ "Reserve Component Employment Study 2005".

⁵⁵ Ibid.

⁵⁶ Clinton, 1.

⁵⁷ "Reserve Component Employment Study 2005".

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