



# NATIONAL GUARD

## National Defense Strategy Implementation Guidance





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# A New Strategy

## For a Competitive Global Environment

The world is changing, and the character of war is changing with it. The new National Defense Strategy establishes a framework that enables the Joint Force to prevail in an increasingly competitive environment. The National Guard will play a critical role in the strategy's implementation. As the Department of Defense, the Army, and the Air Force adapt for the 21st Century, so must the National Guard.

The National Guard National Defense Strategy Implementation Guidance describes how the National Guard will contribute to achievement of the objectives in the 2018 National Defense Strategy (NDS) through our Warfight, Homeland, and Partnership missions. It establishes broad strategic guidance for use by the 54 State and Territorial National Guards (NG) and the National Guard Bureau (NGB) over the next several years.

The framework for this guidance is built on the five sections that follow:

Section 1 is a summary of the 2018 NDS and how the NG is critical to success of the strategy. It describes the Department of Defense (DoD)



strategic approach to the return of great power competition, as well as the Department's goals within three lines of effort.

Section 2 defines how the warfighting NG will re-build readiness and lethality over the next several years and how the NG will utilize its combat capabilities, training and overseas experience to conduct federalized and non-federalized Homeland operations within the NDS construct.

Section 3 highlights the importance of our partnerships, explains how they are integral to expanding the "competitive space", and establishes priorities for our State Partnership Program efforts.

NG support of DoD efforts to improve performance and affordability through

department wide reforms is addressed in Section 4.

Finally, Section 5 notes the importance of individual fundamentals, as they are the foundation of NG readiness.

DoD's enduring mission is to provide combat-credible military forces needed to deter war and protect the security of our nation. Should deterrence fail, the Joint Force is prepared to win. Reinforcing America's traditional tools of diplomacy, the Department provides military options to ensure the President and our diplomats negotiate from a position of strength.

## THE STRATEGIC ENVIRONMENT

The United States is in the midst of a rapidly changing world, with revisionist powers challenging the international order and attempting to reshape and influence regions to suit their interests. Today we find ourselves in an environment where competition--diplomatic, informational, military, and economic--is the norm rather than the exception.

### Complexity, Volatility and Uncertainty

The NDS acknowledges “an increasingly complex global security environment, characterized by overt challenges to the free and open international order and the re-emergence of long-term, strategic competition between nations”. Though non-state actors remain a concern, China, Russia, North Korea, and Iran present the most pressing near and long-term challenges.

**China** is leveraging military modernization, influence operations, and predatory economics

to coerce neighboring countries into restructuring the Indo-Pacific region to its advantage. **Russia** seeks to shatter the North Atlantic Treaty Organization, to change European and Middle Eastern security and economic structures in its favor, and to establish the power to veto its neighbors’ internal governmental, economic, and foreign policy decisions.

Dialogue with **North Korea** has been a positive step, but security on the Korean

Peninsula remains an international concern. Vying for regional hegemony, **Iran** is using state-sponsored malign activities, a growing network of proxies, and its own missile program to create an arc of regional instability.

Through increasingly sophisticated capabilities, non-state actors also threaten the security environment. Terrorists, transnational criminal organizations, cyber hackers and other malicious non-state



actors have transformed the global security apparatus with their increasing capability to cause mass disruption.

### Our Military Advantage is at Risk

With our competitors' rapid advancement in capabilities, the United States no longer has uncontested superiority in every operating domain. Today we face a more complex, lethal, and disruptive battlefield, where adversaries target our battle networks and operational concepts while also using competition short of open warfare to achieve their ends.

The security environment is also affected by rapid technological advancements. Advances in computing, data analytics, artificial intelligence, autonomy, robotics, directed energy, hypersonics, and biotechnology will change society, and ultimately the character of war. State and non-state actors will continue to take advantage of their access to commercially

*“The strategy in its most distilled form is about doing more. It’s about being more lethal, it’s about having more relationships and it’s about being more affordable.”*

- Deputy Secretary of Defense Patrick Shanahan

developed technologies, eroding the conventional overmatch to which our nation has grown accustomed, and challenging our National Security Innovation Base.

These developments substantiate one of the most important conclusions of the NDS—the Homeland is no longer a sanctuary. “America is a target, whether from terrorists seeking to attack our citizens; malicious cyber activity against personal, commercial, or government infrastructure; or political and information subversion. New threats to commercial and military uses of space are emerging, while increasing digital connectivity in all aspects of life, business, government, and military creates significant vulnerabilities. During conflict, attacks against our critical defense, government, and economic infrastructure must be anticipated.”

### THE STRATEGIC APPROACH

The 2018 NDS is based on three underlying premises:

First, inter-state strategic competition with peer competitors is now the primary concern of US national security.

Second, a more lethal, resilient, and rapidly innovating Joint Force, combined with a robust constellation of allies and partners, will sustain American influence and ensure favorable balances of power that preserve the free and open international order.

Third, by working together with allies and partners, we amass the greatest possible strength for the long-term

### The Joint Force Strategic Approach

- 1) Be strategically predictable, but operationally unpredictable
- 2) Integrate with our U.S. interagency partners
- 3) Counter coercion and subversion
- 4) Foster a competitive mindset

advancement of our national interests.

By challenging our competitors where we possess advantages and they lack strength, America can regain the strategic initiative and expand the competitive space. “The willingness of rivals to abandon aggression will depend on their perception of U.S. strength and the vitality of our alliances and partnerships”. Under the NDS, the Joint Force’s strategic approach is to 1) be strategically predictable, but operationally unpredictable; 2) integrate with our U.S. interagency partners; 3) counter coercion and subversion; and 4) foster a competitive mindset.

### Three Lines of Effort

The NDS generates decisive and sustained military advantages for the United States through three lines of effort.

#### 1. Rebuild readiness as we build a more lethal force.

The surest way to prevent war is by being prepared to win one. The nation must field sufficient, capable forces to defeat enemies and protect the American people and our vital interests. With this in mind, the NDS aims for a Joint Force that possesses “decisive advantages for any conflict, while remaining proficient across the spectrum of conflict.”

#### Prioritize preparedness for war

During normal day-to-day operations, the Joint Force will sustainably compete to deter aggression in the Indo-Pacific, Europe, and the Middle East; to degrade terrorist and WMD threats; and defend U.S. interests from challenges below the level of armed conflict. In wartime, the fully mobilized Joint Force will be capable of defending the Homeland, defeating aggression by a major power; deterring opportunistic aggression elsewhere; and disrupting imminent terrorist and WMD threats.



#### Modernize key capabilities

To address the scope and pace of our competitors’ ambitions, the NDS recognizes the need for sustained, predictable budgets that enable adequate investment in the modernization of key capabilities. DoD’s modernization efforts will focus on:

- Nuclear forces;
- Space and cyberspace as warfighting domains;
- Command, control, communications, computers and intelligence, surveillance, and

reconnaissance (C4ISR);

- Missile defense;
- Joint lethality in contested environments;
- Forward force maneuver and posture resilience;
- Advanced autonomous systems; and
- Resilient and agile logistics.

#### Evolve innovative operational concepts

Modernization will require changing how DoD organizes and employs forces. The



NDS directs the department to develop ways to anticipate the implications of new technologies; to foster a culture of experimentation (along with the increased risk it implies); to anticipate how competitors and adversaries will employ new operational concepts and technologies against us; and to develop operational concepts that enhance the Joint Force's competitive advantages and lethality.

### **Develop a lethal, agile, and resilient force posture and employment**

Most of DoD's force employment models were built in the immediate post-Cold War era, when our military advantage was unchallenged and the primary threats were rogue regimes. The NDS introduces two new concepts that are designed to posture

and employ forces in ways that account for the uncertainty that exists within the global environment:

- *Dynamic Force Employment (DFE)* prioritizes maintaining the capacity and capabilities for major combat, but also provides a mechanism for proactive and scalable employment of the Joint Force. DFE allows for a more flexible use of ready forces to shape the strategic environment while simultaneously maintaining long-term warfighting readiness and the ability to rapidly respond to contingencies.
- *The Global Operating Model* describes how the Joint Force will be postured and employed to accomplish its competition and wartime missions.

It comprises four layers:

- Contact, designed to enable the U.S. to compete more effectively below the level of armed conflict;
- Blunt, which delays, degrades, or denies adversary aggression;
- Surge, the flow of forces to win wars;
- Homeland, those forces positioned to defend the Homeland against external attack.

### **Cultivate workforce talent.**

Recognizing that recruiting, developing, and retaining a high-quality military and civilian workforce is essential for warfighting success, the NDS places renewed emphasis on professional military education; talent management; and building civilian workforce expertise.

## 2. Strengthen alliances and attract new partners.

Mutually beneficial alliances and partnerships are crucial to the NDS because they provide durable and asymmetric strategic advantages that no competitor or rival can match. To achieve the required network of capable partners and allies, the NDS charges the Joint Force to uphold a foundation of mutual respect, responsibility, priorities, and accountability; to expand regional consultative mechanisms and collaborative planning; and to deepen interoperability.

From a geographic perspective, the NDS aims to expand Indo-Pacific alliances and partnerships; fortify the Trans-Atlantic NATO Alliance; form enduring coalitions in the Middle East; sustain advantages in the Western Hemisphere; and support relationships to address significant terrorist threats in Africa.

## 3. Reform DoD for greater performance and affordability.

The current bureaucratic approach, centered on risk and minimizing it above all else, is proving to be increasingly unresponsive. To meet its responsibility to gain the full value from every taxpayer dollar, the NDS directs DoD to establish a culture where results and accountability still matter, but leaders can also accept a greater level



of risk in order to harness opportunities and reduce costs.

Deliver performance at the speed of relevance. DoD's processes are not responsive to need. The current emphasis on exceptional performance comes at the expense of timely decisions, policies, and fielding of capabilities to the warfighter before they are needed. Under the NDS, DoD priorities shift to speed of delivery, continuous adaptation, and frequent modular upgrades. This means shedding outdated management practices, accepting greater levels of risk, and integrating insights derived from innovative business practices.

Organize for innovation. The NDS

### Three Lines of Effort

- 1) Rebuild readiness as we build a more lethal force
- 2) Strengthen alliances and attract new partners
- 3) Reform DoD for greater performance and affordability

charges DoD leaders to adapt their organizational structures to best support the Joint Force. If current structures hinder substantial increases in lethality or performance, Service Secretaries and Agency heads will consolidate, eliminate, or restructure them as needed.

Drive budget discipline and affordability to achieve solvency. Better management begins with effective financial stewardship. DoD will continue to leverage the scale of its operations to drive greater efficiency in procurement of materiel and services while pursuing opportunities to consolidate and streamline contracts in areas such as logistics, information technology, and support services.





## OUR ROLE WITHIN THE NDS

The NG will play a significant role in implementation of the NDS and increasing the Joint Force's readiness and lethality. The depth we provide enables the Joint Force to make preparing for war a priority. Moreover, DFE and the GOM--elemental to developing a lethal, agile, and resilient force posture—rely heavily on the capability, capacity, and expertise the NG provides to the Joint Force.

This same NG capability and capacity will support expanding the competitive space by enabling the Joint Force to choose where it competes (in both regions and domains) and how it competes.

By continuing our Homeland Defense (HD) related missions and our support of routine overseas operations, we enable the Army and Air Force's Active Components to rebuild readiness for contingency operations and rebuilding readiness.

Our Partnership activities, and the State Partnership Program in particular, provide DoD with a highly cost effective means of strengthening alliances and attracting new partners. The relative stability within our ranks will allow DoD to build deep, long-term, military-to-military relationships with key leaders across the globe.

Finally, our part-time Citizen Soldier and Airman model will remain valuable as DoD looks to improve performance and affordability.

The civilian expertise of Guardsmen that are scientists, engineers, software technicians, and entrepreneurs in their civilian careers provides DoD with a reservoir of talent for developing innovative systems, processes, and operational concepts—all vital to reforming the department for greater performance and affordability. ■



# **BUILDING** a More **LETHAL** National Guard

**W**e must never forget that the NG exists for its warfighting mission. During the 20th Century, the NG fought in World War I, World War II, Korea and Vietnam, and stood ready to be mobilized for large-scale conflicts as part of the nation’s strategic reserve. Following the first Gulf War and even more so after the September 11th attacks, the NG began its transition to an operational reserve, employed regularly as part of the Joint Force. Throughout our history, we have always answered the nation’s call.

Today America needs a NG that provides rapidly accessible and scalable combat capabilities. Under the NDS construct, we will meet this need in four ways. First and foremost, we will **provide lethal forces** that

support service and combatant command requirements. Simultaneously, we will **remain an operational reserve**, providing the Joint Force with strategic depth and the capability to rapidly expand our forces if necessary for major power conflict. Third, we will provide unique military capabilities in support of federal, state, and territorial civil authorities in the Homeland. Finally we will reinforce the connection between the American people and their military.

*“We Americans have no God-given right to victory on the battlefield. So we need you, my fine young National Guardsmen, at the top of your game.”*

- Secretary of Defense James Mattis

## **PROVIDE LETHAL FORCES THAT SUPPORT SERVICE AND COMBATANT COMMAND REQUIREMENTS**

The NDS explicitly notes that building a more lethal force starts with rebuilding readiness. As the character of war continues to evolve, the Army, Air Force, and combatant commands will continue to rely on the NG as a force provider. We must be ready to fulfill our warfighting mission whenever we are called. This can only happen if we have appropriately structured forces that are equipped, manned and trained to successfully compete - and when necessary fight - in the 21st Century environment.



## Readiness

Achieving and maintaining NG readiness depends on modernizing and recapitalizing the NG in ways that maximize joint interoperability. Seventeen years of combat in harsh conditions has left much of our equipment worn and obsolete. Integrating ARNG and ANG recapitalization and modernization within the AC's timelines, rather than behind them, provides the Army, the Air Force, and Combatant Commands with greater flexibility within the GOM; enhances the lethality, agility, and resiliency of the Joint Force; improves AC/RC interoperability; and reduces in-theater sustainment challenges. In the ARNG, we will work closely with the Army to refine requirements, with an emphasis on the six modernization priorities: long-range precision fires; next generation combat vehicles; future vertical lift; Army network; air and missile defense capabilities; and Soldier lethality. In the ANG, we will leverage the work already done by ensuring modernization and recapitalization efforts remain balanced and concurrent with the Active Air Force. The bottom line is we train with our active components, we deploy with our active components, and we must modernize to remain fully interoperable with the active components.

Demographic and economic trends within the U.S. will challenge our ability to recruit and retain quality Guardsmen over the next several years. Meeting this challenge is fundamental to our long-term success. One way to do this is by establishing parity of benefits, bonuses,



and incentives between Guardsmen and our AC counterparts. Other ways include maintaining the balance necessary to sustain civilian employer support of the part-time Soldier and Airman business model and by demonstrating in meaningful ways how NG deployments tangibly contribute to national defense. However we must also be prepared to reposition NG force structure to the parts of the nation where we can successfully recruit to fill it.

Appropriate levels of full-time support are key to readiness. Today the ANG has an adequate level of full-time Guardsmen, and this level should be sufficient through at least the mid-term. However, the ARNG will not be able to gain and sustain the readiness levels required

to support the NDS without a modest increase in full-time manning authorizations. We must continue our efforts to address this shortfall.

Realistic training improves readiness and develops leaders that are able to support joint force requirements. We will prepare for our role within the NDS by seeking increased investment in high-level collective training opportunities. These include Combat Training Center rotations and Red Flag exercises, which develop our leaders and build readiness within the NG while simultaneously preserving AC readiness for contingency operations.



We will also need to relocate some ARNG readiness centers to ensure our stationing reflects changing U.S. demographics and permits rapid response to attacks or emergencies in densely populated areas.

## **REMAIN AN OPERATIONAL NATIONAL GUARD INTEGRAL TO THE JOINT FORCE**

The NG already supports the NDS by providing operational capabilities and depth

across the full spectrum of conflict. As an operational force, we will continue to encourage the Army and the Air Force to meet their requirements through multi-component solutions that include the NG. This implies maintaining the ability to operate seamlessly across all four layers of the GOM and building the readiness levels necessary to contribute to each of the DFE force categories.

Besides the operational flexibility we provide to the Total Force, programmed and budgeted NG participation in recurring missions also provides predictability for the combatant commands, the Services, our Guardsmen, their families, and employers. Ideally, most of these routine NG deployments

will be the type that provide opportunities for collective training, leader development, team building, and improved family readiness. In other words, in most cases the deployments build readiness rather than consume it.

Ensuring the NG remains a regularly employed operational reserve also enables the Army and Air Force to accelerate readiness building by reducing the demand for AC forces.

Our operational reserve role includes the Homeland, where friendly neighbors to the north and south and large oceans to our east and west no longer afford the protection they used to. We will continue to be the principle providers of capability and capacity to the United States Northern Command and the North American Aerospace Defense Command, with particular emphasis on Operation Noble Eagle and Aerospace Control Alert (ACA), Ballistic Missile Defense (BMD), and Chemical, Biological, Radiological, Nuclear, and high yield Explosives (CBRNE) related requirements.

While we will continue in our role as an operational force, we must do so in ways that are sustainable over the long-term and allow the part-time Citizen Soldier and Airman model to remain viable. This means factoring unit dwell times, personnel tempo, equipment fielding schedules, and other relevant variables into the Services' sourcing decisions to ensure we don't break the model by forcing Guardsmen to choose between their military careers, their civilian careers, and their families.

### **Facilities**

In virtually every state and territory, ARNG and ANG facilities require at least some upgrades in order to fully implement the NDS. The problem is particularly acute in the ARNG, where over half of the ARNG's 2,300 readiness centers are in poor or failing condition, are functionally obsolete, or both. A number of ARNG readiness centers are also misaligned with the state and local population centers that provide their manpower.

We must obtain the resources necessary to refurbish or replace facilities that are unsound or are no longer adequate for today's needs.





**PROVIDE MILITARY CAPABILITIES IN THE HOMELAND TO FEDERAL, STATE AND TERRITORIAL CIVIL AUTHORITIES**

Whether doing purely State missions, or Federal missions under State control (such as Southwest Border Security and Aerospace Control Alert), building readiness and lethality for our warfighting mission ensures we remain ready and available for missions directed by the State and Territorial governors. Our additional authorities in our non-Federalized role are what sets the NG apart from other reserve components, and through them we provide truly unique

capabilities and additional agile capacity.

The dual-status authorities that permit the Guard to be employed under state or federal command during domestic emergencies, combined with the experiences and capabilities gained from years of complex combat

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operations, have made the NG the linchpin of unified and coordinated local, state and federal responses to events in the Homeland. Nonetheless, the progress we've made in providing support to civil authorities is not self-sustaining, and as with our warfighting mission, the NG will have to build readiness for the Homeland mission set. We will do this through three supporting efforts: posture; planning and exercises; and improving operational effectiveness.

**Posture**

Today our presence in over 2,600 communities provides us the capability to quickly respond when a crisis occurs. But the population distribution within the nation is changing, and we must anticipate how demographic trends within the country will impact our manning, training, and ability to provide timely and effective response. Over the next several years, adjustments to the NG posture across and within States may be necessary to maintain the appropriate level of Homeland readiness.

**Planning and Exercises**

Thorough planning greatly enhances unity of effort. By leveraging the expertise of Guardsmen throughout the 54, we enable our civilian partners to develop plans that integrate and coordinate application of disaster response assets.



Exercises play an important role in disaster preparedness by enabling civil authorities and first responders to evaluate concepts, test systems and processes, and identify capability gaps and areas for improvement. Well-designed exercises highlight the strengths and weaknesses of plans, familiarize personnel with their roles and responsibilities, and foster meaningful interaction and communication across organizations. Our continued participation in these events is critical.

State level activities and responses, which in turn reduce the need for Federal involvement.

## Build Lethality

- 1) Provide lethal forces supporting service and Combatant Command requirements
- 2) Remain an operational reserve integral to the Joint Force
- 3) Provide military capabilities in the homeland to federal, state and territorial civil authorities
- 4) Improve operational effectiveness
- 5) Reinforce the connection between the American people and the military



## Improving Operational Effectiveness

We can improve our operational effectiveness by refining the authorities NG units operate under in domestic operations. We will continue to work with the DoD to better define criteria that allow us to leverage the flexibility inherent in Title 32 United States Code, Section 502(1). We can also improve operational effectiveness by modernizing and optimizing the doctrine, practices, and funding mechanisms for Homeland operations in ways that empower



**REINFORCE THE CONNECTION BETWEEN THE AMERICAN PEOPLE AND THEIR MILITARY**

The United States military is consistently ranked one of the most respected institutions in the country. Yet recent studies show that fewer and fewer Americans understand who we are and what we do. Over time, this growing disconnect between the public and the military could impact future budget decisions and consequently the readiness of the Joint Force. More importantly, the

increasing lack of common understanding undermines our nation’s security and jeopardizes the health of the American system of government.

The NG is best positioned to make and sustain the connection between Americans and their military. With Guardsmen living in nearly every ZIP code, we are the face of the military across much of our nation. This makes the NG ideally suited to communicate the strategic value of the Total Force to the citizens we serve, and to help reduce the

growing disconnect between America’s military forces and the people.

We will leverage the NG’s domestic footprint and presence to strengthen our bond with the populace. We will do this by building a comprehensive and cohesive NG brand that emphasizes the Guard’s history its unique role within the American military, and its presence in local communities.■



# Strengthening Alliances and Partnerships

**S**trengthening and evolving our alliances and partnerships is a Secretary of Defense priority as we look to meet shared challenges and potential threats. The NG forges and maintains global partnerships like no other, and we will continue to play an integral role in this effort.

Here at home, our inter-organizational domestic partnerships integrate the NG's unique military capabilities into Federal, State and local response plans, enable rapid response, reduce the potential for redundant and uncoordinated actions, and provide unity of effort.

global infrastructure that underpins the basing and logistics system and DoD's global reach.

Mutually beneficial alliances and partnerships are crucial to the NDS because they provide a durable, asymmetric strategic advantage that our competitors and rivals cannot match. By working together with allies and partners we build the greatest possible strength, and we maintain the favorable balances of power needed to deter aggression, support stability, and foster economic growth.

## **SUPPORT DOD'S STRENGTHENING AND EVOLUTION OF GLOBAL ALLIANCES AND PARTNERSHIPS**

From a global strategic perspective, DoD's international partnerships increase the capability of nations whose interests are similar to our own. Partnerships also provide access to the

### **State Partnership Program (SPP)**

We have been building partnerships since our inception. Our ability to maintain successful long-term, effective relationships sets the NG and the SPP apart from other defense and diplomatic programs. This is why the NG will remain a

*“The Guard is uniquely suited to sustain allied efforts over many years, thanks to the amount of corporate continuity that you maintain in your ranks.”*

– Secretary of Defense James Mattis





key player in DoD activities related to security assistance, security cooperation, military-to-military engagements, and multi-national exercises.

The SPP is a low cost, high return program that expands the competitive space. It enables the Joint Force to make progress in this line of effort without consuming AC readiness. In the words of Secretary Mattis, the SPP “builds connective tissue and confidence with partner nations, military to military, human heart to human heart”.

In the Indo-Pacific region, we will continue to strengthen partnerships with the nine nations that are currently in the SPP footprint. Simultaneously, we will support U.S. Indo-Pacific Command’s effort to add an additional four to five countries to the SPP within the next five years. Our efforts will focus on building a networked security architecture capable of deterring aggression, maintaining stability, and ensuring free access to common domains.

We will contribute to NATO fortification by building the capacity of its newer members to defend themselves and participate as full operational partners within the alliance. Leveraging the institutional strengths of the NG, we will also support U.S. European Command’s efforts to develop regional warfighting capabilities.

As the priorities of the Joint Force shift from countering terrorism to great power competition, the SPP will become more critical than ever to maintaining relationships in the Middle East. As in the other regions, SPP operations help build our partners’ capacity to deter and counter state and non-state aggressors. However, our efforts



in the Middle East will also enhance the ability of regional partners to disrupt and counter Violent Extremist Organizations and their networks that reside in this area of operation. Globally, where we compete for influence with Russia and China, leveraging SPP as a means of maintaining U.S. access and influence will be equally important.

In the Western Hemisphere, SPP will be the primary mechanism by which U. S. Southern Command sustains peace and stability. Emphasis will be on military transformation and interoperability and the development of broad security relationships that foster cooperation across

all levels. Near-term SPP activities will focus on improving disaster and emergency response effectiveness, while long-term efforts will be in building regional capabilities and improving interoperability between U.S. and partner nation forces.

Finally, our SPP activities in Africa will be designed to build the capability of partners to contribute to regional security and reduce the threat from violent extremist organizations.

### Effective Partnerships Require Consistent Base Budget Funding Resources

Even with the acknowledged benefits of the SPP, the NG still needs predictable levels of funding for the program. Without consistent funding, the Joint Force misses out on opportunities to achieve significant impact for minimal cost. More importantly, the unpredictable levels of annual funding are limiting our ability to take a long-term approach to building partner capacity. We must fix this problem in the near-term.

In addition to consistent funding, the majority of our partnerships require a Bilateral Affairs Officer (BAO). These officers provide invaluable expertise to both the partner nation and the NG. With the training and skills that BAOs develop over time, these officers will form a cadre of experts who can be relied upon by the DoD as our nation works to forge international coalitions and friendships to build a more secure world.

### SUSTAIN AND STRENGTHEN OUR DOMESTIC PARTNERSHIPS

NG partnerships with Federal agencies provide military expertise, capabilities, and capacity on a national and regional level. Through them we enable Homeland Security (HS) operations as well as large-scale disaster response operations. Our State and Local partnerships support first responders by providing the necessary security, relief and aid that communities need, and our recent emphasis on interorganizational partnerships is facilitating cooperation in areas of common

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*The SPP is a low-cost, high-return program that expands the competitive space.*

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interest by promoting a common operational picture (COP), and the sharing of critical information and resources.

Building on an already strong foundation, we will work throughout the NG enterprise to sustain and strengthen our partnerships with the Federal, State, and Local agencies that are essential to the

security and protection of the Homeland, as well as the non-governmental organizations that provide valuable perspectives and capabilities.

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# Improving Performance and Affordability



**I**n keeping with the NDS's mandate to reform for greater performance and affordability, we must find or create opportunities to improve efficiency and reduce costs. Through innovation, functional alignment, and budget discipline, the NG will execute its warfighting, Homeland and partnership missions better, faster, and at less cost to the American taxpayer.

## **INNOVATION**

Our unique operating model postures us well for developing innovative solutions to 21st Century problems. It enables us to implement novel, reimagined, material, and non-material solutions toward improving readiness and mission capabilities.

We want to capture the innovative spirit of our Soldiers and Airmen--new and

experienced--who look at problems every day in uniform and in their civilian jobs. Through their skills we will develop more creative and better systems and solutions. We will build a culture of willingness to change and develop leaders that cultivate innovative thought by empowering teams to think freely, experiment, and take risks.

*“As we determine how best to spend the funds Congress has appropriated to the Department this fiscal year, we must keep in mind our duty to spend responsibly every cent of the hard-earned tax dollars entrusted to us. We remain committed to achieving high performance levels as we do so, all while driving along the strategic priorities identified in our National Defense Strategy.”*

- Deputy Secretary of Defense Patrick Shanahan

### FUNCTIONAL ALIGNMENT

Functionally aligning the National Guard Bureau (NGB) as a Joint Activity will improve efficiency, free up human capital for return to the states, and provide greater unity of effort on behalf of the 54 State and Territorial NGs. Over the near-term we will shift and consolidate administrative functions within the NGB as appropriate to better align the organization with statute and DoD policy without compromising or complicating the existing relationships between the Department of the Army and the ARNG or the Department of the Air Force and the ANG. The ARNG and ANG Directorates

will continue to focus on service specific manning, training, organizing, equipping, and sustaining functions that generate readiness and lethality in our force. Program and policy issues at the DoD, Joint, and Interagency levels will remain the primary focus of the NGB Joint Staff.

### BUDGET DISCIPLINE AND AFFORDABILITY

Congress and the American public demand the prudent use of finite dollars. NG leaders at all levels must be held accountable for ensuring that every dollar spent clearly supports our three core missions and the NDS. This

entails asking tough questions before resources are committed. Budget discipline also implies we assess how well the funds spent and resources expended improved our readiness. Therefore, we will develop a more systematic process for evaluating the return on our investments, and for reprogramming resources when appropriate.

Finally, it is important to keep in mind that DoD’s budget priorities are changing as it implements the NDS. We should expect this re-shaping will have second order effects on the Army and Air Force budgets. Both services will be making difficult decisions as they reconcile NDS based requirements against finite

resources and fiscal uncertainty. Over the next several budget cycles, the ARNG and ANG will have to ensure their requirements are aligned with those of the Army and the Air Force to the greatest degree possible. ■



# Individual Fundamentals

**O**ur National Guard is greater than the sum of its parts, and individual fundamentals are essential. Through our identities and daily practices – both professional and personal, we build credibility globally, tell the NG story here at home, and shape our value to the Nation.

## INTEGRITY

Integrity is the single most important part of character, because it is the personal choice to hold oneself to consistent moral and ethical standards without the scrutiny of others. Integrity makes us who we are as members of the NG, and it is the foundation of trust between the American public and us. As the guardians of America's security and members of a profession, we must unfailingly hold ourselves to the higher standards associated with the profession of arms. We must have the courage to do what is right regardless of the personal consequences.

## RESPECT

Respect is the moral compass of personal growth, leader development, and unit success and mission accomplishment. It manifests itself in three ways: respect for ourselves; respect for our team members and leaders; and respect for those with whom we interact.

We will foster self-respect in our Soldiers and Airmen by maintaining high standards of personal conduct and bearing, by helping them set and achieve personal goals, and by teaching them to grow from personal setbacks.

Respect within and for our units and leaders is equally important. We will treat our teammates with dignity and insist others to do the same. We will honor the traditions that make the NG, our States and our nation great, and we will take pride in our units, our history, and our veterans. We will not tolerate those who choose to act with a lack of integrity and character, nor will we accept sexual assault, sexual



harassment, discrimination and other acts which discredit our units and destroy readiness.

Last, but not least, we will respect all we interact with--other government agencies, elected and appointed officials, the American public, or citizens of regions where we deploy.

### **CANDOR**

Candor is the keystone to creating an environment of trust within our formations. It is a critical mark of character in communication--providing strength, purpose, boldness, and validity. Soldiers and Airmen must know they can and are expected to voice their opinions--professionally and truthfully--and that their leaders will listen to what they have to say and consider their recommendations.

### **LEADER DEVELOPMENT**

Leader development is more than just coaching and mentoring. Each of us must share the knowledge, insights, and wisdom that comes from

our incredibly diverse force. We will develop competent and diverse leaders of character that can plan, execute, and excel in any environment, and we will foster a culture of leader development focused on ethical behavior, mentorship, and selfless service. We will encourage National Guardsmen to seek leadership opportunities, challenge themselves with schools and self-development, and embrace feedback from superiors and subordinates alike.

### **DAILY SELF-IMPROVEMENT**

The Profession of Arms is exactly that--a profession. The high level of public trust and confidence we enjoy is based in large part upon the commitment we make to lifelong learning. Our country expects us to meet the demands of a rapidly changing and complex environment. This type of professionalism requires dedication to something much bigger than ourselves. We must remain committed to intellectual growth, physical wellness and a culture of



resilience, while balancing the demands of military and civilian careers.

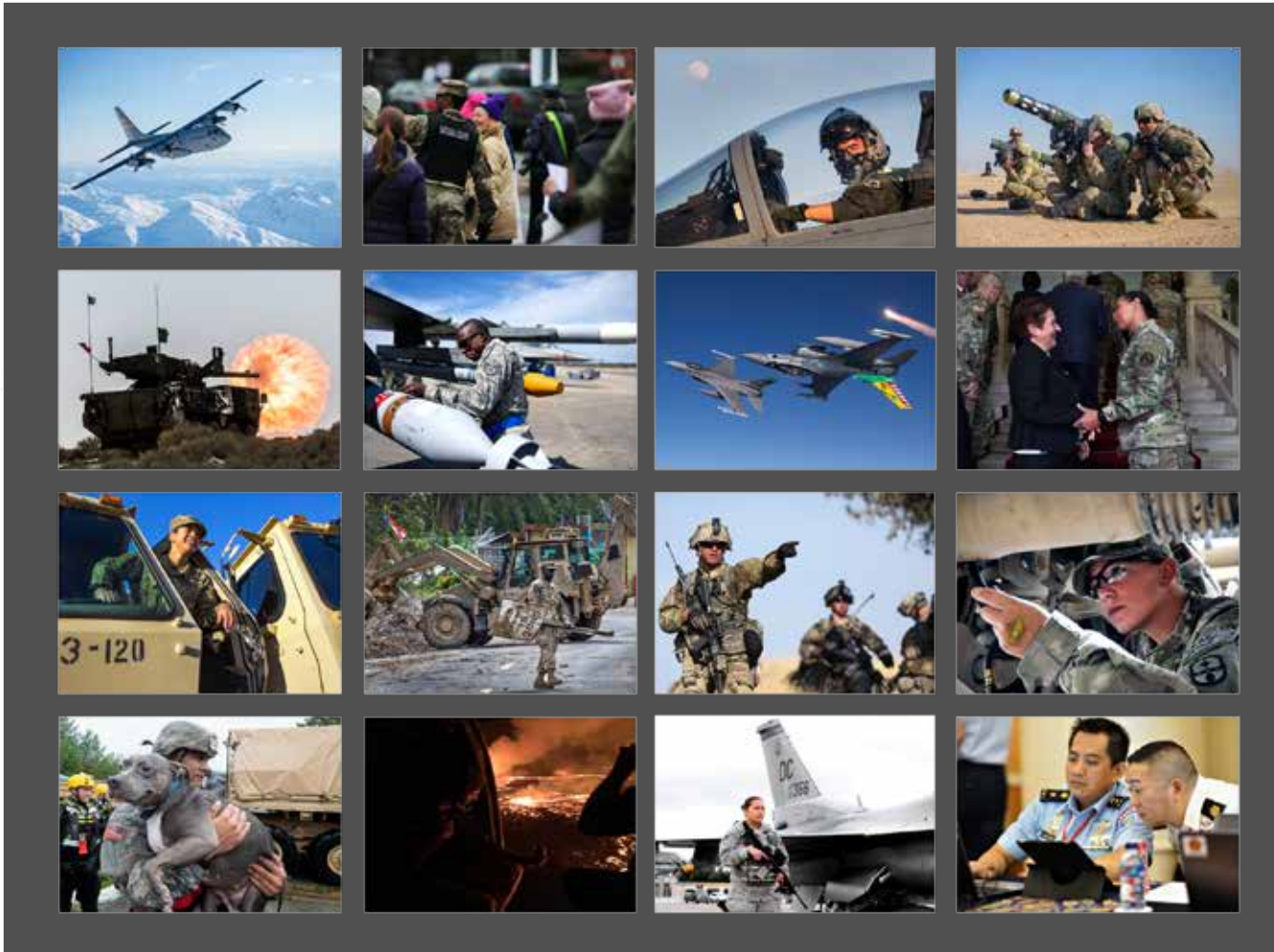
### **WARRIOR RESILIENCY AND FITNESS**

The wellbeing of Soldiers and Airmen impacts unit readiness, the communities they serve, and the security of the nation. We must take a long-term view toward the wellness of individual Guardsmen and set the conditions for their success. We will do this through a Total Force Fitness framework

of eight fitness dimensions: physical, environmental, medical and dental, nutritional, spiritual, psychological, behavioral, and social. We will also consolidate the various NG resilience, psychological health, and wellness efforts into more efficient programs that interact more effectively with one another. Only by emphasizing prevention and early identification of risky behaviors, and intervening when necessary, can we build a more balanced and ready combat force. ■



# ALWAYS READY, ALWAYS THERE!



Our three core missions of fighting America's wars, safeguarding our homeland, and building enduring partnerships support and integrate seamlessly into the NDS efforts to build a more lethal force, strengthen alliances and partnerships, and reform for greater performance and affordability. I am confident that through the NDS and this Roadmap,

we will achieve the ultimate objectives of the Joint Force—to protect the American people, the Homeland, and our way of life and promote peace through strength. As always, our citizen Soldiers and Airmen will continue to serve their nation, their states, and their communities with dignity, honor, and distinction. ■

Gen. Joseph Lengyel  
28th Chief, National Guard Bureau