



The National Guard on the Southwest Border

OPERATION JUMP START 2006-2008

By Michael D. Doubler





Operation Jump Start: The National Guard on the Southwest Border, 2006-2008

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FOREWORD

Since 1636, the National Guard has preserved the lives and protected the property of the American people. Following the attacks of September 11, 2001, the National Guard has become an even more essential part of the nation's homeland security efforts. As the events of the global war on terrorism continue to unfold, the defense of the American homeland remains the National Guard's top priority.

Operation Jump Start: The National Guard on the Southwest Border, 2006-2008 recounts a unique chapter in the Guard's continuing efforts to keep America's borders secure. Starting in June 2006, and lasting for over two years, as many as 6,000 National Guard men and women at any one time participated in the Operation in Arizona, California, New Mexico and Texas, not to close the nation's border with Mexico but to make it more secure for legal immigration and commerce. Guard members did not serve in a direct law enforcement role, but rather provided vital reinforcement to the U.S. Border Patrol. Their missions included engineering, aviation, entry identification teams and a wide range of technical, logistical and administrative support. A total of over 30,000 citizen-soldiers and airmen from across the nation served in the Southwest. By the time Operation Jump Start ended in July 2008, criminal activities of all types had declined along the border, and physical improvements by Guard engineers along the international boundary line seemed certain to reduce illegal activities for the foreseeable future.

Operation Jump Start exhibited unprecedented cooperation and teamwork among federal agencies engaged in protecting the homeland. The U.S. Customs and Border Protection, the U.S. Border Patrol and the National Guard created a cooperative, operational environment that will endure as an example to other agencies of how to do things right. The spirit of selfless service and professionalism was especially evident on the border itself where citizen-soldiers and airmen worked shoulder-to-shoulder with Border Patrol agents. Within the National Guard, jointness was evident in the creation of Joint Task Forces in each of the four border states that served as command and control headquarters, and in the increased levels of integration and cooperation undertaken by the Air National Guard in ground based domestic missions.

Operation Jump Start: The National Guard on the Southwest Border, 2006-2008 is an informative and educational account of the National Guard's role in protecting the nation's Southwest border. May it inspire all of us in the National Guard to continue to stand watch over our nation, as we have for nearly 400 years.



H STEVEN BLUM
Lieutenant General, U.S. Army
Chief, National Guard Bureau

The National Guard and Homeland Security



Guardsmen patrol a sand dune in southern Arizona looking for cross-border raiders from Mexico, 1916. *National Guard Educational Foundation*

CHAPTER ONE

The National Guard and Homeland Security

On a dark night in April 2006, over one hundred individuals massed along the south side of the border fence separating San Luis, Mexico, from Yuma, Arizona. Erected decades earlier from aircraft runway matting that was surplus materiel from the Vietnam War, the fence was gapped and dilapidated in many places and in need of repairs. As if on command, the large group suddenly surged across the border, clambering over the fence and scrambling through gaps and holes. On the American side, a small contingent of U.S. Border Patrol agents in vehicles stood ready. The Yuma site was infamous for surprise, mass crossings at night, but try as it might, the Border Patrol found it difficult to apprehend everyone attempting to cross

Whenever the nation has been threatened by external dangers or suddenly plunged into war, the National Guard has helped to restore security and safety by defending the homeland.

the border in such a manner. A wild, confused melee soon ensued in the dark with most illegal immigrants successfully evading their captors. A night-vision camera recorded the entire episode as reinforcements arrived to help detain as many illegals as possible. Border Patrol agents called the human wave crossings “banzai attacks,” an effective tactic they were simply unable to counter or stop completely. By early 2006, similar crossings and even more violent and illegal activities were

occurring frequently at other places all along the Southwest border. A growing chorus across America had arisen demanding that something be done about illegal immigration and the chaotic situation along the border.

Operation Jump Start (OJS) is a name that will always bring to mind a time when

the National Guard was once again called upon to preserve the lives and protect the property of the American people. Beginning in May 2006, the Guard was committed along the Southwest border to help improve security and staunch the flow of illegal immigration. In the following two years, citizen-soldiers and airmen from across the nation worked

in support of the U.S. Border Patrol to restore order and improve security.

OJS was not the first time the National Guard has been called upon to bolster homeland security. In fact, from its earliest origins in 1636, the National Guard has always acted to defend local communities, whether by supporting law enforcement or responding to natural disasters. Whenever the nation has been threatened by external dangers or suddenly plunged into war, the National Guard has helped to restore security and safety by defending the homeland. In most cases, the Guard has acted as a bridging mechanism, providing a temporary but effective expedient until authorities can provide a more permanent solution.

While the National Guard's performance in OJS was fully consistent with past homeland security missions, much was new and different. Selected Guardsmen went to the border while others fought in Afghanistan and Iraq as part of the global war on terrorism. Guard personnel deployed and served under new, joint command arrangements that the states had implemented as part of defense transformation. On the border, an array of new technologies helped with observation, surveillance and physical security. The Air National Guard (ANG) participated in Jump Start to a far greater

degree than it had in most previous homeland security missions with most efforts performed on the ground. But, for all that was new and different, OJS proved once again that the National Guard was the very best military force available when it came to defending the nation.

The Mexican Border Crisis of 1916

Throughout the twentieth century, the National Guard has frequently acted to defend the nation at home. At the very start of the century, the role of the National Guard changed dramatically as citizen-soldiers sought increased responsibilities for both federal and state missions. The United States was becoming an international power, and senior Guard leaders believed that citizen-soldiers should become more recognized as a federal reserve rather than clinging exclusively to their traditional domestic missions of law enforcement and disaster response. To add weight to the argument, they pointed to the recent Spanish-American War in which citizen-soldiers had distinguished themselves in battle in Puerto Rico and the Philippines. However, real change came with the Militia Act of 1903. The Guard received federal monies for pay, uniforms and

equipment, and in turn, the states were subject to inspections and administrative controls from the War Department.

Only four years later, the National Guard found itself participating in a major homeland defense program. As a new international power, the ports and shores of the United States faced increasing threats from the battleship navies of Europe and Asia. Confronted with a manpower shortage, the Army called upon the Guard to man half of the nation's coastal fortifications. By 1912, the Guard had created 126 coast artillery companies in fifteen states with a total strength of more than 8,000.¹

The National Defense Act of 1916 further solidified the Guard's emerging responsibilities by declaring that the Army would consist of three components: Regulars, Guardsmen and Reservists. As early as 1916, it was widely recognized that the country could neither defend itself completely nor go to war successfully without the National Guard.

Reforms that improved the Guard's status and capabilities came just in time. Things were not going well south of the border. By early 1916, a civil war raged within Mexico, and tensions between Washington and Mexico City had increased steadily. Hoping to solidify his position as a dominant Mexican

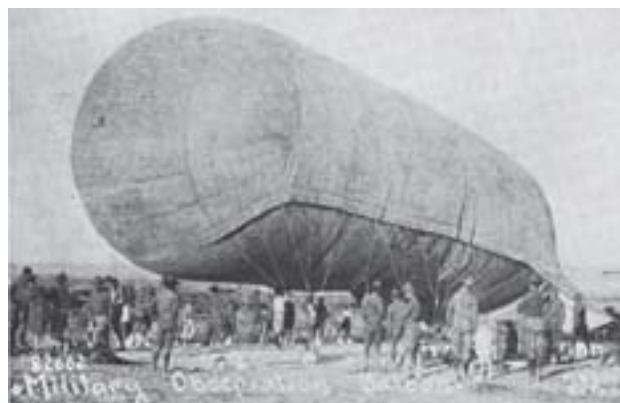
Cavalrymen of Rhode Island's 1st Squadron load their horses on the train that will move them to Brownsville, Texas, in 1916. *National Guard Educational Foundation.*



warlord, Francisco “Pancho” Villa conducted a cross-border raid against Columbus, New Mexico, on the night of March 9, 1916, killing seventeen Americans. In response, President Woodrow Wilson ordered a large punitive expedition into northern Mexico to track down the bandits so as to buttress American allies in Mexico City and alleviate security concerns along the Southwest border. The Army assembled a strike column of 10,000 Regulars under the command of Brig. Gen. John J. “Black Jack” Pershing that soon splashed across the Rio Grande into Mexico.

With the bulk of Army forces operating in Mexico, Southwest border towns felt defenseless and exposed to additional bandit raids. The governors of Texas, New Mexico and Arizona expressed grave concerns over the security of their citizens. On May 9, the president ordered those governors to deploy Guardsmen for border protection, and two days later, 5,260 state soldiers headed for the border. Meanwhile, with hostile terrain and an elusive enemy frustrating its efforts, Pershing’s expedition pushed farther into Mexico. On June 16, the Mexican government warned Pershing to advance no farther. Fearing a growing crisis, President Wilson ordered a partial callup of the National Guard on June 18, its first call to active, federal service in the twentieth century.²

The National Guard’s response was swift. On the evening of June 30, the 1st Illinois Infantry became the first unit to reach the border after a grueling 48-hour train ride from Springfield to San Antonio. The hauling capacity of America’s mature railroad network allowed for a rapid buildup. On July 4, nearly 25,000 Guardsmen observed Independence Day at camps in Texas. By August 31, a total of 111,954 Guard troops had arrived. The mobilization included one important milestone; New York’s 1st Aero Company was the first Guard flying unit to be called to active duty though it did not serve on the border.³



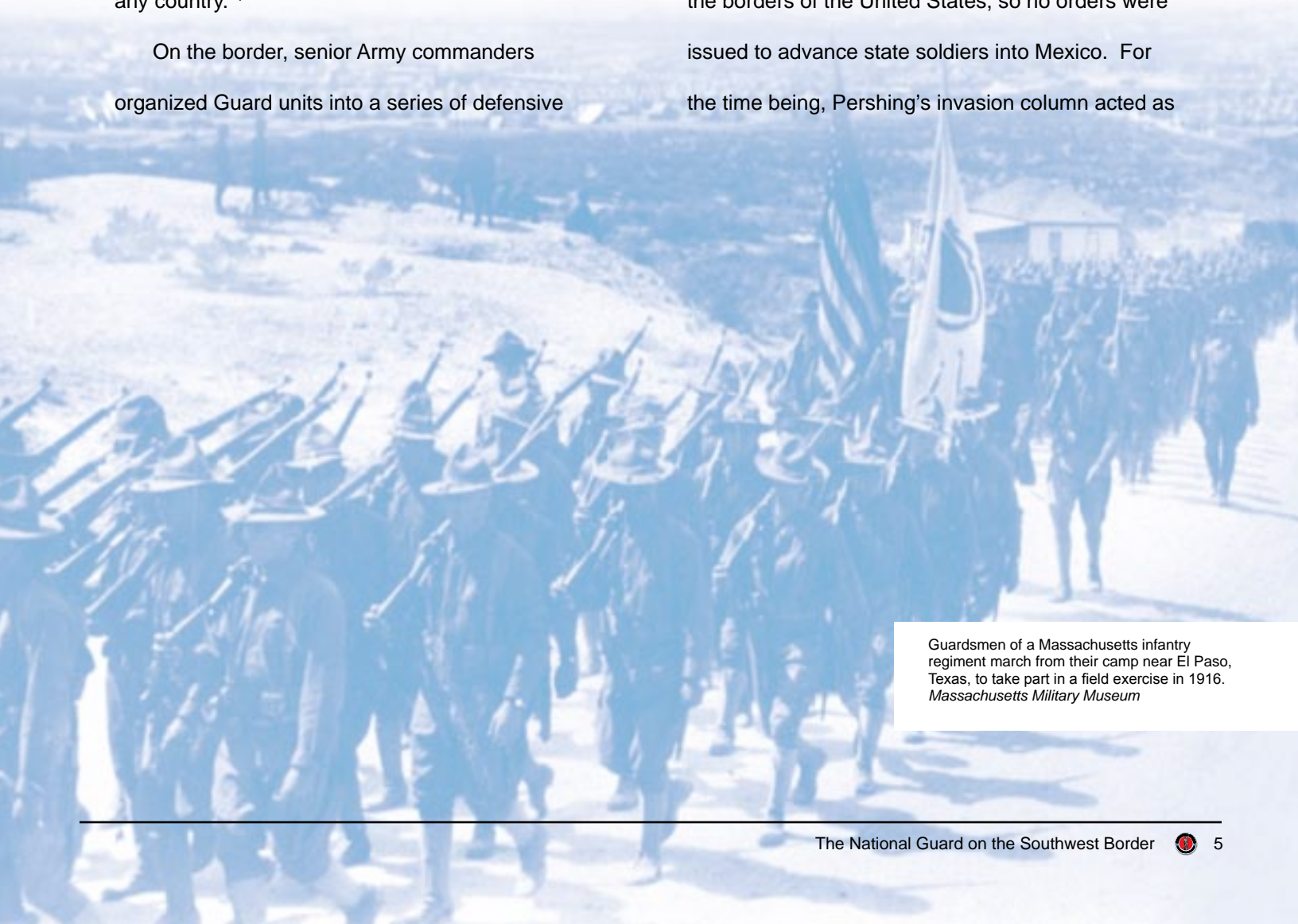
Troops with the 1st Ohio Field Artillery prepare to deploy their observation balloon while serving on the border in Texas in 1916. *National Archives and Records Administration*

The crisis prompted the War Department to send Guardsmen directly to the border. Preparations that should have occurred at mobilization camps were postponed until units arrived in the Southwest, where next to nothing had been done to prepare for their arrival. In many cases, Guardsmen built their own cantonments from scratch. Poor facilities,

intense heat and dusty winds added to soldiers' frustrations. In all, 158,664 Guardsmen—almost the entire Guard—saw duty. Regular Army reports on the Guard's performance were mixed. Guard commanders certainly made mistakes regarding personnel matters, but many deficiencies were due to poor planning by the War Department. At least one observer took a broader view of the Guard's efforts. "When one considers the number of men moved and distances they were moved," wrote a young Maj. Douglas MacArthur, "the recent mobilization...was the best job of its kind done by any country."⁴

On the border, senior Army commanders organized Guard units into a series of defensive

belts, each with a specific mission. Those forward-deployed performed continuous patrols along the border. Guardsmen from the border states proved especially valuable because of their detailed knowledge of the local terrain and native population, and they were already acclimated to the weather. Units farther removed from the international boundary were concentrated at various strategic points as far back as San Antonio and Phoenix, forming a ready strategic reserve against possible cross-boarder encroachments. At the time, legal restrictions placed limits on Guard service beyond the borders of the United States, so no orders were issued to advance state soldiers into Mexico. For the time being, Pershing's invasion column acted as



Guardsmen of a Massachusetts infantry regiment march from their camp near El Paso, Texas, to take part in a field exercise in 1916. *Massachusetts Military Museum*

America's offensive sword while the National Guard was its defensive shield.⁵

Overall, the mobilization was a notable success. No Guard unit saw combat, but citizen-soldiers provided valuable protection to U.S. borders by constituting an operational reserve, a function that was consistent with the National Guard's more broadly defined role as the Army's primary combat reserve. The states became familiar with the complexities of moving great numbers of troops, and the adjutants general (TAG) learned the value of recruiting soldiers who met fitness standards and understood the obligations of their enlistment. Senior commanders received experience in handling large troop formations, while soldiers benefited from training and physical conditioning.

By the early spring of 1917, the crisis had passed, and the Guard started to return

home. Across the country, local communities enthusiastically welcomed the troops. But the Guardsmen had little time to bask in their accomplishments; on April 17, 1917, the United States entered World War I by declaring war on Germany.

Homeland Defense, 1917-2001

The National Guard has always participated in the defense of the homeland whenever an enemy has possessed the ability to use force directly

While most Guardsmen fought in France during World War I, four regiments of Texas cavalry were assigned to patrol the border watching for possible enemy agents or saboteurs, 1918. *National Archives and Records Administration*

against the continental United States (CONUS). From the nation's earliest beginnings citizen-soldiers have concerned themselves with homeland defense. In some cases, the Guard's role has been short and limited; at other times, it has been prolonged and extensive.

The Guard performed important homeland defense missions at the outbreak of both World Wars. When the United States declared war on Germany in 1917, over 80,000 Guardsmen were still on active duty from the Mexican Border Crisis of 1916. Within days of the declaration of war, the War Department dispersed these Guard units across the country to protect key transportation hubs, industrial facilities, and utilities against German saboteurs and sympathizers. As the massive mobilization for World War I began, many Guard regiments entering active duty were assigned to homeland defense missions before starting their post-mobilization training and subsequent deployment to France. In the earliest days of World War II, armed Guardsmen posted on rail platforms at the nation's major railway stations calmed the fears of Americans still shaken by the surprise attack on Pearl Harbor. Guard ground units were dispersed once again to provide security at transportation hubs and points of critical infrastructure across the country while aviation units flew antisubmarine patrols along the nation's

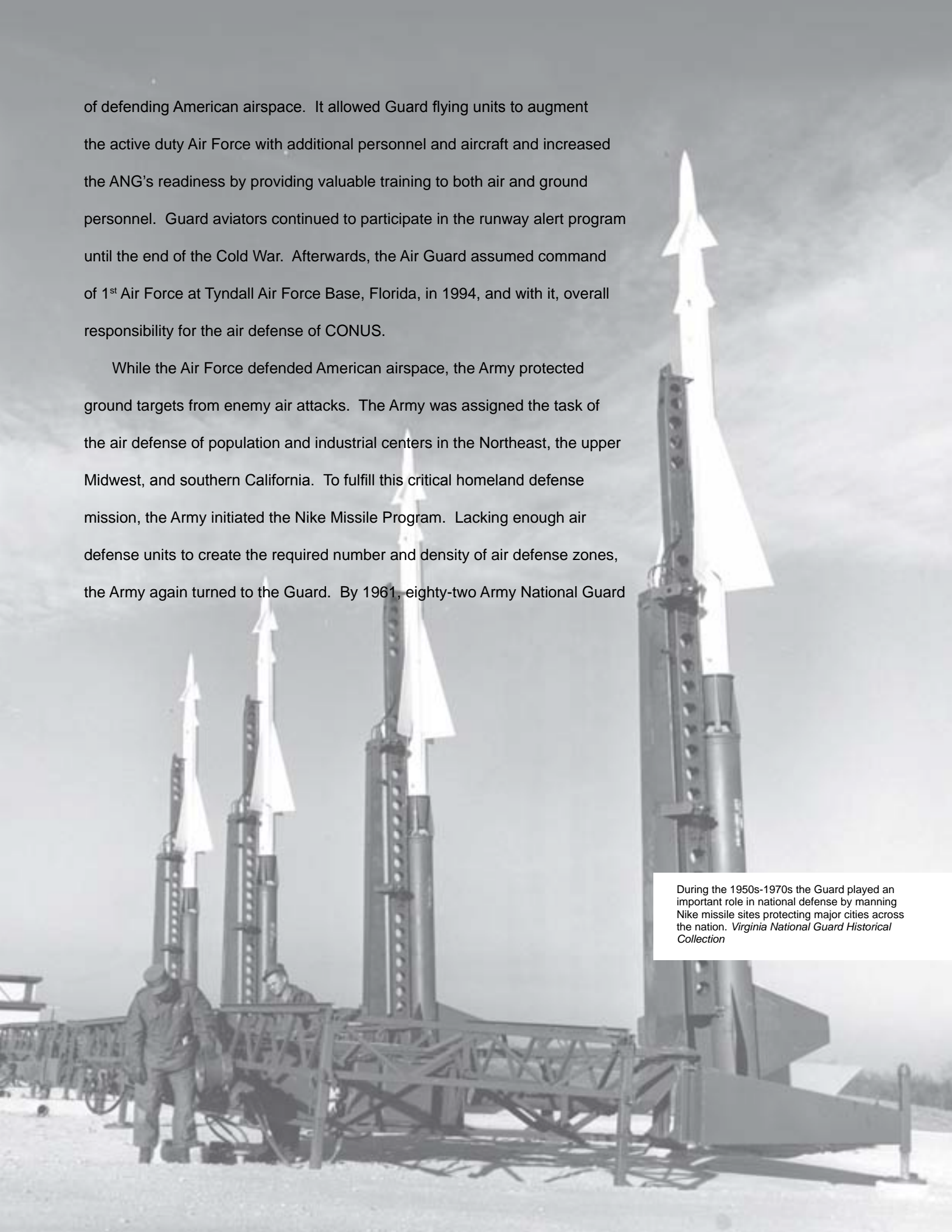
coastlines. Eventually, Guard organizations returned to their preparations for war and were deployed to Europe and the Pacific where they saw extensive combat.⁶

At the dawn of the nuclear age, the most serious and direct danger to the American homeland was Soviet heavy bombers laden with nuclear weapons. To counteract the threat, the U. S. Air Force developed a runway alert program that called for interceptor aircraft stationed at key locations throughout the country to remain at a high state of readiness and to respond instantly against hostile incursions of the nation's airspace. Following the Korean War, the Air Guard volunteered to become an active participant in the program. Within three years the ANG had twenty fighter interceptor squadrons on runway alert duty. Each squadron provided two jet fighter aircraft and five aircrews to man them fourteen hours each day on a year-round basis. Air Guard pilots stood at five-minute runway readiness alert during daylight hours and were prepared to take to the skies upon an order to challenge unidentified aircraft or intercept-known, hostile aggressors.⁷

The runway alert program greatly increased cooperation between the Air Force and the Air Guard and was the first significant attempt to include Guard airmen in the routine, peacetime functions

of defending American airspace. It allowed Guard flying units to augment the active duty Air Force with additional personnel and aircraft and increased the ANG's readiness by providing valuable training to both air and ground personnel. Guard aviators continued to participate in the runway alert program until the end of the Cold War. Afterwards, the Air Guard assumed command of 1st Air Force at Tyndall Air Force Base, Florida, in 1994, and with it, overall responsibility for the air defense of CONUS.

While the Air Force defended American airspace, the Army protected ground targets from enemy air attacks. The Army was assigned the task of the air defense of population and industrial centers in the Northeast, the upper Midwest, and southern California. To fulfill this critical homeland defense mission, the Army initiated the Nike Missile Program. Lacking enough air defense units to create the required number and density of air defense zones, the Army again turned to the Guard. By 1961, eighty-two Army National Guard



During the 1950s-1970s the Guard played an important role in national defense by manning Nike missile sites protecting major cities across the nation. *Virginia National Guard Historical Collection*

(ARNG) Nike missile batteries were operational in fifteen states. At the program's peak in 1962, 17,000 Guardsmen manned missile sites. Eventually, Army Guardsmen manned 48 of 112 missile sites on the mainland and six in Hawaii.⁸

By the early 1970s, the nuclear, intercontinental ballistic missile had become the Cold War weapon of choice between the United States and the Soviet Union, and the Nike Missile Program became outdated. On September 14, 1974, the ARNG inactivated the last of its Nike missile units. The air defense of CONUS was a significant accomplishment for the ARNG. Not since the colonial minutemen had Guardsmen been called upon to make such a sudden transition from peace to war.⁹

With the end of the Cold War, the National Guard's involvement in homeland defense missions changed with the times. As early as 1977, the ARNG had assisted law enforcement in counter-drug activities. Heightened concerns with the flow of drugs from organized cartels in South America and a declared "war on drugs" greatly increased the Guard's involvement. By 1988, thirty-two states had organized counter-drug programs. The states astride the major drug routes leading from Mexico, the Caribbean and Latin America into the

country were at the forefront of the effort. Guard participation in counter-drug efforts peaked in 1993 and remained near constant for the rest of the decade.¹⁰

The unrelenting flow of illegal drugs heightened the need for a more coordinated and robust border defense. Joint Task Force-6 (JTF-6) was established in 1989 to integrate Department of Defense (DOD) support for local, state and federal law enforcement agencies involved in counter-drug operations. Headquartered at Fort Bliss, Texas, JTF-6 provided operational, training, intelligence and engineering support. Guardsmen were often a part



A section of the U.S.-Mexican border fence near San Diego, California, built well before Operation Jump Start began in June 2006. *California National Guard*

of these activities. In California, the Guard helped in the construction of physical barriers to prevent illegal immigration flows, and Guard engineers constructed and improved roads to enhance Border Patrol mobility in both California and Texas.¹¹

The War on Terrorism, 2001-2006

The nation's first military responders on the morning of September 11, 2001 were the men and women of the National Guard. On that fateful day, modern citizen-soldiers and airmen responded to an unexpected threat in a manner reminiscent of the minutemen of Lexington and Concord who too had rallied on short notice to defend their communities. On the ground, Guard members in New York City and Washington, D.C., moved immediately to provide security at the World Trade Center and the Pentagon while assisting in rescue and recovery efforts. In the air, ANG interceptors on air sovereignty alert attempted to prevent further attacks while other Air Guard units established combat air patrols over America's largest cities.

In the months following the 9/11 attacks, the National Guard dispersed across the country to enhance security. The Air Guard implemented a more extensive network of air sovereignty alert sites while maintaining combat air patrols over major cities and key national security events. The Army Guard dispersed immediately to bolster security at military installations, dams, bridges, nuclear power facilities and selected border crossing sites with Canada and

Mexico. The Guard's most visible mission was in the nation's commercial airports, where detachments of Army and Air Guard personnel strengthened security measures until a more permanent solution was enacted. Homeland security was an enduring mission, and in following years the National Guard was a visible precautionary asset at such public venues as the 2002 Winter Olympic Games, the 2004 Sea Island G8 Summit, the 2004 Democratic and Republican national conventions and annual major sporting events like the World Series and the Super Bowl.

While the Guard defended the homeland, it simultaneously engaged in overseas combat operations. In both Afghanistan and Iraq, National Guard personnel assisted in the buildup of coalition forces and took part in the initial invasion. ARNG combat brigades in Afghanistan became principally responsible for the training of a new Afghan National Army while other Guard units battled determined Taliban and al Qaeda fighters and helped to rebuild the country. The ARNG played a central role in Operation Iraqi Freedom by deploying over a dozen combat brigades and innumerable support units to Iraq during 2004-2006. The combination of homeland security and overseas combat missions presented the states with a bewildering array of competing priorities. At no other period in its history

had the Guard faced such demanding state and federal missions simultaneously.

This initiated a significant commitment of National Guard assets for border protection through the effort called Operation Winter Freeze. During November 2004-January 2005, law enforcement and the U.S. Border Patrol believed that there was an increased possibility of terrorist operatives entering the country from Canada. The Guard's primary assignment was to detect, deter and monitor suspicious activities along a wide swath of the border between New England and Canada. During the three-month operation, nearly 250 Guard personnel from Vermont and twenty other states participated. Winter Freeze best demonstrated that the National Guard was the most uniquely suited organization within DOD to provide the right combination of manpower, skills, equipment and experience to law enforcement agencies across the country on short notice in support of homeland security missions.¹²

America's greatest natural disaster to date further solidified the National Guard's reputation as an essential domestic response force. Hurricane

Katrina struck the Gulf Coast in the early morning hours of August 29, 2005, with howling winds, torrential rains and an overwhelming tidal surge. The following morning, the storm's tidal surge breached the levee system protecting New Orleans, and floodwaters inundated the city with as much as fourteen feet of water in places. The storm left

nearly 1,800 dead and hundreds of thousands stranded or homeless.

Even before Katrina made landfall, as many as 2,500 Guard personnel were on duty in the Gulf Coast states, speeding evacuation efforts and anticipating rescue and recovery missions. Within four

hours of the hurricane's passage, Guard forces were in the water and on the streets rescuing people in the most devastated communities. ARNG helicopter crews went to work plucking survivors from the roofs of swamped homes while other state soldiers in small boats and heavy vehicles rescued stranded residents. By the end of the first week, the National Guard mounted an unprecedented rescue and recovery effort. All fifty states, the three territories, and the District of Columbia promptly mobilized and deployed over 50,000 Army and Air

America's greatest natural disaster to date further solidified the National Guard's reputation as an essential domestic response force.



Evacuees from the Ernest N. Morial Convention Center in New Orleans are loaded onto a CH-47 Chinook helicopter in the aftermath of Hurricane Katrina in September 2005. The unit is from the 449th Aviation Support Battalion, an element of the 36th Combat Aviation Brigade of the Texas National Guard. *National Guard Bureau*

Guard personnel along with a vast array of aircraft, vehicles, equipment and supplies. Fully 80 percent of the nation's entire military response came from the Guard. The Guard's actions in early September comprised the fastest and largest response to a natural disaster in U.S. history. While not a homeland security mission per se, the response to Hurricane Katrina dramatically illustrated that the National Guard was an indispensable domestic response asset, even as other citizen-soldiers and airmen were overseas helping to defeat America's sworn enemies.¹³

The Challenge on the Southwest Border

Improving security along the Southwest border presented formidable challenges. The U.S.-Mexican border itself is long, bisecting major urban centers and traversing some of the most inhospitable and desolate terrain in the country. It stretches nearly 2,000 miles from near Brownsville, Texas, in the east to just below San Diego, California, in the west. Among the four border states—California, Arizona, New Mexico and Texas—California has the shortest boundary and Texas the longest. The region along the boundary is characterized by deserts, rugged mountains, and the lines of several major rivers.

In summer, extreme temperatures rise to life-threatening levels. Despite the harsh environment, the border towns and major cities sprinkled along its length make the Southwest border the most frequently crossed international boundary in the world, with almost 250 million legal crossings each year.¹⁴

Since its establishment in 1924, the Border Patrol had been active along the Southwest border to prevent the crossing of illegal immigrants and the smuggling of illegal substances, including alcohol and drugs. During World War II, fears increased that foreign agents could undermine national security by slipping across the border undetected and performing acts of espionage and sabotage. As a result, the Border Patrol was nearly doubled in size to over 1,500 officers. Ironically, it was in this same time period that Latinos began crossing the border in large numbers to supplement the American labor market. With so many men in uniform, additional laborers from Mexico and Central America were needed to keep farms and factories humming at full capacity for war production. Following the war, labor

opportunities continued to attract foreign workers. Huge increases in illegal immigration in the 1980s and 1990s prompted a further expansion of the Border Patrol. In addition, new technologies and occasional military assistance were pressed into service, producing measurable reductions in illegal border crossings at that time. However, America's booming economy and the opportunities the nation provided proved impossibly alluring to many south of the border, and illegal border crossings became more of a problem with each passing year. By 2006, the Border Patrol numbered just under 12,400 agents, with over 11,000 of those deployed along the Southwest border alone.¹⁵

Five years after the attacks of 9/11, it was evident that the Border Patrol's manpower and resource levels were still inadequate to impose order on a disorderly and often dangerous situation along the Southwest border. Given the National Guard's long history of defending the homeland, it was logical for the nation to once again turn to its professional citizen-soldier force for assistance and results in a time of war.

Much of the southwestern United States is desolate and rugged scrub land, with little water or vegetation. *National Guard Bureau*

CALL OUT THE GUARD!

A section of the runway mat fence dividing Nogales, Arizona, from Mexico on June 21, 2006. Among the first tasks arriving Guard members accomplished was to weld closed the holes cut by smugglers that allowed illegals to crawl under the fence.
Staff Sgt. James Greenhill



inherent flexibility and prowess as an operational force by deploying quickly to the border and acting as a ready homeland security asset.

CHAPTER TWO

CALL OUT THE GUARD!

Even before the onset of the war on terrorism, the National Guard had a well-established reputation for assisting law enforcement in protecting the nation's borders. Five years after the attacks of 9/11, calls for action for increased border security finally prompted the commander in chief to once again deploy the National Guard to the Southwest border.

Fortunately, the National Guard was well prepared for the callup. Its national and state headquarters were already organized for joint operations and had taken steps to ease the difficulties of deploying troops across state lines. Still, the movement of thousands of state soldiers to the Southwest in a relatively short period of time and their integration with security operations along the nearly 2,000-mile border presented considerable operational, administrative and logistical challenges. During the late spring and into the summer of 2006, the National Guard once again demonstrated its

Calls for Military Support Along the Border

By 2006, a surging tide of illegal immigration from Mexico and other Central American countries across the Southwest border was causing increased domestic anxiety. While most immigrants were only seeking job opportunities and a better way of life for themselves and their families, there were increasing concerns with crime and the sheer, overwhelming size of the human migration. The war on terrorism raised security worries as well. If hundreds of thousands of Latinos could make it into the country unimpeded, might not terrorists make it over the border just as easily? A group of private citizens dubbed "The Minutemen" based on America's rich heritage as a citizen-soldier nation voluntarily posted themselves on the Southwest border to aid authorities in staunching the flow of illegals. On radio and television, talk show hosts such as Lou Dobbs on *CNN* and Bill O'Reilly on *FoxNews* used their forums to expose the chaos on the border and to lead the charge for beefing up border security, including the use of troops. 2006 was a mid-term

election year, and illegal immigration had become a hot button issue. The American people let members of Congress running for re-election know that they wanted something done about the chaotic situation on the border.

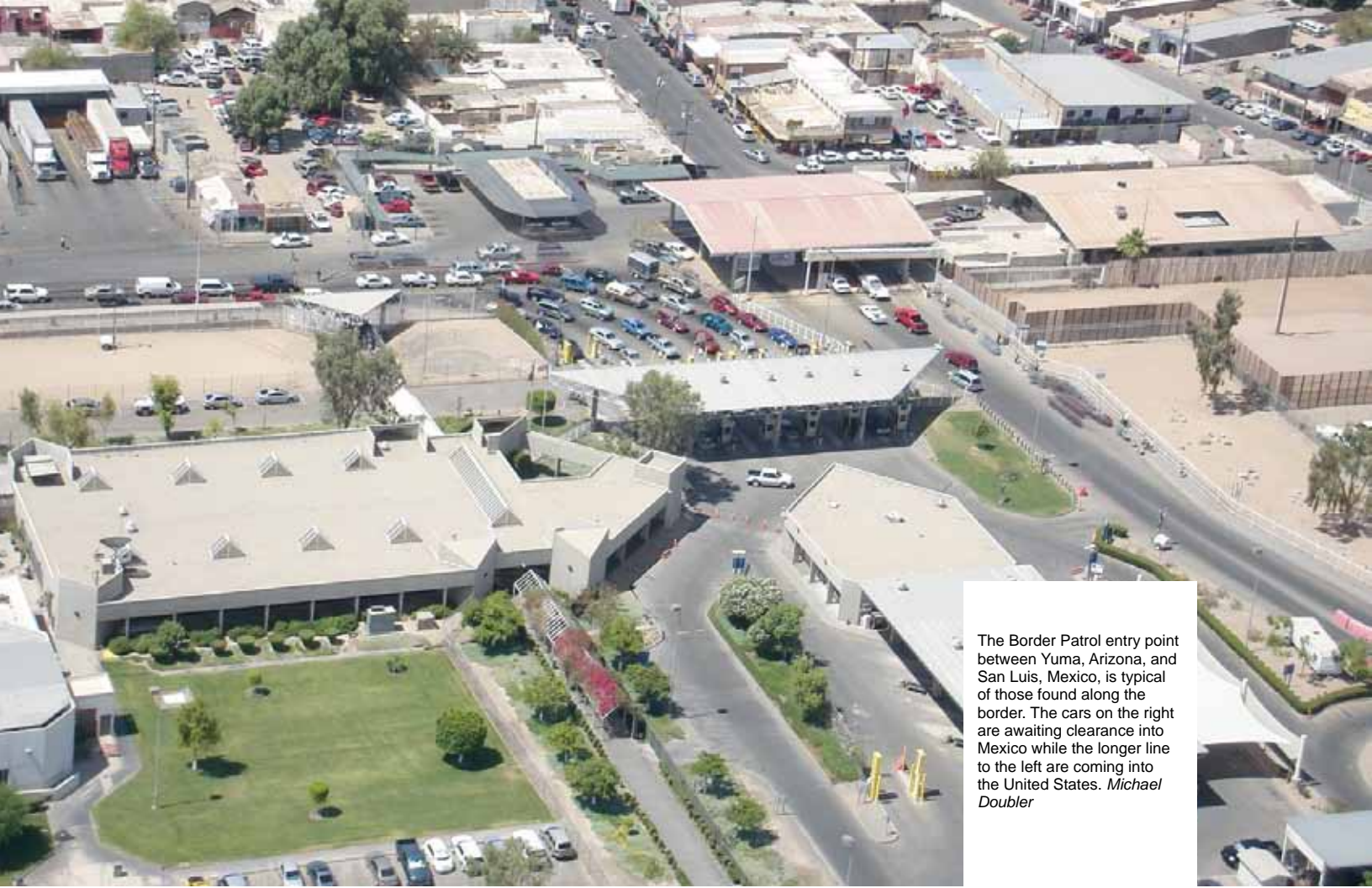
Perhaps no one knew the situation in the Southwest better than the four border state governors who were consistent and strident in their calls for increased security and order. The four chief executives—Governor Arnold Schwarzenegger of California, Governor Janet Napolitano of Arizona, Governor Bill Richardson of New Mexico and Governor Rick Perry of Texas—firmly believed that the border states faced a crisis not of their making. The federal government’s lax and ineffective border enforcement and its failure to enforce immigration laws had resulted in an explosion of the illegal immigrant population. As a result, the border states were flooded with illegals, taxpayers were angry and citizens and non-citizens alike were losing respect for the rule of law. The four governors often had to mobilize state and local authorities to enforce laws that were the responsibility of the federal government. The governors challenged Congress “to get back to work” and pass comprehensive immigration reform.¹

Each governor bombarded Washington, D.C., with requests for aid while taking their own measures

to shore up security. In July 2005, Governor Schwarzenegger sent the Department of Homeland Security (DHS) a formal memorandum asking that additional Border Patrol agents be deployed to ensure “safe, effective and responsible” border security in southern California. Over time, Arizona had become a prime avenue for illegal crossings. In 2005, Governor Napolitano declared a state of emergency for all of Arizona’s border counties and released \$1.5 million in state funds to help with law enforcement. At the start of 2006, Arizona committed another \$100 million of state monies for improved border security. On March 7, 2006, she wrote both DHS and DOD a formal appeal to request the full commitment of the Arizona National Guard to the border with the federal government providing full reimbursement for all costs. In Texas, Governor Rick Perry sought to increase border security with “Operation Rio Grande” starting in February 2006. The plan was a comprehensive strategy that gave Texas a leading role in coordinating intelligence and law enforcement assets along the border.²

The Nation Turns to the National Guard

The concerns of the border state governors and their earnest appeals for federal assistance finally



The Border Patrol entry point between Yuma, Arizona, and San Luis, Mexico, is typical of those found along the border. The cars on the right are awaiting clearance into Mexico while the longer line to the left are coming into the United States. *Michael Doubler*

made it all the way to the White House. In the face of widespread discontent with the lack of immigration reform and the deteriorating situation along the border, President George W. Bush decided to take action. During a televised address to the nation from the Oval Office on the evening of May 15, 2006, the president articulated an agenda for immigration reform. While America desired to retain its reputation as welcoming to immigrants, it also had to remain a law abiding society. To meet both of these goals, President Bush laid out a comprehensive reform agenda that ranged from increasing security along the border and dealing with illegal immigrants

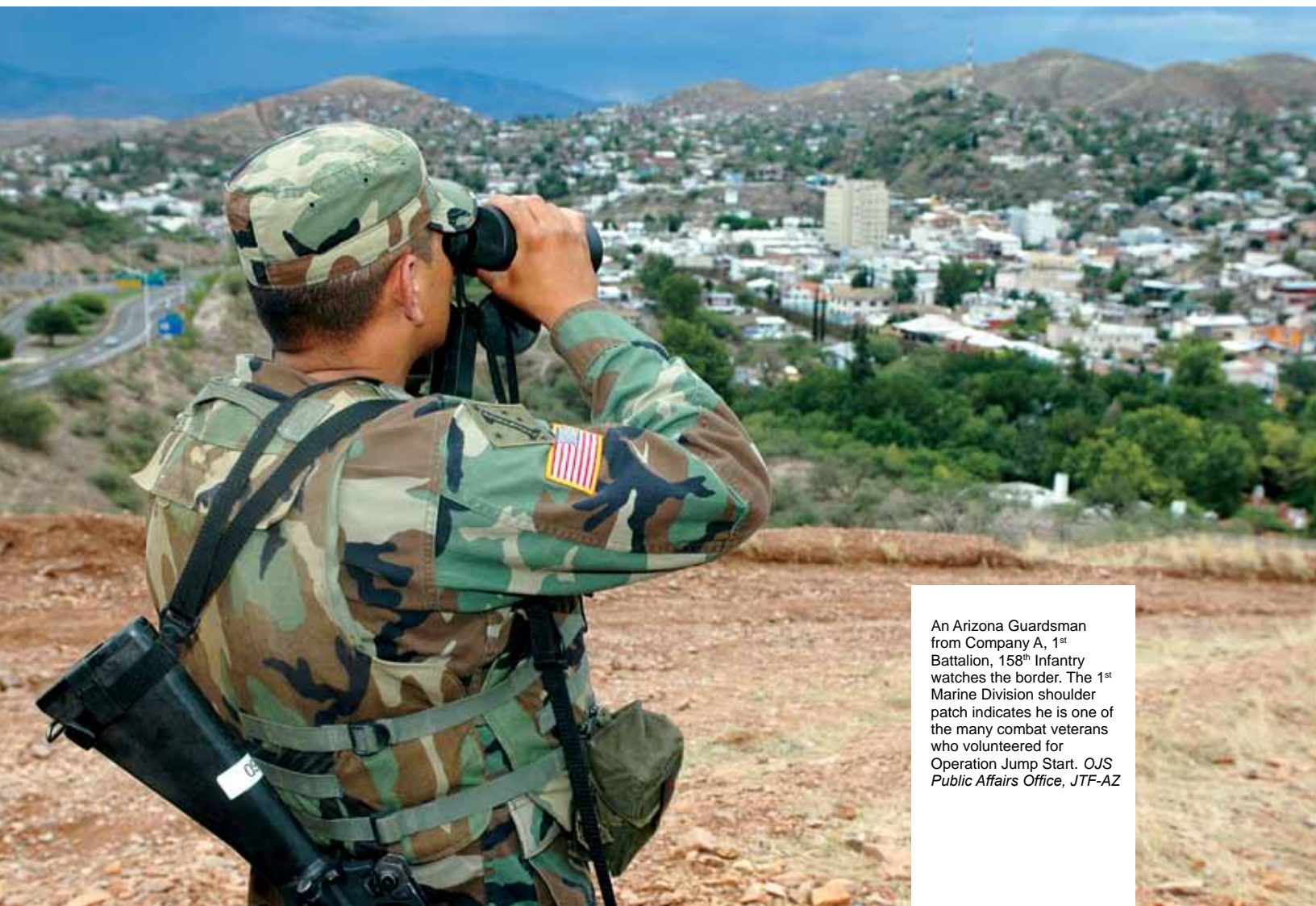
already in the country to once again calling for comprehensive immigration reform legislation from Congress.³

President Bush declared border security a “basic responsibility” of a sovereign nation and an “urgent requirement” for national security. The objective of increased security was to keep the border open to trade and lawful immigration while shutting it to illegal immigrants, as well as “criminals, drug dealers, and terrorists.” To enhance security, the president called for an expansion of the Border Patrol from 12,000 to 18,000 agents by the end of 2008. Additional funding would allow

the construction of improved border barriers at key locations and the construction and improvement of supporting roads. At the same time, high technology would enjoy increased use, including motion sensors, infrared cameras and unmanned aerial vehicles (UAV).⁴

Implementing law enforcement measures aimed at enhancing security would take time, yet the need for increased security along the border was urgent. President Bush informed the nation that the National Guard would head to the Southwest immediately to boost the Border Patrol in the short term. In coordination with the southwestern governors,

up to 6,000 Guard members would deploy. The Border Patrol would remain the lead federal agency, and no Guardsman would be involved in direct law enforcement activities. Instead, the National Guard would assist and support the Border Patrol by operating surveillance systems, analyzing intelligence, installing fences and vehicle barriers, building patrol roads and providing training. An initial, large contingent of citizen-soldiers and airmen would serve for one year, and after that, the number of Guard forces would decline as more border agents and new technologies became available. President Bush assured listeners in two key areas



An Arizona Guardsman from Company A, 1st Battalion, 158th Infantry watches the border. The 1st Marine Division shoulder patch indicates he is one of the many combat veterans who volunteered for Operation Jump Start. OJS Public Affairs Office, JTF-AZ

related to the Guard deployment; the nation would not militarize its southwestern border and enough state soldiers remained available to “win the war on terror, to respond to natural disasters, and to help secure the border.”⁵

In the days following President Bush’s national address, Pentagon officials provided additional details on Operation Jump Start, the designated name for the deployment of Guard forces to the Southwest border. Lt. Gen. H Steven Blum, the Chief, National Guard Bureau (NGB), further explained the intent and extent of the Guard’s mission. General Blum outlined the Guard’s long history of involvement along the border and that present day citizen-soldiers and airmen were “trained, ready, and able” for the mission. Still, OJS was to be carried out in a much more focused and comprehensive manner and on a much grander scale than previous border support operations. Jump Start would also impose a delicate balancing act upon the Guard. While shoring up border

President Bush informed the nation that the National Guard would head to the Southwest immediately to boost the Border Patrol in the short term... The Border Patrol would remain the lead federal agency, and no Guardsman would be involved in direct law enforcement activities.

security, Guard forces would remain in combat in Afghanistan and Iraq while others had to stand ready to respond to natural disasters and possible terrorist attacks at home. To provide the maximum

extent of administrative and command flexibility, Guard members would serve in a Title 32 status. The federal government would fund the entire operation, but citizen-soldiers and airmen would remain under the control of the governors of the four border states.⁶

At the highest levels, DHS, DOD and NGB had begun to work out other policy issues even before the president’s speech on May 15. DHS identified five major mission categories that would most

help the Border Patrol while at the same time keep military personnel separate from direct law enforcement activities. These five missions, in order of priority, were:

- 1) Relief of Border Patrol agents performing duties that are not law enforcement in nature, such

as general, vehicle and facilities maintenance, control room operations, administrative support, training and information technology support.

- 2) Enhancing surveillance and reconnaissance capabilities to provide increased detection and tracking capabilities. These operations include operation of mobile, fixed and airborne sensor systems.
- 3) Enhanced intelligence, command and control, and communications capability to increase the effectiveness of the border enforcement forces.
- 4) Providing transportation services, including ground and air, to provide efficient processing and removal of apprehended aliens.
- 5) Construction support for tactical infrastructure (barriers, fences, roads, light/sensor towers) and facilities (detention facilities, temporary remote base camps, and engineering missions).⁷

The National Guard was to organize a joint task force (JTF) in each of the four border states to provide the “duration force” necessary for command, control, coordination and support throughout the expected 24-month life cycle of the mission. The duration force was also to provide continuity of coordination and planning with the Border Patrol. The remaining Guardsmen actually deployed along the international boundary for the most part were to

come from a “rotational force” drawn from the border states themselves and as many of the other states and territories as needed.⁸

Even as the wheels of logistics, administration and transportation began turning to deploy Guardsmen, a number of important questions remained unanswered. Policy coordination had occurred in the nation’s capital, but how much did National Guard leaders in the states and Border Patrol leaders in the border sectors really know about the impending operation? How were the states specifically to initiate, organize and sustain the mission? How was the Border Patrol to take full advantage of the nearly 6,000 citizen-soldiers and airmen about to show up on their doorstep? The answers to these questions and many other unexpected issues would soon emerge.

The National Guard Organizes for Action

Well before the president’s call to action on the border, the National Guard had already modernized its command structures. Three years earlier, in April 2003, General Blum had become the Chief, NGB. Immediately he had initiated a series of reforms aimed at transforming the Guard from a Cold War era strategic reserve to an operational force

postured for the war on terrorism and the twenty-first century. One of General Blum's top priorities was to make the National Guard's headquarters more functional and recognizable by converting them to joint organizations on a par with America's other major military headquarters worldwide.



Lt. Gen. H Steven Blum, Chief, National Guard Bureau.
National Guard Bureau

The first reform initiative was aimed at General Blum's own headquarters. The conversion of NGB to a joint staff organization began in July 2003 and was completed by the following October. The adoption of a joint staff structure made NGB's inner workings more instantly recognizable to other major staffs throughout the military. The full reorganization of NGB was completed with the National Guard Empowerment Act of 2008 that designated NGB as joint activity of DOD instead of a joint bureau of the Army and the Air Force.

Since 9/11, the war on terrorism had presented the National Guard with a wide range of homeland security missions. Most states had created a joint operations center (JOC) to coordinate these diverse and near constant undertakings. By spring 2005, most states had a fully functioning JOC that operated around the clock. General Blum desired that NGB itself should have the staff structure to provide more operational control and coordination during domestic operations. In pursuit of that goal, he organized an NGB JOC to coordinate and facilitate the flow of information for both Army and Air Guard missions.

Within ten days of the announcement of Jump Start, NGB organized a current operations group (COG) specifically for the purpose of coordinating policies and activities for the border mission.

Located on the Plaza Level of NGB's main office building in Arlington, Virginia, the OJS COG consisted of a small core of experienced, full-time staff personnel augmented by representatives of the NGB Joint and Special staffs, the ARNG and ANG Directorates, and a U.S. Customs and Border Protection (CBP) liaison officer. The first priority for the COG was to send troops to the border in an organized fashion that supported DHS and CBP mission areas. Over time, the COG became the lead agency for coordinating OJS missions with



Steel plates used in the construction of the border fence were among the materials moved to construction sites so that Guardsmen could get to work.
OJS Public Affairs Office, JTF-NM

the states, all groups within DOD and other federal departments. The ARNG and ANG Directorates created their own OJS staff action groups that coordinated service specific issues through the COG to the states, especially in the areas of personnel and resources. The ARNG and ANG identified the types of units required for the OJS rotational force and assisted the states in making specific unit selections.⁹

General Blum had also championed a parallel series of reforms that affected the states. With

the advice and consent of the TAGs, the state headquarters in October 2003 began to convert to a joint configuration known as the Joint Force Headquarters (JFHQ). The conversion was mostly completed nationwide by November 2005. Like the NGB reorganization, the creation of the JFHQs was to make the state headquarters more closely resemble other major military headquarters. In addition, the JFHQs were intended to provide commonality of command and control structures among the states.

Perhaps the most critical and enduring of General Blum's reforms was the introduction of JTFs at the state level. The JFHQs were not intended to command state or federal assets deployed for a domestic emergency, rather this mission was to fall to a JTF organized for that specific purpose. In 2004, Congress amended Title 32 USC to allow a Guard general in command of a state JTF to serve in both a federal and state status while commanding active duty and Guard personnel alike. The intent was for the JTF to function in a similar fashion as the joint staffs of the overseas combatant commands, but rather than engage in combat, National Guard JTFs were to handle domestic emergencies at home.

The first opportunity for a JTF to demonstrate its new flexibility and capabilities came in June 2004 during the annual G8 Summit at Sea Island, Georgia. For the first time, a National Guard JTF commanded state and federal troops concurrently, and by so doing, provided adequate protection, unity of effort and unity of command for a major homeland security mission. Employing the same JTF arrangement, Guard commanders in Massachusetts and New York were responsible for all military personnel supporting the 2004 Democratic and Republican national conventions. The first employment of a National Guard JTF for the specific

purpose of defending the nation's borders occurred with the aforementioned Operation Winter Freeze during November 2004-January 2005. The biggest challenge for the new JFHQs and JTFs came with Hurricane Katrina in 2005. In the four states that Katrina struck—Florida, Alabama, Mississippi and Louisiana—the JFHQs each organized a JTF to coordinate emergency response and the mass inflow of other Guard assets to the region. When Hurricane Rita struck Texas only three weeks later, the Lone Star State too organized and deployed a hurricane response JTF. By 2006, the use of state JTFs for domestic contingency operations was well established, and they were to play a large, significant role in OJS.

Operation Jump Start Commences

President Bush had announced that “up to” 6,000 Guardsmen would deploy to the border as an “initial commitment” for one year. Afterwards, the number of Guard forces would be reduced as additional Border Patrol agents and new technologies were in place. Additional coordination between DHS and CBP further clarified the Guard's OJS commitment. A goal was established to have 6,000 citizen-soldiers and airmen on the border by

August 1, 2006. That level of manning was to be maintained until May 2007 when Guard forces would be cut to 3,000. By May 2008, it was expected that OJS would terminate with all support operations returning to Border Patrol control.¹⁰

OJS manning levels for the border states were soon determined based on a manpower ceiling of 6,000. Allocations were apportioned according to the numbers and percentages of illegal crossings that had occurred historically in each state. The final manpower allocations were as follows:

Operation Jump Start Manpower			
State	% of Illegal Border Crossings	Year One 2006-2007	Year Two 2007-2008
Arizona	40	2,400	1,196
California	20	1,200	584
New Mexico	13	900	300
Texas	27	1,500	920
Totals	100%	6,000	3,000

(Source: JTF-Arizona, "Operation Jump Start-Arizona," information briefing, January 2008, 5.)

The manning levels reflected limits on the number of Guardsmen deployed on OJS at any one time and not for the duration of the mission. OJS manpower was to be sustained by units and individuals rotating periodically to the border in a Title 32 status, and the aggregate number of personnel required to sustain the operation over the ensuing two years remained unknown at the time of mission start.

The CBP identified the most critical types of specific mission support needed from the Guard. The top priorities included: "Badges Back to the Border" (administrative and logistical support); entry identification teams (EIT); tactical infrastructure (engineering); and aviation. Badges Back to the Border called for Guard support personnel to relieve Border Patrol agents of administrative and logistical duties so they could return to the most vital mission of all, border enforcement. EITs were manned



Staff Sgt. Dominic Flores, a member of Arizona's 162nd Fighter Wing, performs criminal background checks of illegal aliens being held in custody at the Nogales Border Patrol Station as part of the "Badges Back to the Border" program. Staff Sgt. James Greenhill

observation posts placed at key tactical locations that offered direct surveillance of known and likely illegal immigrant border crossing points. Guard engineers were to improve existing border roads and construct others from scratch, thereby increasing law enforcement mobility along the border fence and reducing response times to border encroachments. In addition, engineers were needed to improve and repair miles of dilapidated



Spc. Godbold from Wisconsin's 32nd Brigade Combat Team operates a sky box used for observation along the border. *Michael Doubler*

fence and to construct new fencing, barriers, gates and lighting at key points. Aviation would use its superior mobility, observation and communications to observe and detect illegal border crossings, especially at night when infrared sensors and special observation scopes allowed clear viewing of all nocturnal activities. Other Guard missions were to include training, intelligence and linguist activities, as well as assisting in the physical dismantling of vehicles suspected of carrying illegal drugs.¹¹

Though Guardsmen were not to partake in direct law enforcement activities, they would still be venturing into areas where violent illegal activities frequently occurred.

Other policy decisions were soon made regarding the utilization of forces in the field.

General Blum reiterated in writing to the NGB staff and the states that National Guard troops would not perform law enforcement functions and would carry out only “vetted and pre-coordinated support” to law enforcement. Guard personnel and equipment dedicated to the counter-drug program were prohibited from acting as part of OJS. With the exception of an

immediate response to save life or limb, counter-

drug personnel were not to perform OJS support missions while on duty under counter-drug-funded orders. Though Guardsmen were not to partake in direct law enforcement activities, they would still be venturing into areas where violent illegal activities frequently occurred. In anticipation of operating in a possibly deadly and dangerous environment, NGB established Guard-wide rules for the use of force (RUF) and disseminated them to the states. Guardsmen were allowed to use force in self-defense and in the defense of others.



Chief Warrant Officer 3 Tim Graves, an Arizona duration force member during Operation Jump Start, flies an OH-58 Kiowa helicopter over Growler Mountain in southern Arizona. *OJS Public Affairs Office, JTF-AZ*

The use of deadly force was authorized but only under the most stringent conditions. Citizen-soldiers and airmen were reminded that firing a weapon is “always considered” deadly force and that warning shots were not authorized. Furthermore, deadly force was not to be used solely for the purpose of defending property or to prevent the escape of a fleeing suspect. TAGs in the supported states had the authority to determine the level of arming and

degree of ammunition distribution for those operating in their state.¹²

By May 20, NGB had established a series of milestones for the OJS start-up. The supported states—California, Arizona, New Mexico and Texas—were to establish JTFs by June 1. The official start date for OJS was designated as June 15, 2006. The buildup of forces in the border region was to begin on that date and continue through July 15. Guardsmen were to establish an initial operating capability in the zone as soon as possible and sustained operations were to begin before July 15. The goal for having the first complement of 6,000 citizen-soldiers and airmen along the border was August 1.¹³

By the first week in June, the border state governors had signed a memorandum of agreement with DOD accepting National Guard forces from other supporting states who agreed to back the effort. The TAGs in the four supported states would exercise operational control over all assigned, attached or detailed forces. The memorandum was emphatically clear on one point—forces and funds would be used for no other purpose than OJS missions. The border states could not be compelled to reimburse other states for any cost associated with Operation Jump Start. No Guard forces would be employed in a direct law enforcement role

without the approval of the secretary of defense. The governors of the supporting states retained the authority to decline OJS missions that might degrade their own ability to respond adequately to domestic, emergency missions.¹⁴

Armed with the commander in chief's intent from May 15 and emerging guidance from NGB, the states moved immediately to organize their OJS activities. The first order of business was establishing command and control which Texas, New Mexico, Arizona and California each did by organizing JTFs in Austin, Las Cruces, Phoenix and Vista, respectively. The manning

level for each JTF was set at 200. The total of 800 command and staff positions of all types represented an important and significant slice of personnel dedicated to the border mission. A JTF commander was authorized in the rank of colonel, but Arizona initially placed a general officer in command. NGB sent a liaison officer to each of the border states to facilitate planning and coordination.

One of the first missions of the JTFs was to effect coordination with the leadership of the nine Border Patrol sectors that extend across the Southwest border. Prior coordination for OJS had occurred in Washington, D.C., at the highest levels of policy making, but no



Guard personnel coordinate EIT activities with a Border Patrol agent in the Yuma Sector. *Michael Doubler*

An Air Guard C-130 unloads Florida Air Guard personnel at the Marine Corps Air Station at Yuma, Arizona, August 7, 2006. OJS Public Affairs Office, JTF-AZ



information had made its way down to those posted along the border. As a rule, the Border Patrol sector chiefs first learned of OJS from the president's address on the night of May 15. Fortunately, the Border Patrol maintained a standing list of desired but unfunded infrastructure improvements with associated planning documents which became the blueprint for employing Guard engineer units. Once DHS and CBP shared their planned mission areas for Guard support with the Border Patrol, border sector chiefs and Guard commanders began to plan for EIT, engineer, aviation, administrative and

logistical activities.

The first movement to the border of Guardsmen from the four supported states took place on June 6 with a total of ninety-eight personnel initially serving. On June 15, Delaware became the first supporting state to deploy troops. By the end of the month, 2,547 Guardsmen were serving, exceeding NGB's goal of 2,500. As July progressed, deployments continued apace toward the goal of having 6,000 troops deployed by August 1.¹⁵

The reception, staging, onward movement and integration (RSOI) of others from the supporting

states as part of the rotational force posed major logistical and administrative challenges. Guard personnel in the border states moved to their new assignments by vehicle and helicopter. The first and subsequent waves of rotational forces arrived by commercial airliner, chartered civilian aircraft and ANG airlift. The buildup resulted in an immediate need for lodging, meals and transportation. Military facilities and equipment were used whenever practical, but the preferred method for providing goods and services became commercial civilian contracts. Lodging shortages were especially acute, and hotels in the cities and towns in proximity to the border became jammed with Guard personnel, especially at those accommodations able to provide meals as well. In some cases, tents in remote



As part of the training for incoming Operation Jump Start volunteers, each Guardsman took a refresher course in the Combat Life Saver course before beginning duty on the border. This training, such as how to start intravenous fluids, enabled Guard members to save a number of lives, mostly of illegal immigrants suffering from heat distress. *OJS Public Affairs Office, JTF-AZ*

locations provided austere but tolerable living conditions. Vehicles were in short supply at first. The Guard used its organic tactical wheeled vehicles to the maximum extent possible and augmented those with General Services Administration (GSA) vans. However, ground transportation needs remained daunting, and the states increased their



Guardsmen often innovate new methods, such as adapting a photography tripod to hold the heavy night-vision scopes employed by the Border Patrol. Here, an Air Guard member makes final adjustments on a tripod mount. *OJS Public Affairs Office, JTF-AZ*

Spc. Mark Young, a Guardsman from Michigan, assists in the emplacement of a prefabricated vehicle barrier near San Miguel, Arizona. *OJS Public Affairs Office, JTF-AZ*



hauling capacity by renting utility vehicles and passenger vans from commercial rental car companies.

Troops arriving in the border states received additional training and information briefings over the course of the days before beginning their specific assignments. Common topics included detailed briefings on RUF and actions to take in

emergency situations, especially those requiring medical attention. The border region was harsh, and briefings contained information on how to protect and sustain oneself in the hot, arid desert. Other presentations provided information on administrative matters, per diem and pay issues, and the allowed uses of government issued credit cards. Citizen-soldiers and airmen received remedial medical

training on the prevention and treatment of heat casualties and minor injuries and emergency first aid. Those assigned to EIT teams received additional training on the proper operation of Border Patrol skywatch towers and sophisticated day and night-vision equipment. In addition, this cadre of soldiers and airmen had to qualify on their personal weapons. Some citizen-airmen were not assigned a personal weapon, and as a result, those individuals were issued M-16s and provided weapons qualification training.

Early deployments to the border produced quick results. By the end of July, the CBP reported that National Guard EIT teams had already assisted

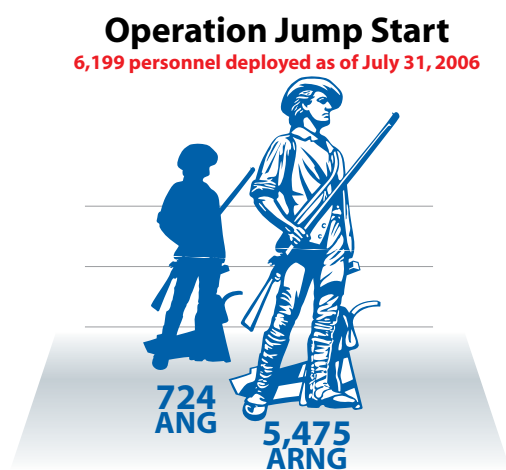
in the apprehension of 1,251 illegals. In addition, Guard personnel had helped the Border Patrol in the seizure of 12,385 pounds of marijuana and 189 pounds of cocaine. "Badges Back to the Border" had immediate results as well, with 180 Border Patrol agents returning to direct border security duties as military personnel relieved agents of non-law enforcement responsibilities.¹⁶

As the August 1 deadline for troop deployments approached, NGB, TAGs and the JTF commanders in the states worked diligently to realize the goal of 6,000 on duty. Staffs and administrative personnel burned the midnight oil to ensure that the required number of personnel were on duty with proper



Pvt. 1st Class James Rinkenburg of Delaware's 160th Engineer Company maneuvers a forklift to move a beam into place as part of a vehicle barrier being constructed near Deming, New Mexico. *Public Affairs Office, Delaware ARNG*

orders. In reality, the Guard had already met its goal. On July 31, a full day early, NGB reported to the Pentagon and the White House that 6,199 personnel were deployed, exceeding the goal of 6,000 in place by August 1. The ARNG provided 5,475 citizen-soldiers, or 88 percent of those available. The Air Guard contributed the balance, a total of 724 citizen-airmen.



The four supported states provided 3,660 personnel, with 2,539 coming from the other supporting states. The need to establish command and control, administration, and logistics functions was reflected in the deployment numbers; 4,256 of those on duty constituted the duration force while the other 1,943 made up the rotational force.¹⁷

On August 3, President Bush traveled to the Southwest border to view OJS activities for himself. Speaking at Mission, Texas, on the banks of the

Rio Grande, the president thanked National Guard personnel for the hard work they were already doing along the border. President Bush specifically recognized and thanked General Blum “for a job well done” in achieving the August 1 deployment goal. The president assured listeners that the Guard’s presence was not an effort to militarize the border but to lend vital support to the Border Patrol that remained the lead law enforcement agency.



President George W. Bush visits with Texas Guard soldiers in Mission, Texas, near the banks of the Rio Grande on August 3, 2006. OJS Public Affairs Office, JTF-TX

Still, the Guard was lending vital support, a point the president highlighted by pointing out that military personnel had already assisted in the seizure of 17,000 pounds of illegal drugs and the apprehension of 2,500 illegals. The commander in chief pledged that citizen-soldiers and airmen would receive the full support of the federal government in order to make OJS a certain success.¹⁸

The first weeks of OJS were critical in establishing the mission for a much longer duration. Building upon twenty years of previous border support experience, the National Guard moved quickly and effectively to make OJS a reality. Important policy decisions in those first weeks included the deployment of citizen-soldiers and airmen in a Title 32 status for maximum flexibility, the organization of command groups at NGB and in the

states, and the dissemination of appropriate RUF. The designation and organization of duration and rotational forces were crucial steps in establishing an operational capability. Perhaps more than anything else, the fulfillment of the goal to deploy 6,000 troops by August 1 proved that the National Guard was up to the challenge. The full extent of the Guard's success along the Southwest border would become even more evident as OJS kicked into high gear.



A soldier in camouflage gear stands on a rocky outcrop, looking through binoculars. The background is a vast, hilly landscape with dense, dry vegetation. The soldier is wearing a helmet, a tactical vest, and combat boots. A rifle is slung over his shoulder. The text "DUTY ON THE SOUTHWEST BORDER" is overlaid in large, white, bold letters on the right side of the image.

**DUTY
ON THE
SOUTHWEST
BORDER**

CHAPTER THREE

DUTY ON THE SOUTHWEST BORDER

With the initial OJS deployments completed, the National Guard at all levels worked to sustain the operation over the course of the next two years. In August 2006, final command arrangements and detailed coordination with the Border Patrol were still emerging. The real work of Guardsmen supporting the Border Patrol with engineering, aviation, EIT and Badges Back to the Border activities had just begun. Within weeks, all OJS activities were running smoothly in the border states and in the continuous deployments of the rotational force.

Citizen-soldiers and airmen adapted quickly to the Southwest, a region of the country with its own brand of culture, terrain and weather. The deployment was a true learning experience for most, especially regarding the extent and nature of illegal activities along the border. The National Guard and the Border Patrol were organizations with many similarities, and they developed close working ties.

The Guard's presence influenced the dynamics in the border zone with significant declines in illegal activities. Through acts of construction and repair, ARNG and ANG engineers literally changed the face of the border zone. Guard personnel carried out important contributions in other mission support areas as well, making OJS a remarkable success.

The Border States Take Command

As OJS swung into high gear, the four border states completed their command and operational structures. More than any other state, Arizona implemented distinctive measures to guarantee success. From the beginning, the TAG, Maj. Gen. David P. Rataczak, decided that OJS would be a truly joint venture. Three key factors drove this critical decision. First, NGB had desired that OJS be conducted as a joint mission, like most other Guard operations in the war on terrorism. Second, Arizona was the southwestern state with the most illegal border crossings by far, and the Border Patrol there was in more direct need of military assistance than anywhere else. Lastly, compared to California and Texas, Arizona had a much smaller Guard organization consisting of approximately 7,400 citizen-soldiers and airmen. To satisfy the

Spc. Shawn Dillon of Kansas' Battery C, 2nd Battalion, 130th Field Artillery, 35th Infantry Division, watches for illegal immigrants trying to cross the border from Mexico in 2007. *Kansas Army National Guard*



high demands for support along the border, Arizona would have to commit a large percentage of its personnel and resources, both ARNG and ANG, and receive substantial joint support from the rotational force.

From the beginning, JTF-AZ included a combination of Army and Air Guard personnel as a means of fostering joint teamwork. However, establishing a smooth running joint headquarters was easier said than done. Despite earnest efforts to promote teamwork, the Army and the Air Force had their own unique cultures and very different administrative systems, especially in regard to

missioning and fiscal matters. One of the best ways to implement jointness and ease interservice rivalry was to assign a proportional mix of Army and Air Guard senior officers to key command and staff assignments. Over time, senior staff personnel adapted solutions to vexing problems, and working together to overcome specific challenges fostered cooperation among all ranks. By October 2006, the JTF-AZ primary staff located in Phoenix and under the command of 34-year veteran Brig. Gen. Ulay Littleton was functioning as a truly joint organization.¹

Sgt. Sara Dvorak, a member of South Dakota's 155th Engineer Detachment, works on constructing a vehicle barrier south of Columbus, New Mexico, in November 2006. The 1st Infantry Division patch indicates she had served a tour of duty in Iraq. Staff Sgt. David Strobel



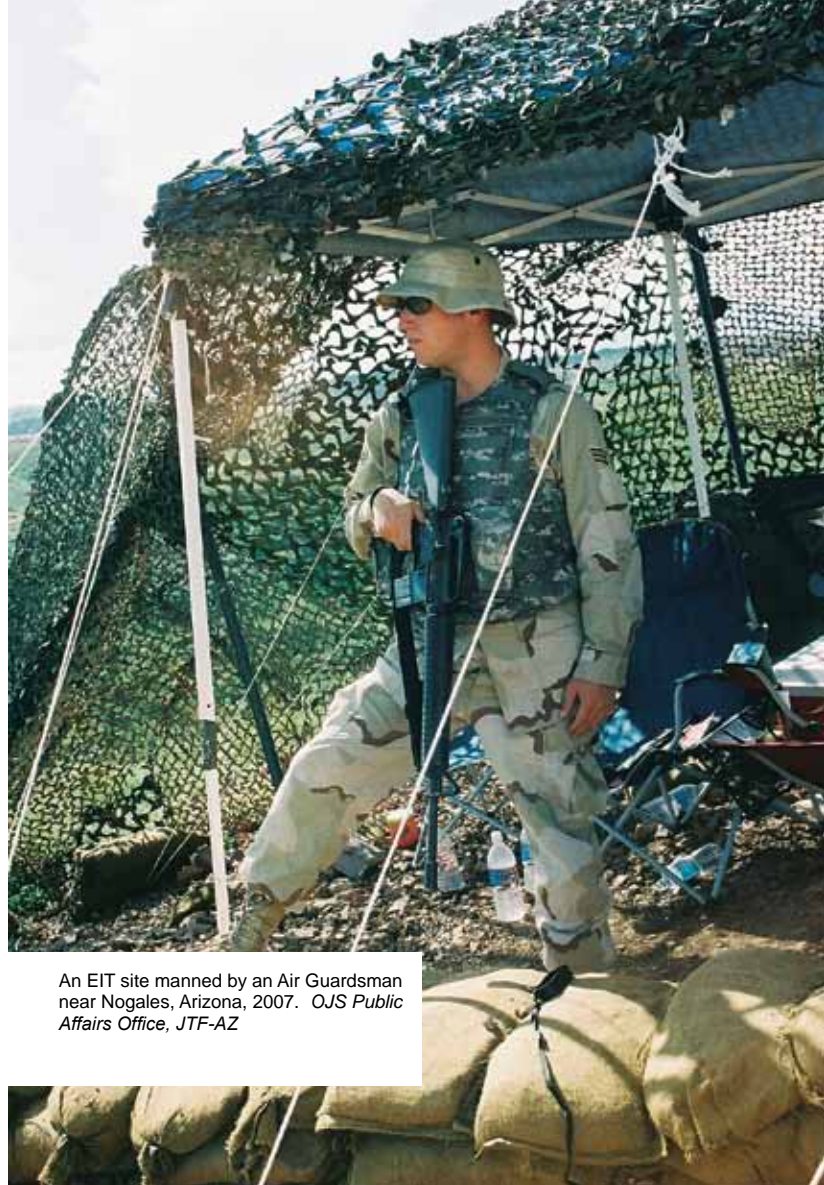
Arizona's management of OJS missions was, at first, organized along specific mission sets, including engineering, aviation, EITs and Badges to the Border. However, the great distances and communications challenges involved in controlling operations from a central location in Phoenix, and the fact that Arizona's portion of the border was split between two Border Patrol sectors, soon required a new approach. JTF-AZ created two subordinate commands in southern Arizona, TF Tucson and TF Yuma, to coordinate all efforts in the Tucson and Yuma sectors. Providing support to the border by geographic region proved much more effective than trying to control missions for the entire state from a distant headquarters in Phoenix. By the spring of 2007, Arizona's command and control apparatus was functioning smoothly and continued to do so for the remainder of OJS.²

The relatively small size of Arizona's Guard organization and the acute need for support in its border region meant that most of the OJS rotational force would be deployed to the Grand Canyon State. In addition to committing over 1,300 of its own men and women to OJS, Arizona welcomed over 17,000 citizen-soldiers and airmen as part of the rotational force. On average, 75 percent of the rotational force was ARNG and 25 percent ANG. As many as 51 of the 54 states and territories sent personnel. True

to its tradition as the Volunteer State, Tennessee provided over 2,200 rotational force personnel, more than any other state. Kentucky came in second with just under 1,400 volunteers. South Carolina, New York, Pennsylvania, North Carolina, Virginia, Washington and Wisconsin provided the bulk of the remaining troops by deploying as many as 750 to over 1,000 personnel each.³

Texas implemented a vastly different management strategy from that used in Arizona. With a Guard force of nearly 21,000, Maj. Gen. Charles G. Rodriguez, the Texas TAG, decided to man OJS mostly from within and rely on limited rotational forces. Furthermore, OJS would remain primarily an ARNG operation with key support from the ANG and even the Texas State Guard. At the height of operations, OJS in Texas included 1,700 personnel. Army and Air Guard members worked closely together during the entire deployment, some for the first time.⁴

The Texas-Mexico border stretched for 1,200 miles, making Texas the state with the longest international boundary of all. Overall responsibility for OJS fell to Col. Robert I. Canon who commanded Joint Force Texas (JFTX) at Camp Mabry in Austin. Guard personnel deployed into all five Texas Border Patrol sectors—El Paso, Marfa, Del Rio, Laredo and the Rio Grande Valley. To facilitate command,



An EIT site manned by an Air Guardsman near Nogales, Arizona, 2007. OJS Public Affairs Office, JTF-AZ

control and operational support, the Lone Star State established subordinate commands within each of the five border sectors. Because the Border Patrol's El Paso Sector included both Texas and New Mexico territory, the Texas Guard maintained a liaison officer with neighboring New Mexico to coordinate Guard activities.⁵

Drawing upon its accrued experience and long practice in providing military support to the southern border, the California Guard planned to predominately man OJS internally as well. At a

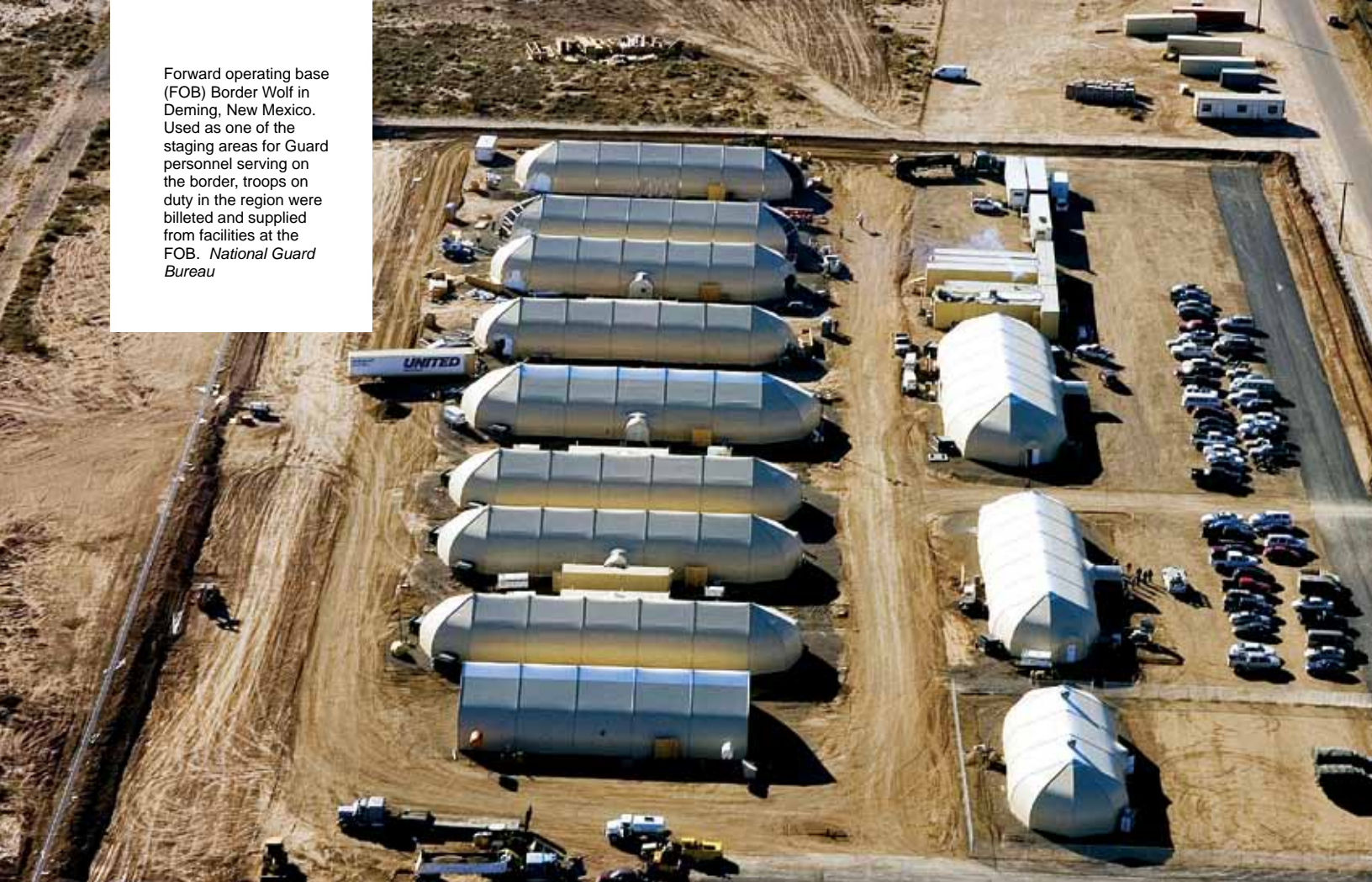
press conference in early June 2006, Governor Schwarzenegger announced the ground rules for his state's participation. Instead of relying on a rotational force, California would draw volunteers from its own ranks of approximately 20,500 citizen-soldiers and airmen. The 1,200 troops needed would serve as a duration force with individual tours of duty lasting between six and twelve months. They would be volunteers all, with no Guard members called involuntarily to serve on the border. The governor directed that the California Guard conduct OJS in a manner that would not detract from other possible contingencies including battling wildfires; providing relief during earthquakes and other natural disasters; responding to possible terrorist incidents; and preparing units for deployment to Afghanistan and Iraq.⁶

California's TAG, Maj. Gen. William H. Wade II, moved quickly to implement Governor Schwarzenegger's guidelines. The Golden State organized JTF Vista under the command of Col. Kevin Ellsworth and located it south of San Diego. California's border with Mexico included the San Diego and El Centro Border Patrol sectors, and the Guard organized subordinate task forces in each sector. In addition, separate task forces were created under JTF Vista for the central management of engineer and aviation capabilities. Enthusiasm

for OJS duty was high. In short order, California had 700 volunteers ready for duty, nearly three-quarters of them combat veterans. Over one thousand Guard personnel were on the border by August 2006, a number that remained constant until scheduled force reductions more than a year later.⁷

New Mexico's international boundary consisted of approximately half of the Border Patrol's El Paso Sector. Because of his smaller Guard force and other pressing missions, New Mexico's TAG, Maj. Gen. Kenny C. Montoya, decided to man OJS with a combination of his own Guard members and rotational troops. New Mexico established JTF Zia, headquartered in Las Cruces, to oversee OJS with most mission logistical support run from another installation in Deming. Over its life, seven different senior officers commanded JTF-Zia. New Mexico quickly deployed nearly 900 troops to the border and received additional rotational forces from Arkansas, Georgia, West Virginia and other states. Ultimately, rotational troops came from as far away as Guam. The Guard received a warm welcome throughout southern New Mexico, especially in Deming where crime from illegal crossers had increased to the point that law-abiding citizens felt threatened. In appreciation of the Guard's role in helping to restore order, the Deming VFW hall threw open its doors to Guardsmen on Thanksgiving Day 2006 while many

Forward operating base (FOB) Border Wolf in Deming, New Mexico. Used as one of the staging areas for Guard personnel serving on the border, troops on duty in the region were billeted and supplied from facilities at the FOB. *National Guard Bureau*



families welcomed citizen-soldiers and airmen into their homes to share Thanksgiving dinner.⁸

The great distances of the Southwest significantly affected logistical support in all of the border states. In many cases, sustaining deployments from centralized JTF headquarters or other established state maintenance and aviation facilities proved impractical. As a result, the states established forward operating bases (FOB) much closer to the international boundary. In Arizona, one FOB was opened at the Western ARNG Aviation Training Site (WAATS) at Marana north of Tucson to support operations in the Tucson Sector. Similarly,

another FOB was established in Yuma to support Guardsmen on duty there. A FOB at Camp Morena within miles of the border in southern California facilitated logistical support for the El Centro and San Diego Sectors. In New Mexico, a FOB sprang up outside of Deming to sustain that state's portion of the El Paso Sector and eventually became home to 350 deployed personnel. Guard members easily adapted to the concept and operations of FOBs; many of them had already served at similar spartan bases during previous tours of duty in Afghanistan and Iraq.

Transporting and maintaining heavy military engineering equipment along the border proved problematic. Construction and repair sites were sometimes on rugged terrain and often remote, making refueling and routine maintenance difficult. In addition, the states were reluctant to place beyond immediate reach the very heavy equipment they might need the most to respond to a natural disaster or terrorist incident. In other cases, engineering units tagged for deployment to Afghanistan or Iraq would have to take their equipment with them. Instead of

As early as the spring of 2007, Border Patrol statistics showed that OJS was having a significant impact.

relocating heavy equipment to the border for the duration of OJS, the border states contracted with local rental and construction companies for bulldozers, earth movers, dump trucks and other commercial vehicles. Contracts also included required maintenance and repairs, a proviso that lifted a heavy, direct logistical burden from the states. The Guard did send military refuelers and heavy equipment transporters (HET) to the border, but the amount of heavy military “green” equipment committed full-time to OJS was minimal.



Much of the heavy equipment used by Guard personnel in construction projects along the border was rented from companies such as Hertz. These Air Guardsmen are working on the border fence near Deming, New Mexico. *National Guard Bureau*



Tucson resident Sgt. Daniel Lopez with the Arizona National Guard's 258th Engineering Company pulls fuel hoses from an M985 Heavy Expanded Mobility Tactical Truck (HEMTT) and prepares to refuel a tank pump unit used to fuel helicopters. *Sgt. Benjamin Cosse!*

As early as the spring of 2007, Border Patrol statistics showed that OJS was having a significant impact. For the entire southern border, apprehensions had declined by 27 percent. Arrests of illegal immigrants had fallen by one-third only six months after the start of OJS. Between October 2006 and March 2007, arrests were at their lowest since 2001. In the Yuma Sector, one of the busiest illegal crossing areas, apprehensions were down 62 percent from the same period a year earlier. In the deserts surrounding Deming, New Mexico, apprehensions plummeted 61 percent over the same comparable period. The Border Patrol credited the plummeting crime statistics to improved fences and barriers, EIT sites and the return of hundreds of agents from administrative duties to

border enforcement.⁹

In accordance with original plans, NGB implemented a force reduction starting in the summer of 2007. By mid-July, NGB recorded that OJS force levels had fallen from around 6,000 to just below 4,000. Texas retained the largest contingent with 1,423 volunteers; California and Arizona maintained over 1,100 citizen-soldiers and airmen each; and New Mexico had nearly 700 remaining. Overall, OJS manpower was reduced to 3,000 by October 1, with commensurate, additional cuts in each state. The drawdown continued apace despite public calls by southwestern governors and legislators to keep the Guard on duty. However, the Border Patrol agreed with the decrease in military forces based on its success in recruiting new agents,

declines in illegal activities and improvements in border sector fences, barriers and roads.¹⁰

The Common Experience of Citizen-Soldiers and Airmen

Participants in OJS were volunteers all, responding to the call to duty motivated by desires as varied as the types of jobs they were called upon to perform. Above all, they felt that service on the Southwest border was the most practical means of helping to defend the country during a time of heightened tensions due to the threats of terrorism and uncontrolled illegal immigration. Increased border security seemed the best response to increasing social unease at home. Other Guard members signed up for practical, familiar reasons: the search for adventure, the enjoyment of military camaraderie, and opportunities for increased pay and benefits. Economic factors may have influenced many decisions. Starting in 2006, a declining housing market and increased energy prices were slowing the economy, with some states hit harder than others. For those seeking safe harbor and steady employment during an economic downturn, a tour of duty on the border was the right answer. Many had already experienced lengthy deployments to Afghanistan, Iraq and other places,

and an additional tour on the border was the best way to accrue retirement points and gain increased opportunities for promotions, required schooling and choice assignments.

Citizen-soldiers and airmen typically performed one of five functions. First, they acted as part of the state JTFs organized to provide command, control, administration, transportation and logistics. In this capacity, Guard members were usually part of the duration force, serving for longer tours of duty. Other military personnel served within the four mission areas specified by DHS and CBP: engineers, aviation, EITs and Badges to the Border. For the most part, Guard personnel directly engaged in these missions came from the rotational force. Time on the border for rotational force members varied greatly, from as short as a week or two to as long as several months. Regardless of their individual motivation or duty assignment, all Guard members served in a Title 32 status.

Those serving in OJS enjoyed—some said endured—a wide range of housing arrangements. The rush to the border in the summer of 2006 placed Guardsmen in accommodations that varied from stifling tents on dusty FOBs to fancy rooms in contracted resort hotels. When federal military facilities were nearby and available, OJS volunteers were billeted on Army posts, Marine Corps stations

and Air Force bases. Over time the housing situation stabilized, and the preferred method of billeting was contracted rooms with major hotel chains. Fortified with generous housing and meal allowances, Guard personnel enjoyed good quality accommodations and meals that hotels offered at the government per diem rate. For many towns and tourist destinations along the border, the infusion of Guardsmen pumped lots of cash into the local economy, and stores, restaurants and businesses of all types gladly welcomed military customers.

Among those volunteering for OJS were a significant percentage of veterans with combat tours in Afghanistan and Iraq. Their experience added greatly to the Guard's effectiveness. Combat veterans were more confident of their own leadership skills and abilities, especially when confronting the ambiguity and confusion that usually accompanied uncertain, tense moments. They were comfortable with handling loaded weapons and trusted in their ability to follow orders and to communicate effectively with their superiors and Border Patrol agents. Veterans already acclimated to the extreme temperatures and terrain of Afghanistan and Iraq found it easier to operate in the environment of the Southwest.

Combat experience was perhaps most valued among Guard aviators. At the beginning of OJS,

about one-third of pilots and crew chiefs were veterans, a number which nearly doubled over time.



A UH-60 Blackhawk helicopter from Task Force Raven hovers while a cable used to lift vehicle barriers in place is attached underneath. Sgt. Benjamin Cosse!

Seasoned pilots with stick time in the Middle East were comfortable responding to the hazards of extreme temperatures, high winds and sudden sandstorms. They were already trained and adept at landing and taking off in brown out conditions, produced when rotor wash kicked up dense plumes of dust that reduced visibility to near zero. Night reconnaissance missions along the border required the use of night-vision goggles (NVGs), forward-looking infrared (FLIR) and other vision devices for extended periods, a condition that was common during night operations overseas. Standardization in aviation training allowed air crews from different flying units and states to operate together seamlessly and without interruption. Whether flying operational or administrative missions, experienced aviators accrued an outstanding safety record. Only

one flight accident occurred in September 2006 when an OH-58 helicopter struck power lines near Douglas, Arizona, prompting a forced landing and inflicting minor injuries on the Guard and Border Patrol personnel on board. ¹¹

While combat experience was certainly a plus, a segment of Guard veterans struggled with post traumatic stress disorder (PTSD). The states were alert to exclude from OJS duty those affected by PTSD.



Chaplain (Maj.) Michael Summers presides over a field worship service for soldiers of South Carolina's 218th Brigade Combat Team manning EIT sites along the Arizona border in 2008. *Sgt. Edward Balaban*

However, Guard members recently returned from Afghanistan and Iraq who immediately volunteered for OJS might not display PTSD symptoms for several more months after coming home. When identified, afflicted personnel received appropriate treatment and counseling. In addition to their normal religious duties, military chaplains assigned to OJS acted as confidants and counselors, identifying PTSD victims and helping them to receive treatment. Most PTSD patients received local treatment while remaining on duty,

and in only a few instances were they returned home for more extensive evaluation and treatment.

Guardsmen from across the country who had never been to the Southwest may have envisioned the region as an unusual and desolate place, filled with both natural wonders and native hazards. If so, their expectations were certainly met. For the uninitiated, the Southwest border contained many weather related surprises. One factor was constant throughout the region—intense summer heat. While the lower Rio Grande was usually green, humid and hot, the desert regions in California, Arizona and New Mexico were brown, arid and even hotter. No place had blistering heat like southern Arizona. High winds across the entire Southwest whipped up intense sandstorms that restricted flight operations and lashed troops and equipment. Midday heat often produced violent afternoon storms with powerful winds, driving rain and fierce lightning. In contrast, moderate temperatures in winter were certainly more appealing to OJS personnel than the cold, snow and ice of the Northeast, the Midwest and the upper Great Plains.

Guardsmen took measures to protect themselves and their equipment from extreme temperatures. They downed bottled water by the gallon to prevent dehydration, and sunglasses were an essential uniform item. Outdoor physical labor

in the hottest months required steps to prevent heat casualties. Engineering units constructing roads, fences and barriers began work just after sunrise and ceased by early afternoon. At the same time, the desert at night could become uncommonly cool, and troops had to clothe themselves against temperature extremes. To many Guard veterans, the heat and sandstorms of the Southwest were even more punishing than those they had encountered in Iraq.

Between the Pacific coast and the Gulf of Mexico, the terrain varied greatly. A common factor was the vast open spaces. Billeting, feeding and sustaining large numbers of troops scattered throughout the region posed daunting logistical and transportation challenges. Billeting personnel close to remote work sites was impractical, even given the use of FOBs and local hotels. In some cases, Guardsmen faced trips of fifty miles or more



Most Guard personnel participating in Operation Jump Start had to undergo paintball training to teach them how to handle various tactical scenarios, some of which could be life threatening. A member of the Massachusetts Air Guard defends herself against a possible attack. OJS Public Affairs Office, JTF-AZ

in each direction while going back and forth to their place of duty by military truck, GSA van or rented commercial vehicle. As much as the open desert itself, arid mountain chains with high craggy peaks dominated the region. The military aspects of the terrain greatly influenced operations. Mountains posed a hazard to aviators, increased ground travel times and hampered visual observation and radio communications. At the same time, observation posts and radio relays placed on high peaks allowed observation and coverage of vast amounts of terrain.

To the uninitiated, the open deserts appeared lifeless, but Guardsmen learned quickly that the exact opposite was true. The desert included its own unique varieties of cactus, bushes and other plants. It was also teeming with life, most which was hostile to man, if not potentially lethal. Orientation briefings alerted citizen-soldiers and airmen to the hazards of snakes, spiders, scorpions and other harmful insects and animals. The message was clear; don't bother the wildlife, and it will not bother you!

A common experience for all OJS volunteers involved at least one day of tactical training using paintball equipment that prepared them for potentially dangerous situations along the border. The purpose of paintball training was to familiarize Guardsmen with situations they might

encounter; to teach the best response to tactical challenges; and to drive home the importance of following established procedures as the best means of handling unexpected circumstances. Paintball training reinforced the basics for tactical success along the border: maintain 360-degree observation at all times; keep proper distance from unknown individuals; identify yourself to approaching individuals; assess and de-escalate threatening situations; provide appropriate assistance when warranted; and most important of all, communicate with the Border Patrol during all situations.¹²

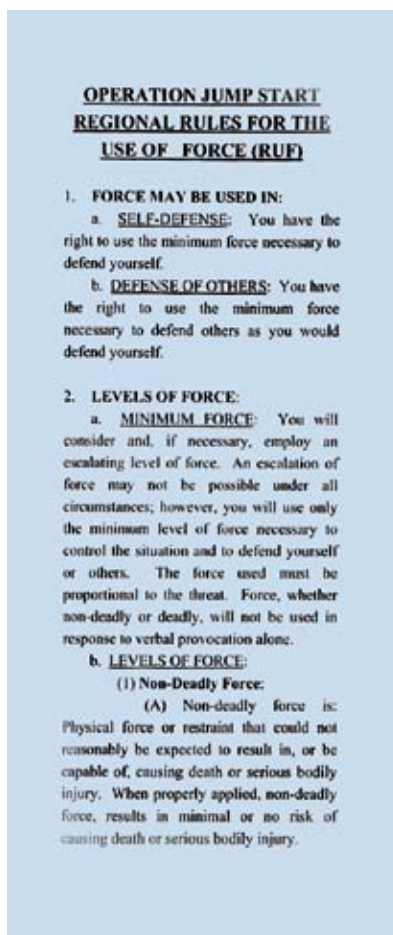
Paintball training sessions began with a quick review of the approved RUF, proper weapons handling techniques, basic radio and communications procedures and an overview of the entire training period. After drawing paintball rifles and protective masks, instructors divided Guardsmen into small teams for training. Tactical scenarios included incidents that had previously occurred along the border as well as scripted events of the worst case. A popular scenario included humanitarian assistance in which unknown persons approached an EIT site to request water, food or medical assistance. Other situations included reacting to an approaching unidentified vehicle; encountering armed drug smugglers; dealing with an angry rancher who no longer wanted

military personnel on his property; and providing assistance to vacationing Americans injured in a vehicle accident while touring near the border. Other Guardsmen served as role players during the various reaction drills. "This has really been some great training," observed Senior Airman Emilio Garcia from New Hampshire's 157th Security Forces Squadron. "I wasn't expecting some of the scenarios—they made you stop and think and consider all of your options, and there are plenty of options."¹³

To help ensure the proper use of force all along the border, NGB distributed a copy of the RUF to every individual. The RUF was published as a tri-fold pamphlet on light blue paper and laminated for durability. A hole punch at the top of the pamphlet allowed Guardsmen to place the RUF on a small chain suitable for wear around the neck. Citizen-soldiers and airmen were to know the RUF by heart, but making it readily available on their persons further reduced the chances of an inappropriate use of deadly force.

Most Guardsmen serving in the Southwest may have arrived with preconceived notions of illegal immigrants slipping across the border as individuals or in small groups in order to seek a better way of life for themselves and their families. Interspersed among them might have been the occasional criminal and drug trafficker, hoping to find better opportunities to enrich themselves north of the border. Similar views of border crossing activity were widely held by Americans, especially those living far from the border regions. Unfortunately, such popularly held perceptions were vastly different from actual events transpiring along the border.

Guardsmen soon learned the stark truth about illegal activities along the border. By 2006, large drug cartels and criminal organizations in Mexico and throughout Latin America had asserted themselves to control and exploit border crossing enterprises. In exchange for money, organized crime bosses told expectant immigrants that they would guarantee



Rules For The Use of Force (RUF) card issued to each Guard member participating in Operation Jump Start. *Michael Doubler*

their free and safe passage through the border zone and across hazardous mountain and desert regions without apprehension from the Border Patrol.

Passage across the border typically cost \$2,000 for each immigrant. However, the payment of money

was not an ironclad guarantee of safe passage, and those crossing the border under the control of the armed escorts of organized crime were just as subject to the vagaries of weather, rough terrain and apprehension as anyone else.

Human smugglers often herded groups of illegal immigrants into so-called “safe houses” in urban centers like San Diego, Phoenix and El Paso before releasing them for dispersal across America.

Sadly, smugglers often detained illegals against their will and extorted additional money from relatives above and beyond the border crossing fee by threatening

to kill their hostages. In other cases, smugglers attacked one another north of the border, hoping to increase their inventory of illegals in the hope of gaining even more extortion money.

Another significant category of illegal activity was drug trafficking. Over 70 percent of the marijuana consumed in the United States was grown in Mexico, and criminals were intent on supplying all of America’s drug needs. Drug traffickers did

try to sneak large caches of illegal substances across the border in vehicles, but drug cartels exploited the mass flow of people from south to north by frequently embedding drug carriers among those only seeking work. Excessive passage fees, extortion money and huge profits from drug sales fueled the engine of organized crime that sustained effective and ordered illegal border crossing activities. The Border Patrol station chief at Nogales, Arizona, best summed up the profit motive for continued mass illegal immigration from the perspective of organized crime bosses: “Illegal immigration is big business!”



Arizona Operation Jump Start recruiting brochure issued in 2007 to increase the percentage of Guard members in the durational force. The state had these brochures printed and distributed to all the supporting states encouraging soldiers to volunteer for long-term duty. *Michael Doubler*

Guardsmen had to learn a whole new set of terms that identified the roles and functions of criminal operators. The most dangerous of all were “coyotes,” the heavily armed agents of organized

crime who acted as escorts for groups of illegal crossers. Coyotes either operated alone or in teams while leading illegal immigrants across the border and to designated release points. They were always heavily armed, often with automatic rifles and pistols. “Bandits” were the second category of dangerous illegals. Heavily armed, they laid in waiting along known infiltration routes north of the border to ambush other illegals entering the country. Bandits were intent on robbing passersby of money, jewelry and other valuables. “Mules” were Hispanic men and women who drug dealers coerced into carrying large bundles of illegal drugs over the border. The most common conveyance was a homemade burlap

rucksack packed with as much as forty pounds of marijuana. Mules slipped across the border amidst other groups with the drugs strapped on their backs and then trudged for miles across deserts and mountains until relieved of their burden. To make sure the mules did not falter, drug lords plied them with energy inducing amphetamines and high-content caffeine drinks, like the popular “Red Bull.” The Border Patrol placed the street value of a single burlap rucksack of marijuana at \$35,000.

Guard teams working in direct support of law enforcement or in close proximity to the border fence had to understand the Border Patrol's “border calculus” for apprehending illegals. In simplest

A skywatch tower located on the banks of the Colorado River outside of Yuma, Arizona. *Michael Doubler*



terms, the Border Patrol established a direct relationship between the time available to conduct a successful apprehension and the distance illegals traveled from the international boundary. Border calculus held that the farther an illegal traveled from the border, the odds of a successful apprehension correspondingly diminished. Following this thinking, the Border Patrol formed a “defense in depth” to maximize apprehensions close to the busiest crossing sites. The best chances of apprehending law breakers was within minutes after they crossed the fence. The exception to this rule was in highly urbanized areas where illegals could quickly evade their captors by ducking into stores, eateries and side streets or by just blending in with local pedestrians. The Border Patrol calculated that it had from hours to minutes to apprehend illegal crossers who made it a mile or more into the interior. For those who made it even farther, search efforts became more extensive and might last for hours or even days.¹⁴

EIT teams were an integral part of border security operations, quickly becoming the Border Patrol’s “eyes and ears.” They provided an immediate improvement to border security by releasing Border Patrol agents from reconnaissance duties and moving them back into direct law enforcement and apprehension roles. EIT teams

were an important force multiplier that deterred, detected and prevented illegal crossings. In high-traffic areas, the constant gaze of OJS EIT teams forced drug and human smugglers to alter their tactics or cease operations all together. Guardsmen directly relayed information to Border Patrol command centers and agents on the ground, guiding them to specific locations where illegal activity was observed.

The most prominent EIT sites used the high skywatch towers. The Border Patrol provided Guardsmen with training on the rudimentary mechanical workings of the towers and associated equipment. Other sites consisted of concealed, sandbagged observation posts covered with camouflage nets. Tents and Hummers were integrated into the layout of these sites to provide shelter and communications. The common uniform for EIT teams was the same as for combat with personal weapon, body armor and helmet. Fixed sites remained within observable range of the most likely crossing points while mobile sites provided tactical flexibility to counter alterations in illegal crossing and drug trafficking patterns. Guardsmen maintained constant observation over their assigned sector using binoculars, NVGs and other night observation scopes. They tracked a wide assortment of unauthorized border crossers, from a

single individual to groups as large as two hundred. EIT sites operated on a 24/7, 365-day basis. Teams usually worked a 24-hour shift with individuals on duty rotated frequently to prevent fatigue and maintain alertness. More than any other image, alert EIT team members scanning the border sector with binoculars became the popular, recognized symbol of the Guard's participation in OJS.

Despite working long hours under conditions of extreme temperatures and weather, Guard members maintained a very positive attitude. They enjoyed performing a “real world” mission that helped to protect the country against uncontrolled illegal immigration and the possible threat of terrorism. Many considered it a duty and a privilege to help defend the American homeland. The Border Patrol and the National Guard were both armed and uniformed services with much in common. As a result, the two groups established a close rapport and held great respect for one another. While boredom can kill morale, every day was different on the border. Things could happen fast, and they usually did, especially for those

working near the fence or keeping watch for possible illegal activities. “You never know when something is going to happen,” observed a California ARNG sergeant on EIT duty. “Every day is unpredictable.”¹⁵

Guard Contributions Along the Border

By any measure, Arizona's boundary with Mexico had, by 2006, become the central front in efforts to stem the flow of illegal immigration. The

Tucson and Yuma Sectors experienced nearly half of all illegal crossings along the Southwest border. The Tucson Sector alone accounted for 44 percent of all illegal apprehensions—a staggering 438,932 in 2005—making it the hottest border sector of all. By comparison, California's San Diego Sector was the second busiest, with 18 percent of illegal apprehensions occurring there. Drug flows usually

corresponded with human crossings. Nearly 50 percent of all illegal marijuana seized along the Southwest border was interdicted in the Tucson

The Border Patrol and the National Guard were both armed and uniformed services with much in common. As a result, the two groups established a close rapport and held great respect for one another.

Sector, a total of nearly 500,000 pounds in 2005 alone.¹⁶

The National Guard rightly prioritized OJS manpower to the border state with the greatest need, and Arizona experienced a huge infusion of citizen-soldiers and airmen. At the peak of OJS in early 2007, a total of 2,734 Guardsmen from both the duration and rotational forces were on duty in the Tucson and Yuma Sectors. Arizona organized its Guard forces to support the priority mission areas identified by DHS, CBP and the Border Patrol. Perhaps the most significant work completed in Arizona was performed by TF Diamondback, the designation for the engineering group that performed near-miracles in the deserts and mountains along the border. The Border Patrol retained accountability for overall project design and coordination. Guard engineers took responsibility for the planning, supervision and implementation of all tactical infrastructure improvements along the border, including fencing, vehicle barriers, lighting and water wells.¹⁷

TF Diamondback's most strenuous work took place around Nogales in south central Arizona, a town that was at ground zero in the effort against illegal immigration. Border crossings ran high there because Nogales, Arizona, and Nogales, Mexico, lie directly across from one another, separated only by the border fence. In addition, formidable border fences in southern California and western Arizona had increasingly pushed the migration flows of illegal immigrants eastward into Nogales and the surrounding countryside. The contiguous urban setting—Nogales, Arizona, consists of around 40,000 citizens while its Mexican sister city numbers over 400,000—allowed illegal crossers to slip away into nearby businesses and narrow streets with reduced risk of apprehension. In addition, a large underground drainage tunnel connected the two cities. Emanating from this central subterranean passage was a network of smaller tunnels that

A section of raised road west of Nogales, Arizona, was perhaps TF Diamondback's greatest achievement. The entire roadbed was raised over eighty feet and placed atop a new, level surface for better ease of use by the Border Patrol. *Michael Doubler*



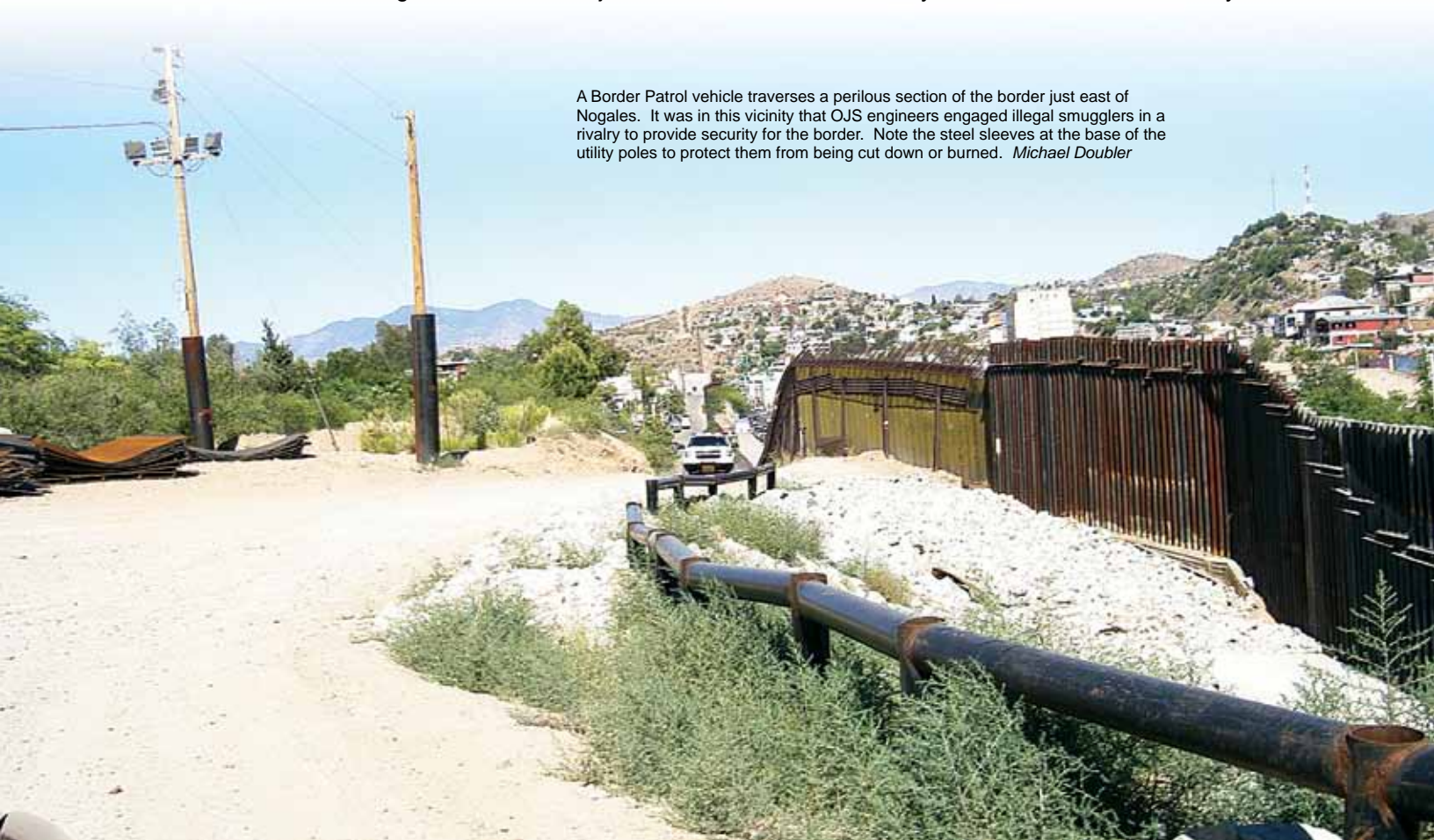
criminals had burrowed to emerge north of the border. Prior to Jump Start, the Border Patrol operated over rough, rocky access roads that traversed steep high hills and deep narrow ravines. The poor roads slowed reaction times to border crossings and increased the time required for apprehending and transporting perpetrators and providing emergency medical services. The extreme roads surrounding Nogales took a serious toll on patrol vehicles and posed a real safety threat to agents.

Just west of Nogales, TF Diamondback executed its most challenging construction project of all. After making immediate repairs to the runway mat fence and emplacing tetrahedron vehicle barriers, Guard engineers tackled the job

of remaking the surrounding road network. In a prodigious effort, they filled in a series of gullies to construct a new access road that paralleled the fence line for 2.1 miles. At the most challenging point, bulldozers and earth movers constructed an 80-foot high fill to support a smooth, level roadbed. To complete the west Nogales project, engineers installed guard rails and drainage ditches along the new stretch of road, graded and smoothed surrounding trails and emplaced new bollard fencing along the border.

Just east of the Nogales entry point, the border runs through an especially dense urban area infamous for the high number of illegal crossings. TF Diamondback and the Border Patrol engaged in a low-intensity conflict there with hostile coyotes

A Border Patrol vehicle traverses a perilous section of the border just east of Nogales. It was in this vicinity that OJS engineers engaged illegal smugglers in a rivalry to provide security for the border. Note the steel sleeves at the base of the utility poles to protect them from being cut down or burned. *Michael Doubler*



during construction projects. The first OJS assets deployed into the sector were multiple EIT teams to detect and report illegal activities. Many crossings occurred under the cover of darkness, and to counter the method, the Border Patrol decided to install a network of powerful flood lights mounted atop high utility poles. Smugglers watching the lighting go up from across the fence understood the threat to their operations that it posed and pelted Guard engineers with rocks. Undeterred, the engineers pressed on with construction. After completion, aggressive coyotes slipped across the border in daring raids to cut power lines, damage lighting, cut down utility poles and even to set the poles ablaze. The engineers studied the problem and adapted a novel solution. They installed a polished sleeve of thick, heavy metal around the base of each utility pole, making them impervious to sabotage and impossible for coyotes to scale in attempts to damage lights or cut electrical cables.

Further east of Nogales, TF Diamondback tackled another formidable road construction project. A deep arroyo cut across the border there, forming a veritable, protected express lane for illegal crossings and a formidable barrier for Border Patrol agents. To cross the steep wash, agents had to negotiate a narrow, rocky road through a series of steep up-and-down switchback turns. Furthermore, water runoff

after sudden rainstorms made the area even more dangerous and difficult to negotiate.

Engineers studied the road conditions east of Nogales and decided to give the area a complete makeover, including the construction of 1.5 miles of all-weather highway. In another great feat of construction, TF Diamondback killed two birds with one stone. They removed the crowns of several nearby hills, dumped the dirt into the deep arroyo and built the new highway over the top of the fill pile. In one act of construction, engineers blocked a major route of illegal immigration while providing greatly improved mobility and safety to agents. A system of drainage pipes and culverts was installed to handle the water runoff throughout the area.

The second focus of TF Diamondback was in the Yuma Sector in far, western Arizona. Just west of Yuma, the Mexican city of San Luis hugged the border line. Illegal immigrants had learned to exploit the urban terrain and a dilapidated border fence to cross with near impunity. Frustrated by the difficult situation, the Border Patrol decided to employ OJS engineers to construct a near impenetrable barrier of improved fences, lighting and barricades.

TF Diamondback went to work in Yuma in earnest, employing ARNG and ANG engineer units from across the nation. Over the course of OJS, Guardsmen constructed a formidable 15-mile

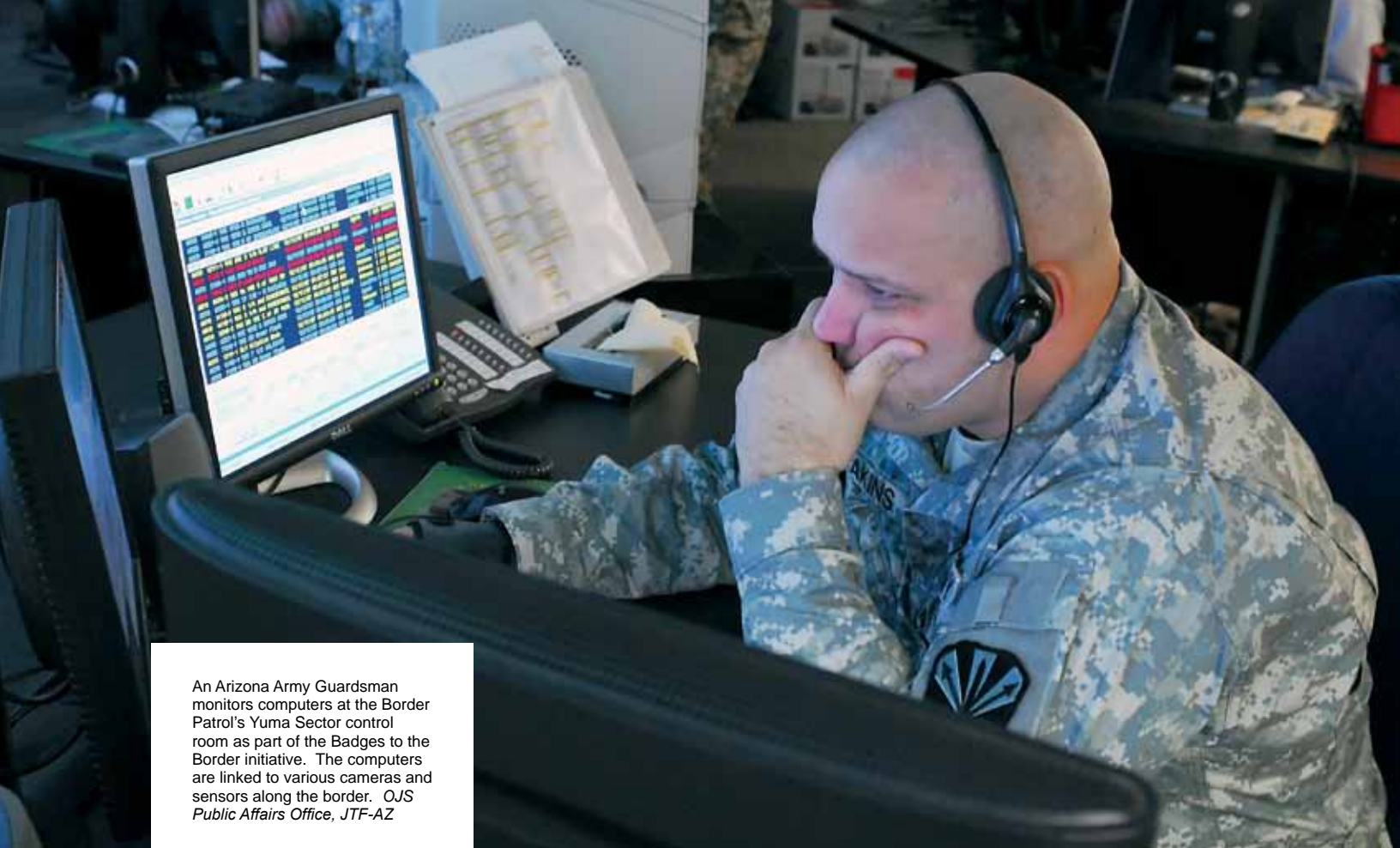
span of triple barrier fencing designed to thwart any type of illegal crossings. The Border Patrol had learned valuable lessons from previous fence building projects in southern California that were incorporated into the Yuma construction. Engineers first made repairs and improvements to the original aged runway mat fencing. Secondly, they constructed a parallel bollard fence some fifteen feet high made of sturdy but transparent meshing that blocked all human passage but still allowed clear observation through the material. Between the two fences the engineers cleared a wide security zone that offered no hiding places for border crossers and clear visibility for agents. A third chain link fence topped with barbed wire completed the main security barrier. In the middle of the security zone, the engineers erected a series of high light poles that stretched for miles, bathing the entire border in bright illumination at night.

The Colorado River and a series of irrigation canals that watered the massive agricultural

efforts around Yuma and San Luis complicated the engineers' task. Taking into consideration the multiple waterways, the Guardsmen installed a series of bridges and automatic gates over irrigation canals in ways that still provided maximum security while facilitating the Border Patrol's mobility and access to constricted areas. Border Patrol statistics alone speak to the effectiveness of TF Diamondback's efforts at Yuma; between April 2006 and June 2008, illegal border crossings plummeted nearly 90 percent.

OJS engineers in California, organized as TF Steel Castle, built on a strong record of border engineering accomplishments that had started in earnest in the 1990s. Compared to the rest of the states, California had already installed a fence along much of its southern border. However, large segments of the original primary fence were aged, battered and broken by the tsunami of illegals that had already surged into southern California. In many places, the primary fence no longer offered





An Arizona Army Guardsman monitors computers at the Border Patrol's Yuma Sector control room as part of the Badges to the Border initiative. The computers are linked to various cameras and sensors along the border. OJS Public Affairs Office, JTF-AZ

significant resistance to border crossers. TF Steel Castle's main construction efforts were to build a new secondary fence, perform upgrades and repairs to the primary fence, clear a new security zone between the two fences, emplace vehicle barriers at key tactical locations and complete road repairs and improvements of all types. To complete these tasks, California relied heavily on its inventory of Air Guard civil engineering squadrons. TF Steel Castle's most visible accomplishment was the emplacement of a formidable secondary fence and security zone that stretched westward in parallel through the San Diego Sector until they ended in the plunging surf at the Pacific coast.¹⁸

California's JTF Vista provided the Border Patrol with other vital support. Aviators flew 341 agent-insertion missions to remote and inaccessible areas and conducted thirty-six emergency rescues. Poor roads, high usage and deferred maintenance had put almost half of the Border Patrol's vehicles in the San Diego and El Centro Sectors out of action. Guard mechanics increased vehicle availability to above 90 percent, a respectable non-operational rate for any major vehicle fleet. EIT teams assisted in the seizure of nearly 40,000 pounds of marijuana, 680 pounds of cocaine and 714 vehicles. In one unusual incident, an EIT team helped to stop a crime done southern California-style. It reported a number

of suspicious illegals carrying three surfboards over the border. When the Border Patrol apprehended the crossers and searched them, the surfboards were found to be hollowed-out and packed with almost 500 pounds of marijuana.¹⁹

Engineers in Texas faced a challenge during road maintenance and repair work in the Big Bend National Park, located in the far southern elbow of the west Texas panhandle where the Rio Grande makes a sharp change in its southeasterly course. The park is a region of varied terrain that includes

Members of Delaware's 160th Engineer Company spent their three-week annual training period constructing steel vehicle barriers along the border near Deming, New Mexico, in March 2007. Spc. Steven Banks tightens a vise on a steel beam, holding it in place for his partner to weld. *Delaware National Guard*



craggy mountains, arid plateaus and narrow canyons and valleys as well as marshlands.

Because of its remote location along the border and sparse population, Big Bend had become a favorite entry point for drug traffickers. The dynamics of the Rio Grande and difficult terrain made fence construction impractical, so Border Patrol agents in the Marfa Sector relied upon rough, primitive roads to patrol the area. Starting in September 2007, OJS engineers rebuilt and repaired border roads plagued by frequent washouts and strewn with large rocks. When they finished, the East and West River Roads in the Big Bend National Park were smooth, trafficable and open to vehicles except during occasional heavy rains and flash floods.²⁰


ARNG aviation maintained a near constant presence along the border, perhaps nowhere better than in the Grand Canyon State. Arizona's aviation component of OJS was designated TF Raven and operated primarily from the robust aviation facility in Phoenix. The helicopter fleet at first consisted of fourteen OH-58 Kiowas and three UH-60 Black Hawks, but the number of Black Hawks grew with increased mission requirements. In the first year, about 250 aviation personnel of all types supported the task force, a number that eventually declined to near 150 during the second year. Arizona's reliance on rotational forces was reflected in TF Raven's

composition; by the end of OJS thirty-four states had provided either aircraft or personnel. All together TF Raven flew 13,200 flight hours with only one accident and no injuries.²¹

TF Raven conducted several key missions in support of border enforcement. One of its most important was observation and reconnaissance to detect illegal crossers and drug traffickers. A popular tactic was to use NVGs and FLIRs to detect illegal activities after dark. Search and rescue was another essential mission, not only in support of Border Patrol agents and Guardsmen, but for illegals in need of emergency medical care as well. Black Hawks also sling-loaded construction materials to engineers working at distant, inaccessible sites.

Helicopters carried Border Patrol agents during observation missions because flight crews were prohibited from apprehending illegals. TF Raven's observation missions produced real results by assisting in the apprehension of 14,000 illegal crossers and the seizure of 85,000 pounds of illicit drugs.²²

Border Patrol agents always carried their own weapons aboard Guard aircraft, so TF Raven at first saw no need to arm its flight crews. However, during a night observation mission in May 2007, a Black Hawk landed near the border and dropped off its agent to pursue a ground apprehension. The pilots lifted off to return to base but soon developed



A UH-60 Black Hawk helicopter from Task Force Raven transports pieces of the Land Mobile Radio System being constructed on a mountain peak near Tucson, Arizona, on August 17, 2007. Sgt. Benjamin Cossel

Tech. Sgt. Mark Quinn of the Operation Jump Start Repeater Team scales a Border Patrol communications tower to conduct an inspection survey, January 18, 2007. Senior Airman Trish Harris

an engine problem, making a forced landing in an area known for its high activity of armed smuggling. Luckily, no incident occurred that night, but afterwards at least one crew member carried a 9 mm pistol.²³

In the rugged, arid mountains of southern Arizona, high terrain often interfered with audio and video communications, thereby hindering Border Patrol operations. TF Raven employed its Black Hawks in a unique effort to install communications repeater equipment on high, inaccessible mountain peaks. Using cargo slings, Black Hawk crews lifted antennas, radio gear, and other supporting materials and equipment to selected mountaintops. Once in position, specialists made the equipment operational, providing much improved communications. In all, TF Raven installed fifty-two repeater antennas and flew another sixty-five lift missions to put in solar and microwave antennas.²⁴ The most widely publicized event of OJS resulted from an unexpected encounter between a band of “coyotes” and an Arizona EIT outpost. On



Sgt. Louis Goins (right) and two members of his EIT team stand in the area where they were confronted by armed smugglers on January 3, 2007. National Guard Bureau



January 3, 2007, a four-man EIT team of Tennessee Guardsmen under the leadership of Sgt. Louis Goins was on duty near Fresnal Peak, Arizona, in the Sasabe District of the Tucson Sector. A band of 6-8 heavily armed coyotes emerged from a nearby ravine moving southward toward the border after apparently delivering either drugs or illegal immigrants. The two groups were on top of one another before anyone realized it; the surprise was mutual. Within seconds, both parties recovered from the initial shock and then leveled automatic weapons at one another. Recalling his orders “to observe and report” and to leave apprehension to the Border Patrol, Sergeant Goins ordered his men

to withdraw slowly. The coyotes reciprocated and backed off with no hostile action taken by either side. Sergeant Goins called his headquarters immediately who in turn informed the Border Patrol. Agents arrived about twenty minutes later but were unable to locate the coyotes. For handling a potentially deadly situation with coolness and good judgment, Sergeant Goins received the Army Commendation Medal while other team members were awarded the Army Achievement Medal. All four EIT members were veterans of the Iraq War, and the JTF-Arizona commander credited their combat experience for allowing them to handle the threatening situation with restraint and good judgment.²⁵

The Badges Back to the Border program greatly assisted the Border Patrol by relieving agents of administrative and support duties and returning them to the field. National Guard personnel were assigned to a wide range of law enforcement support duties including camera and control room operators and intelligence analysts. Remote camera operators monitoring the border region from central control rooms advised agents of actions by illegal crossers and drug runners and guided them to the right location to make apprehensions. In one instance, intelligence information developed by Guard analysts helped the Phoenix police break up a long-standing human smuggling ring. Other duties included vehicle maintenance, equipment repair and servicing, electronics support, ground transportation, and supply and administrative assignments. In the Tucson Sector alone, Guardsmen allowed the return of 118 Border Patrol agents to law enforcement duties.²⁶



A National Guard mechanic works on a Border Patrol truck as part of the Badges Back to the Border program. By relieving Border Patrol agents of administrative and supply functions, they were able to return to law enforcement duties. *OJS Public Affairs Office, JTF-AZ*

One of the most dramatic examples of the positive impact of the Badges Back to the Border program in Arizona occurred at Nogales. By April 2006, high rates of usage, deferred maintenance and rough roads had rendered 40 percent of the station's vehicles inoperative. Agents coming on duty after shift briefings had to wait 60-90 minutes for a functional vehicle to come in from the field before they could go out on patrol. Guard mechanics rolled up their sleeves, waded into the disrepair of the Nogales maintenance shop and began to turn things around. Two years later, only 10 percent of vehicles were unavailable due to needed repairs and scheduled maintenance. Border Patrol leaders at Nogales considered the vehicle maintenance repair effort the greatest tangible accomplishment of OJS, second only to the impressive work of TF Diamondback.

The Guard's presence along the border in Arizona made a huge difference in many regards. By 2007, apprehensions in the Tucson sector had fallen to 378,239 for the year. This was perhaps in large measure to the efforts of TF Diamondback. Guard engineers had built nearly four miles of all-weather road and performed improvements and maintenance on another 500 miles of secondary roads to improve Border Patrol responsiveness. At Yuma, a new formidable triple barrier fence complex



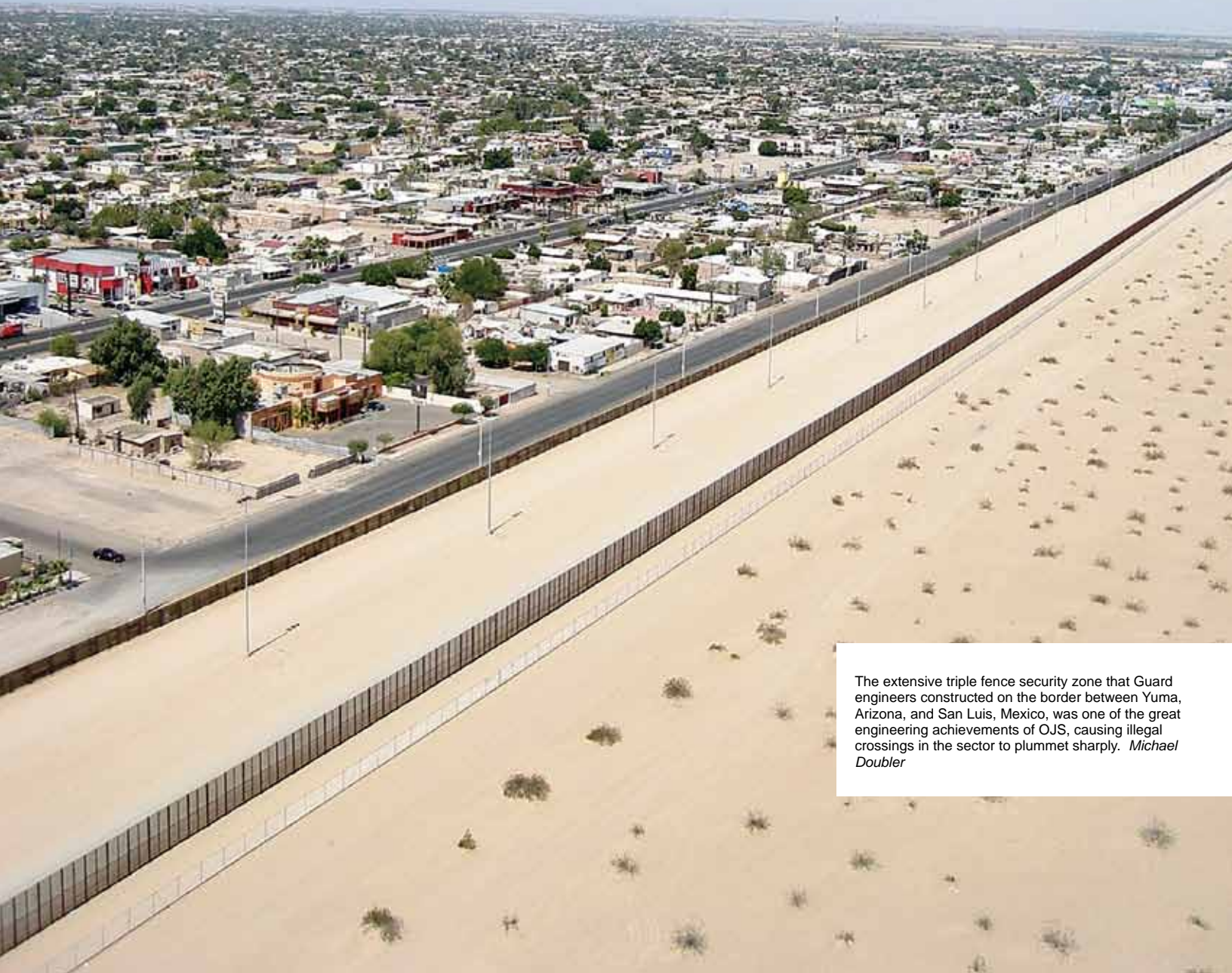
Lt. Gen. H Steven Blum, Chief, National Guard Bureau, meets with Guard personnel near San Diego, California, on November 27, 2006. Staff Sgt. James Greenhill

reduced illegal crossings to barely a trickle. ARNG and ANG engineers also emplaced vehicle barriers along a fifty-mile corridor to prevent illegals from crashing vehicles through weaker parts of the fence line. TF Diamondback emplaced nearly 400 utility poles to bring electric power and lighting to critical sectors. Those illegals not dissuaded by improved border barriers often found themselves under observation by EIT teams and TF Raven flight crews as a prelude to their apprehension. OJS stanchied the flow of human illegals to a measurable degree, causing reduced revenues for criminal organizations and coyotes. However, the insatiable craving for money and drugs on both sides of the border resulted in much increased drug trafficking to

compensate for the loss of proceeds. In 2007, the Border Patrol seized a mind-boggling amount of marijuana—nearly 900,000 pounds—in the Tucson Sector alone.²⁷

During the course of twenty-five months, over 30,000 citizen-soldiers and airmen served in the Southwest, performing missions that helped to increase border security by reducing the level of illegal activities, improving border infrastructure and easing the strain on the Border Patrol. The full significance of their contributions can only be understood within the context of a broader appraisal of what OJS meant for the country as a whole, both now and in the future.

MISSION ACCOMPLISHED!



The extensive triple fence security zone that Guard engineers constructed on the border between Yuma, Arizona, and San Luis, Mexico, was one of the great engineering achievements of OJS, causing illegal crossings in the sector to plummet sharply. *Michael Doubler*

CHAPTER FOUR

MISSION ACCOMPLISHED!

Well before OJS was scheduled to end in the summer of 2008, border state legislators and governors expressed alarm, calling for an extension of the Guard's presence. As early as September 2007, U.S. senators from the border states wrote President Bush, questioning the Guard's withdrawal from the border where security was still an issue while so many citizen-soldiers and airmen remained on duty in distant Iraq. In February 2008, Governor Schwarzenegger wrote the president as well, asking him to extend OJS and pointing out that fewer than 3,000 of the intended 6,000 Border Patrol agents had been added to the force since the middle of 2006. In April, Governors Napolitano, Richardson and Schwarzenegger sent a joint letter to leaders of the U.S. Senate and House of Representatives warning that "prematurely ending" OJS would "reverse the success of this mission."



The Property Room at the Border Patrol Headquarters in Yuma, Arizona, holds some of the non-drug contraband that Guard personnel assisted in seizing during Operation Jump Start. *OJS Public Affairs Office, JTF-AZ*

The governors argued that the Border Patrol had fallen short in its recruitment goals and that DHS plans for a "virtual fence" to enhance security through high technology applications had not materialized as quickly as hoped. The state chief executives called on congressional leaders to extend OJS further as the best means to preserve the "hard-won improvements" along the border.¹

Despite the governors' appeals, plans for ending OJS continued apace. By June 15, 2008, two years after the mission's start, the states had all but terminated the active deployments of troops in the border sector. Thirty days later, most volunteers were no longer on duty. Only a remnant of the state JTFs remained to tend to those administrative and logistical details that linger at the close of any major, extended operation. July 15, 2008, became the designated end-date for OJS.

By the time OJS ended, more than 30,000 citizen-soldiers and airmen from all 54 states and territories had participated. Up to 6,000 were on the border at any one time in the first year. As many as 3,000 were on duty throughout the second year when the numbers of personnel deployed declined as the Border Patrol expanded its ranks. The by-state usage of OJS participants was as follows:

Operation Jump Start Manpower Utilization in the Border States, June 2006-July 2008	
State	Personnel
Arizona	17,766
California	5,519
New Mexico	4,150
Texas	2,607
Total	30,042

(Source: NGB-J3/COG, September 8, 2008.)

Over a two-year period, National Guard men and women accomplished much while assigned to OJS. Their specific achievements were wide ranging and included:

- 176,721 illegals apprehended with National Guard assistance
- 1,116 vehicles seized
- 316,401 pounds of marijuana and 5,224 pounds of cocaine seized
- 581 Border Patrol agents returned to law enforcement duties
- 102 undocumented aliens rescued
- 28,667 flight hours logged during aviation support
- 13 miles of road, 31 miles of fencing and 86 miles of vehicle barriers built, and more than 1,153 miles of road improved and repaired²

Considering all that the National Guard accomplished toward border security, a comment by the Border Patrol's Nogales Station chief seemed especially apt. "They called it Operation Jump Start," he observed in June 2008, "but a better name might have been 'Operation Shot in the Arm'."³

Operation Jump Start added another important addition to the National Guard's long tradition of defending the American homeland against a wide range of threats. Its first major expedition on the Southwest border had occurred in 1916 when state troops deployed to prevent further incursions onto U.S. soil. At the start of both World Wars, Guard members had assured the public safety and restored confidence by providing local security at certain key points.

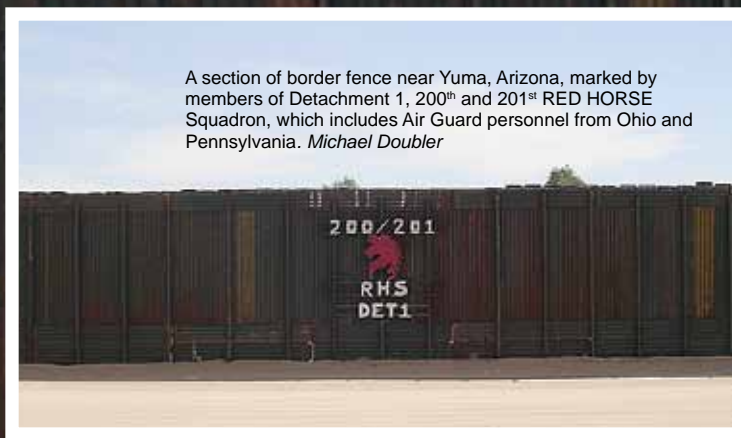
Throughout the twentieth century, the National Guard had organized and implemented various defensive programs to protect America's coasts, harbors, skies and major cities from external threats. The security response to the attacks of 9/11 and the onset of the war on terrorism added greatly to the Guard's reputation as a defender of the homeland as state troops stood watch at the nation's airports, major public events, state and federal facilities and points of key infrastructure. During 2006-2008, the National Guard once again deployed to the

Southwest Border to assuage public concerns over illegal immigration and possible terrorist infiltration by increasing security along the international boundary.

Three clear legacies of OJS will endure long after all the troops have gone home. The first legacy is a physical one. The work completed by OJS engineers permanently altered the face of the border zone in all four border states. The key accomplishments were the construction of new primary, secondary and tertiary

fencing; the repair of primary fencing; installation of security lighting systems; emplacement of vehicle barriers; and the construction and repair of vital border roads. Improvements in fencing will serve to restrict illegal crossings for the foreseeable future in a number of key border sectors. New and improved roads will make a huge difference for the Border Patrol in diminished response times to border intrusions, less wear and tear on vehicles and equipment, and decreased physical and mental stress on agents. OJS engineers

Operation Jump Start added another important addition to the National Guard's long tradition of defending the American homeland against a wide range of threats.



A section of border fence near Yuma, Arizona, marked by members of Detachment 1, 200th and 201st RED HORSE Squadron, which includes Air Guard personnel from Ohio and Pennsylvania. *Michael Doubler*

A section of border fence near Yuma, Arizona, marked by members of Tennessee's 134th Civil Engineering Squadron before they returned home to McGhee Tyson Air National Guard Base near Knoxville. *Michael Doubler*

were proud of their accomplishments, and anyone traveling to Yuma, Arizona, can view the large unit crests that Army and Air Guard engineer units affixed to the border fence as testimony of their work. Partially as a result of the engineering effort, the Southwest border has become the most technologically advanced international boundary in the world.

A second legacy of OJS was that it established a solid precedent for joint operations in future homeland security missions. The ARNG and ANG in the past have conducted both specified and joint missions for homeland security during the war on terrorism, but no mission has reached the level of joint integration and sustainability as that achieved during OJS. Overall, the numbers of personnel involved included approximately 83 percent from the ARNG and 17 percent from the ANG. Such

statistics reflect the Air Guard's increased participation in ground-based homeland security missions since the attacks of 9/11. Even though all four border states employed Army and Air Guard assets, no other reached the level of joint integration and operations achieved by Arizona. Driven by the desire to promote jointness and the necessity to place large numbers of troops in some of the most challenging border sectors, JTF Arizona advanced jointness through command advocacy, the assignment of key personnel and joint training. In doing so, Arizona established a new standard of jointness for future domestic contingency operations.

The third legacy of OJS was psychological; the increased sense of teamwork fostered between the National Guard and the Border Patrol. Once the two groups began working together extensively in the fall of 2006, their members quickly realized they had much in common. Both were armed and uniformed services with a structured chain of command which had the shared, common goal of ensuring America's security. In their conversations, Border Patrol agents and National Guard members often shared the same doctrinal concepts: "common operating picture", "defense in depth", "time and space", and many other familiar terms filled their professional language. Both the National Guard and the Border Patrol struck and distributed commemorative coins



Operation Jump Start JTF Arizona "Commander's Award For Excellence" coin distributed for high achievement to Guard personnel serving in Arizona. *Michael Doubler*



The Border Patrol's Yuma Sector commemorative coin for Operation Jump Start that depicts the joint relationship between the National Guard and the Border Patrol. *Michael Doubler*

in recognition of the others' service during OJS. Indeed, anecdotal evidence suggests that a significant number of Guard personnel decided to join the Border Patrol as a result of their OJS deployment. Conversely, an undetermined number of Border Patrol agents have joined the National Guard.

The teamwork and pride in accomplishment that the Border Patrol and the National Guard together fostered throughout OJS could very well be the basis for increased cooperation in the future. In a very unique way, OJS created a reservoir of experience, knowledge and confidence in one another's abilities among junior leaders within the Border Patrol and the National Guard. If the military is ever again sent to help secure the border, these leaders should be able to pick up once again where OJS left off, perhaps even reaching higher levels of cooperation and interoperability.



The many achievements by Guard personnel participating in Operation Jump Start were in some ways made possible because of the professional relationship they developed with members of the Border Patrol. *OJS Public Affairs Office, JTF-AZ*



After witnessing the incessant flow of illegal immigrants and drugs into the country, Guard members felt a great pride in what they had done, not to close the border, but to make it more secure.

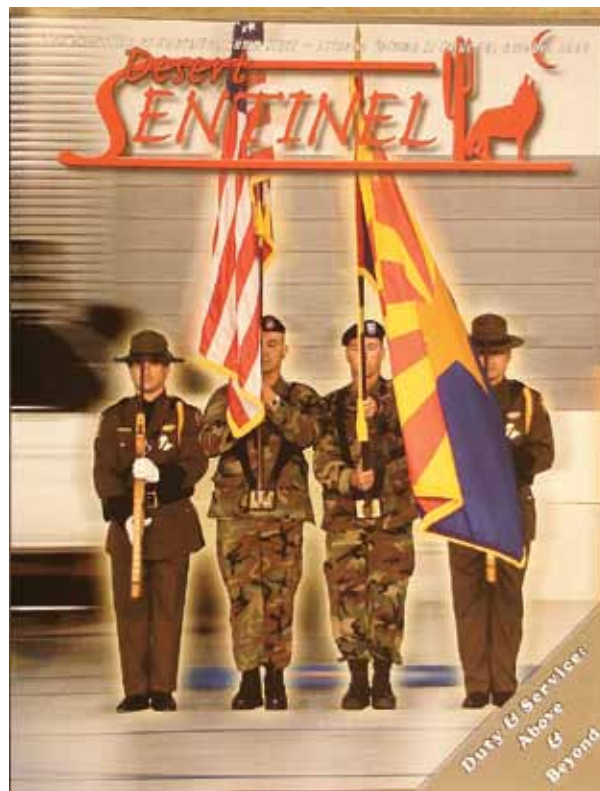
OJS influenced the volunteers who participated in several ways. More than anything else, Guard men and women completed the mission with a sense of satisfaction in another job well done. After witnessing the incessant flow of illegal immigrants and drugs into the country, Guard members felt a great pride in what they had done, not to close the border, but to make it more secure. And a more protected border was the best way to prevent the entry of possible terrorist operatives into the country. By helping to reduce criminal activity and the possible threat of terrorism, the National Guard helped to make America a safer, more secure place.

Most volunteers left their assignments in the Southwest with increased knowledge of the region,

especially the dangers and dynamics of illegal activities. A common phrase used among many OJS participants was that the American people “did not know what was going on” along the border.

The National Guard has always accepted the challenge of educating the American people on defense matters. In effect, OJS produced over 30,000 informed ambassadors from all across the nation who returned to their local communities armed with firsthand knowledge of the border situation. These Guard members will likely inform their fellow Americans as to the real need for border

security, the nature of activities along the border, the efforts of the Border Patrol and all what the Guard accomplished during OJS. In this way, the National



The Desert Sentinel was a monthly (later every two months) publication produced by the Arizona Operation Jump Start Public Affairs Office to keep the troops informed on events and important information. A similar publication, The Vista, was distributed in California. *Michael Doubler*

Guard can help to sustain the national consensus for safe and secure borders.

Freedom isn't free, even when it comes to securing the nation's borders. Three Guard personnel lost their lives while assigned to OJS. Spc. Kirsten Fike from Pennsylvania's 28th Military Police Company was serving as a member of the rotational force when she collapsed and died from heat related causes near Yuma, Arizona, on August 10, 2006. Her untimely death was a stark reminder to all OJS members of the dangers of operating in extreme heat. When her funeral was

held in Pennsylvania, an honor guard of Border Patrol agents from the Yuma Sector attended. In September 2006, Specialist Fike's memory and OJS service were memorialized with the placement of a plaque in her honor at Yuma's Armed Forces Park. Spc. Roxanne Gutierrez was killed in California in an automobile accident in September 2007. Nine months pregnant, both mother and child perished in the mishap. One unidentified Guardsman in Texas took his own life while assigned to OJS.⁴

The three national agencies primarily responsible for OJS held an end-of-mission

Operation Jump Start officially ended on July 15, 2008. To mark the occasion, a ceremony was held in Washington, D.C., hosted by CBP Commissioner W. Ralph Basham, Border Patrol Chief David V. Aguilar, and Lt. Gen. H Steven Blum, Chief, National Guard Bureau. Here General Blum accepts an award on behalf of the National Guard from the CBP for the outstanding work performed by the Guard in helping to secure the border. *Staff Sgt. James Greenhill*



ceremony at the Ronald Reagan Building and International Trade Center in Washington, D.C., on Friday, July 11, 2008. The presiding officials included Commissioner W. Ralph Basham, the head of CBP, David V. Aguilar, Chief of the U.S. Border Patrol and General Blum, the Chief, NGB. In their remarks, all three emphasized that the ceremony not only marked the official end of OJS; it defined the beginning of a new era of cooperation among their agencies and the continuation of engineering, counter-drug and other support missions along the border.⁵

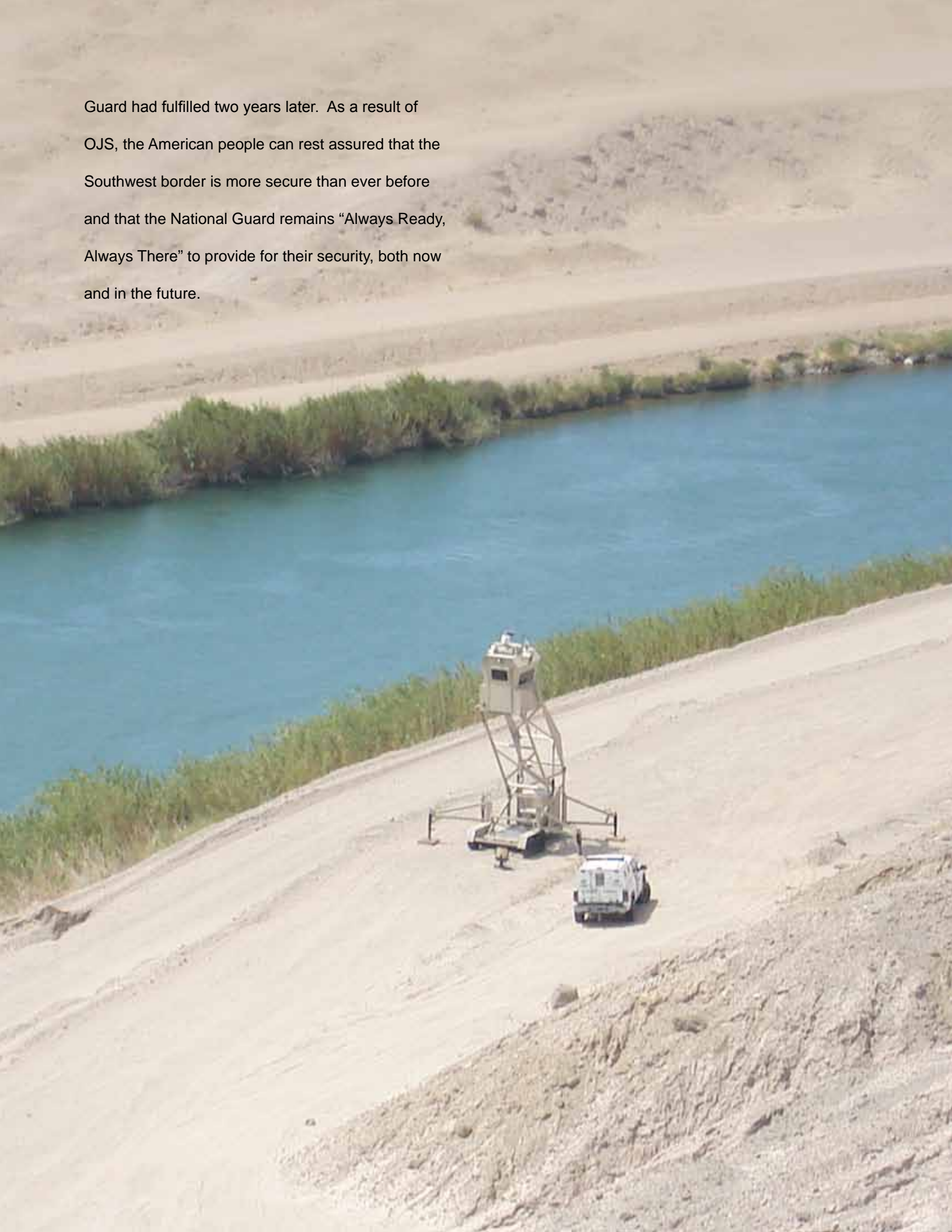
Commissioner Basham and Chief Aguilar both stressed the teamwork and accomplishments that had become the hallmarks of OJS. “We can all now admit that we did, in fact, need your help,” Commissioner Basham said of the National Guard. “We needed your help desperately...to build a bridge [from] where we were two years ago in June 2006 [to] where we are now.” In his comments, Chief Aguilar recalled the skeptics in 2006 who had questioned the wisdom and utility of the mission. Now, two years later, the same skeptics were acknowledging the great, positive changes that had occurred along the border and were questioning why the Guard was leaving. “Within law enforcement there is one word that we put a lot of weight on,” the Chief of the Border Patrol emphasized. “That is the

word ‘partner’...Today I am very, very proud to use that word...with the National Guard as true partners.”⁶

Stepping to the podium to deliver his remarks, General Blum could not have missed the sea of blue and green uniforms that filled the hall; Air Force blue, Army green and Border Patrol green. The mix of uniform colors among the audience members reflected the inter-agency cooperation and joint operations that had become the trademarks of OJS. The level of joint activity and proficiency that the National Guard's chief had advocated from the very beginning of OJS had indeed become a reality. General Blum observed, “If this country didn’t have a National Guard, we’d be scrambling to invent one this morning.” In his mind, OJS already stood as an example of military professionalism and “a model that future leaders will look at.”⁷

In many respects, OJS added greatly to the heritage and tradition of citizen-soldiers and airmen as defenders of the nation, a legacy they have upheld for nearly 400 years. Once again, the National Guard had acted as a bridging mechanism, stepping forward in a time of need to improvise a temporary security response until the government could provide a more permanent solution. In 2006, the need was enhancing the security of the nation’s Southwest border, a mission that the National

Guard had fulfilled two years later. As a result of OJS, the American people can rest assured that the Southwest border is more secure than ever before and that the National Guard remains “Always Ready, Always There” to provide for their security, both now and in the future.



Glossary

ANG.....	Air National Guard
ARNG.....	Army National Guard
CBP.....	U.S Customs and Border Protection
COG.....	Current Operations Group
CONUS.....	Continental United States
DHS.....	Department of Homeland Security
DOD.....	Department of Defense
EIT.....	Entry Identification Team
FLIR.....	Forward-Looking Infrared Radar
FOB.....	Forward Operating Base
GSA.....	General Services Administration
HET.....	Heavy Equipment Transporter
JOC.....	Joint Operations Center
JFHQ.....	Joint Force Headquarters
JFTX.....	Joint Force Texas
JTF.....	Joint Task Force
JTF-6.....	Joint Task Force-6
JTF-AZ.....	Joint Task Force-Arizona
JTF-VISTA.....	Joint Task Force-Vista
JTF-ZIA.....	Joint Task Force-Zia
NGB.....	National Guard Bureau
NORTHCOM.....	U.S. Northern Command
NVG.....	Night-Vision Goggle
OJS.....	Operation Jump Start
PTSD.....	Post Traumatic Stress Disorder
RSOI.....	Reception, Staging, Onward Movement and Integration
RUF.....	Rules for the Use of Force
TAG.....	The Adjutant General
TF.....	Task Force
UAV.....	Unmanned Aerial Vehicle
WAATS.....	Western ARNG Aviation Training Site



Notes

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Appendix- State Participation in Operation Jump Start

STATE	Arizona		California		New Mexico		Texas		State Total by Service		State Cummulative Total
Alabama	13	42			2	37	7		22	79	101
Alaska	401	8	38			4			439	12	451
Arizona	1181	204	57	4					1238	208	1446
Arkansas	51	133			426	18	130		607	151	758
California	1	1	2109	332					2110	333	2443
Colorado	72	49	4	1	3	28	1	1	80	79	159
Connecticut	63	24				8			63	32	95
Delaware	148	58			72				220	58	278
District of Columbia					167	9			167	9	176
Florida	138	37	3		1	7	3		145	44	189
Georgia	13	20		1	275	22			288	43	331
Guam	88	96			132	17			220	113	333
Hawaii	226	20	100			1			326	21	347
Idaho	16	40	45	2		9			61	51	112
Illinois	77	138	296	1		11			373	150	523
Indiana	52	51	320	97	1	14			373	162	535
Iowa		68	44			2			44	70	114
Kansas	41	210	58	1	3	8			102	219	321
Kentucky	1200	198			1	12	1		1202	210	1412
Louisiana		3	1			1	10		11	4	15
Maine	254	19	100			11			354	30	384
Maryland	121	39	210	86	8	4			339	129	468
Massachusetts	497	46			1	3			498	49	547
Michigan	147	74	115	2	1	24	4		267	100	367
Minnesota	2	120		2	226	20			228	142	370
Mississippi		3	1	2			30		31	5	36
Missouri	31	103	1	40	3	16	1		36	159	195
Montana	99	17	1		352	36			452	53	505
Nebraska	94	18	145		75	4			314	22	336
Nevada	85	33	6	48		7			91	88	179
New Hampshire	49	84	50			3			99	87	186
New Jersey		84	120			46			120	130	250
New Mexico		1	1		357	114			358	115	473
New York	944	75		29	2	22	1		947	126	1073
North Carolina	704	48	1			19	10		715	67	782
North Dakota	278	25			18				296	25	321
Ohio	1	314	1	1	3	13	5		10	328	338
Oklahoma	2	34	593	25	259	15			854	74	928
Oregon	261	134	12			7			273	141	414
Pennsylvania	529	261	47	50	3	15	1		580	326	906
Puerto Rico					406				406	0	406
Rhode Island	528	9	112		1	24			641	33	674
South Carolina	1026	3				3			1026	6	1032
South Dakota	131	10		45	169	7			300	62	362
Tennessee	2154	47		36	1	15	23		2178	98	2276
Texas			4	41	5		2210	169	2219	210	2429
U.S. Virgin Islands	88	6			213				301	6	307
Utah	91	8			1	4			92	12	104
Vermont	216	26		45		14			216	85	301
Virginia	704	51	1	4	1	5			706	60	766
Washington	663	125	27			10			690	135	825
West Virginia		93	1		228	17			229	110	339
Wisconsin	857	102			1	10			858	112	970
Wyoming		17			34	3			34	20	54
Total Army	14337		4624		3451		2437		24849		
Total Air		3429		895		699		170		5193	
Totals	17766		5519		4150		2607		30042		30042

US - Mexico Border States

US-Mexico Border
Extends Over
1,933 miles

PACIFIC
OCEAN



Appendix- Map

About the Author



Dr. Michael D. Doubler is a nationally recognized expert on the history of America's citizen-soldiers. He served twenty-three years on active duty as a Regular Army and full-time Army National Guard officer. He is a graduate of the U.S. Military Academy at West Point, New York, and holds a doctorate degree in military history from The Ohio State University. He was assigned to the National Guard Bureau in Washington, D.C., from 1988 to 2000, serving as a staff officer and as a speechwriter for the Chief, National Guard Bureau. His service as a full-time Army National Guard officer began in 1991 and was completed with his retirement in 2000. Since then, he has headed *Doubler Enterprises*, a writing and research firm located in Washington, D.C.

Mike Doubler previously authored *Closing With the Enemy: How GIs Fought the War in Europe, 1944-1945*, which is included on the Chief of Staff of the Army's professional reading list. He is also the author of *Civilian in Peace, Soldier in War: The Army National Guard, 1636-2000*, which has been hailed as the definitive history of the Army Guard. His latest book — *The National Guard and Reserve: A Reference Handbook*—is an entry in the respected Praeger Security International series. At present, he is completing an official history of the National Guard's involvement to date in the war in Iraq. Colonel Doubler has appeared on several national radio and television news venues. Here he is seen surveying the Southwest border from an Army National Guard Black Hawk helicopter during on-site research for the present work.