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## Intelligence Readiness and Operational Capability of the National Guard within the U.S.

Jose Felipe Perez  
*Walden University*

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# Walden University

College of Social and Behavioral Sciences

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Jose Felipe Perez

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## Review Committee

Dr. Ian Cole, Committee Chairperson,  
Public Policy and Administration Faculty

Dr. Glenn Starks, Committee Member,  
Public Policy and Administration Faculty

Dr. Tamara Mouras, University Reviewer,  
Public Policy and Administration Faculty

Chief Academic Officer and Provost  
Sue Subocz, Ph.D.

Walden University  
2020

Abstract

Intelligence Readiness and Operational Capability of the National Guard within the U.S.

by

Jose Felipe Perez

MPhil, Walden University, 2020

MA, American Military University, 2013

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

Doctor of Philosophy

Public Policy & Administration – Law and Public Policy

Walden University

February 2021

## Abstract

The National Guard has a highly specialized and operable intelligence force that can be useful to the communities it serves, and how that intelligence can be best used has been the focus of scholars in recent years. Researchers have demonstrated, however, that such integration of intelligence is a daunting task due to many barriers and misconceptions. Researchers have as yet been unable to establish how this might best be accomplished and those barriers diminished. The purpose of this qualitative case study was to define the National Guard's potential roles and examine their possible integration into the domestic Intelligence Community. Theories used were the advocacy coalition framework and appreciative inquiry. The data were collected through the interviews of 12 National Guard intelligence professionals located in New York state; the data were analyzed with summative content developed in the literature review. The results indicated that intelligence policy and civil-military relationships must be reformed and strengthened in order to integrate National Guard and civilian intelligence. Implications for positive social change are that if such relationships are improved and intelligence capabilities are optimized, then both the National Guard and the communities it serves can benefit from the greater availability of critical information that can be used to deal with emergencies such as natural disasters, pandemic outbreaks, domestic terrorism and any other contingencies of the utmost importance to the public.

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## Chapter 1: Introduction to the Study

### **Introduction**

The National Guard was established in 1636 and is officially the oldest and most versatile military component. The three core missions of the National Guard are to fight America's wars, secure the homeland, and build enduring partnerships at the international, federal, state, and local levels (Lengyel, 2017). This study focused on intelligence professionals' roles within the National Guard and their integration with civilian intelligence professionals in the U.S. In this study, I sought to understand the nature of National Guard intelligence professionals' roles, relationships, and work scope under the current public policy construction. These topics focused on identifying issues and improving the domestic intelligence community's effectiveness, and strengthening its partnerships.

The intelligence professionals of the National Guard are expected to be prepared to lead operations that support vital missions of U.S. national interests. Military service members and civilians who specialize in intelligence are a part of a federation of executive branch agencies and organizations known collectively as the U.S. Intelligence Community (Office of the Director of National Intelligence, 2017, p.1). *Intelligence* is information gathered within or outside of the U.S. that involves threats to the nation, its people, property, or interests; and any other matter bearing on U.S. interests. ("What is Intelligence?" 2017, p.1).

I conducted this study to improve the nation's domestic intelligence enterprises that support vital public services. Public policy practitioners can apply the new

knowledge derived from this study to change and improve laws, regulations, and policies that govern intelligence and public services. The need for and application of new knowledge can lead and assist practitioners on their path to improving essential services for the public.

In this chapter, I provide a background of current issues within domestic intelligence and the rationale for studying the topic. Then, the problem will be stated and followed by the research questions. Next, the theoretical foundation was presented, followed by the nature of the study. After defining important terms, the considerations of assumptions, scope and delimitations, and limitations of the study will be discussed. Finally, I concluded the chapter by reviewing the study's significance and then finished with a summary of key points.

### **Background**

All branches of the government, scholarly communities, and the public have debated the duties, roles, and limitations of domestic intelligence activities within the U.S. The terrorist attacks that occurred on September 11th, 2001 ushered in the biggest Intelligence Community policy reforms since the National Security Act 1947. The Homeland Security Act of 2002 and the Intelligence Reform and Terrorism Prevention Act of 2004 were two pieces of legislation that reorganized the Intelligence Community with a strategic shift. Over 15 years later, concerns of problems and progress within domestic intelligence still continue. An aggregation of decentralization, information sharing obstacles, and intelligence incompetence all combine to support a phenomenon known as the domestic intelligence gap (Burch, 2008).

The Federal Bureau of Investigation is the primary domestic intelligence agency for the United States. Some critics of the Federal Bureau of Investigation intelligence enterprise have assessed that the organization was too reactive and less predictive in intelligence operations (Smith, 2009). Room for improvement exists in the areas of expertise and domestic intelligence doctrine (Smith, 2009). The Federal Bureau of Investigation is a tried and capable force with many duties and responsibilities. However, remaining proficient at each task is a challenging endeavor. The Bureau's workload includes balancing law enforcement, and domestic and foreign intelligence activities (Lautner, 2010). Maintaining these proficiencies and the constant improvement of the organization is a difficult task (Lautner, 2010).

The Federal Bureau of Investigation's model for combined law enforcement and domestic intelligence agency is unique. This model is not practiced in all developed and developing nations around the world. Through analysis, I found that there are alternative models for domestic intelligence that differ from the Federal Bureau of Investigation's model (Burch, 2007). Through a comparative analysis, I found that domestic intelligence agencies in other countries found that separating law enforcement and domestic intelligence has benefits and safeguards (Burch, 2007). The value of these models can be extracted by a thorough cross-examination of the pros and cons of alternative models utilized worldwide.

The National Guard Intelligence Community can offer some options for civil support due to their unique authorities. The National Guard and the Coast Guard are the only military forces that can legally operate inside the United States (Geiger, 2006).

These two military branches are exempt from the Posse Comitatus Act, which prevents federalized military involvement with law enforcement (Geiger, 2006). The National Guard can legally operate nationally under U.S. Code Title 32 and State Activity Duty statutes. Both statutes fall under the command structure of civilian state government officials and National Guard commissioned officers within their individual states (Preiss, 2004). Unlike other military branches, Title 32 allows the National Guard and the Coast Guard to be funded by state and federal sources (Preiss, 2004). The state funds state-level active duty for the sole purpose of the needs within that state. (Preiss, 2004).

Current National Guard support on the War on Drugs and Terror in the U.S. is a prime example of how National Guardsmen can bring value to their state and local governments (Cole, 2005). Establishing domestic intelligence support by the National Guard could assist civil authorities in intelligence preparation of the environment, situational awareness, and a common operating picture as they conduct operations within the United States (Coble, 2009). Existing models by the federal government currently use the National Guard and civilian partnerships' synergy in a limited capacity.

There is a gap in the body of literature in that few researchers have sought to understand the National Guard's integration and potential roles within the domestic intelligence community. While the gap exists, there are National Guard members ready to serve their country. Capable National Guard members are available but remain underutilized due to the lack of knowledge on potential roles the National Guard could assume and the issues regarding their integration into the domestic intelligence community. The best method for changing policy is to acquire new knowledge through

research that addresses this problem. Addressing this knowledge gap through research could provide information on new roles and techniques for National Guard integration into the domestic intelligence community. This study is needed to provide new knowledge in the development of public policy that educates and enables the National Guard to be more effective with their civil partners.

### **Problem Statement**

Federal, state, and local governments in the U.S. are not adequately developing nor employing their intelligence capabilities (Carter & Phillips, 2015). The government has not utilized the full potential of a trained military intelligence force in the U.S. due to fear, minimal guidance from written policy, and self-imposed restrictions (Quigley, 2019). The intelligence professionals of the National Guard possess unique skill sets that can assist public officials in decision making and democratic governance. The National Guard Intelligence Community can provide intelligence support to essential public services such as emergency management, public safety, law enforcement, homeland security, and defense. These services are critical in providing safety and security to the public. Safety and security are some of the foundational conditions that enable the public to exercise their personal freedoms and civil liberties. Therefore, it is vital that these services are led and supported by competent intelligence professionals.

The absence of a solely dedicated intelligence organization within the United States eliminates the ability of public services to utilize the skills offered by intelligence experts (Jenkins, Liepman, & Willis, 2014). Intelligence provides the necessary situational understanding of the environment to support domestic operations (Pecht &



Tishler, 2015). Intelligence professionals can assist policy and operational personnel in obtaining a clear picture of any adversarial factors that can impact successful military and civil operations (Pecht & Tishler, 2015). Federal, state, and local governments can all benefit from timely and actionable intelligence. By filling the literature gap on the roles and integration of the National Guard in the domestic Intelligence Community, the results of this research can contribute to an increase in safety and security in the United States.

The National Guard is the oldest and most integral component of military service for local communities and the entire nation (Barnes, 2016). The public has developed a high level of trust and an immense amount of confidence in the military (“Confidence,” 2016, pg. 1). This relationship is maintained through the characterization of values and sustained reliability. For these reasons, the U.S. Armed Forces maintain the highest level of public confidence as a part of the most trusted group of professionals by the American people (“Confidence,” 2016, p.1). The National Guard is a formidable and trustworthy force that stands ready to embark on any task the nation requires. Understanding the challenges of readiness, utilization, and integration of the National Guard Intelligence Community with their civilian counterparts is a problem worth exploring.

Filling the literature gap on the roles and integration of the National Guard in domestic intelligence will positively impact social change. Understanding the possible roles in which the National Guard Intelligence Community can assist civil authorities will give these professionals additional purpose with defined duties. Issues of integration with its civilian counterparts will require an understanding of the policy, obstacles, and culture. Positive social change is important to the improvement of intelligence

institutions that support public governance and individual sovereignty. Not utilizing intelligence resources is a waste of resources. In addition, public services do not receive the benefits of situational understanding and analysis that intelligence provides.

### **Purpose of the Study**

The purpose of this qualitative study was to define the National Guard's potential roles and examine their possible integration into the domestic Intelligence Community. Understanding National Guard intelligence utilization, possible barriers, and relationships with civil authorities will lead to an improved intelligence enterprise for the nation. Domestic intelligence lacks concise policy, resources, and capabilities to support law and order (Burch, 2008). Exploring this gap will promote the resourcefulness and availability of additional intelligence resources for domestic purposes. Additional assistance is needed, as the intelligence professionals of the Federal Bureau of Investigation and Department of Homeland Security are tasked with enormous responsibility (Lautner, 2010). The intelligence professionals of the National Guard remain ready and available to support and lead their civilian counterparts in securing the Homeland from any natural or human-made threat. Exploring the issues on the roles and integration of the National Guard Intelligence Community into domestic intelligence operations contributes to the improvement of public policy.

### **Research Questions**

Research Question 1 (RQ1) - Qualitative: How can the Intelligence Readiness and Operational Capability of the National Guard influence and improve domestic intelligence within the U.S.?

Research Question 2 (RQ2)- Qualitative: What obstacles does the National Guard face in becoming a premier component to the domestic intelligence enterprise with civil authorities in the U.S.?

### **Theoretical Foundation**

The advocacy coalition framework and appreciative inquiry are two theories from the fields of public policy and organizational fields instrumental in conveying transformation and change. The intellectual foundations of the advocacy coalition framework were developed by multiple political scientists in the 1970s and 1980s. Advocacy coalition framework originated from a need for theoretical insight into scientific and technical information of politics and public policy change over time, beyond previous political science models (Sabatier & Weible, 2014). Sabatier (2014) created the advocacy coalition framework as an alternate analytical approach to public policy research synthesis and policy change.

The advocacy coalition framework is an assessment perspective used by researchers to examine the political subsystems that must be understood to produce meaningful public policy change. Understanding the policy process, actors involved, and territorial scope of a problem helps researchers break down the political system into units of analysis (Sabatier & Weible, 2014). Problems within intelligence policy must be

deconstructed and analyzed in order to find the root causes of issues. Understanding the National Guard's public policy and organizational culture with other domestic intelligence institutions can help lawmakers advocate for positive policy change. My overall goal in this study is to create a sustainable public policy that assists in facilitating improved roles and relationships.

Appreciative inquiry is an innovative theory that can be used by managers and those in leadership roles to transform an organization. Appreciative inquiry theory focuses on positive, strength-based approaches to bringing positive change to an organization (Shafritz, Ott, & Jang, 2016). Appreciative inquiry originated from a need to positively change management and not view those within an organization as the problem but as problem solvers (Shafritz et al., 2016). The theoretical design of appreciative inquiry focuses on affirmative topics like discovery, dream, and design versus negation, criticism, and constant diagnosis (Shafritz et al., 2016). Focusing on the professionalism and strong capabilities of the National Guard Intelligence Community can invoke policy change. The results of this research highlighted the roles and responsibilities of the National Guard Intelligence Community using appreciative inquiry theory and the promotion of domestic intelligence integration. The change begins internally and then expands outward to get public officials to notice the need for domestic intelligence and the National Guard's value to the field.

### **Nature of the Study**

This study was qualitative, as it is was exploratory. The case study research design complimented the topic because it revolved around a single organization and

involved public administration (Rudestam & Newton, 2015). The National Guard is a public organization whose leaders could benefit from a comprehensive understanding of the research questions (Rudestam & Newton, 2015). The phenomena included an investigation of the roles of the National Guard and its integration with its civil partners in domestic intelligence.

For this case study, I gathered information from multiple data sources. The corroboration and access to different forms of information for this study met the design requirement for case study research (O'Sullivan, Rassel, & Berner, 2008). Gaining a complete picture of the phenomena through multiple sources assisted me in building a better case. I derived information from interviews with intelligence professionals from the National Guard and data analysis of intelligence policy. The data were analyzed for key codes and themes that address the purpose of the study. Lastly, the advocacy coalition framework and appreciative inquiry theoretical frameworks were used to analyze the data to understand and promote public policy change.

### **Definitions**

*Intelligence overwatch:* Standing fixed analytical intelligence capabilities that provide dedicated intelligence support to committed maneuver units. The overwatch element is connected via a shared intelligence network that can extract information from multiple sources and provide concise answers directly to supported units when time is critical (Army Foundry Intelligence Training Program, 2015).

*Intelligence reach:* is the activity by which intelligence organizations proactively and rapidly access information from, receive support from, and conduct direct

collaboration and information sharing with other units and agencies, both within and outside the area of operations, unconstrained by geographic proximity, echelon, or command (Army Foundry Intelligence Training Program, 2015).

*Intelligence readiness and operational capability:* Intelligence readiness and operational capability is a new operational concept that employs Army Intelligence Soldiers to provide intelligence overwatch and reach to units and others in need of intelligence services (Army Intelligence Training Strategy, 2016).

*U.S. Intelligence community:* The U.S. Intelligence community was defined by the article “What is Intelligence?” (2017) as:

A federation of executive branch agencies and organizations that work separately and together to conduct intelligence activities necessary for the conduct of foreign relations and the protection of the national security of the United States. The Intelligence Community remains focused on the missions of cyber intelligence, counterterrorism, counterproliferation, counterintelligence, and on the threats posed by state and non-state actors challenging U.S. national security and interests worldwide (p. 1).

### **Assumptions**

Researchers must properly disclose any assumptions they have before conducting a study. Some assumptions are meaningful to a study’s pursuit and completion, and therefore the researcher must identify them. One assumption was that all intelligence professionals would be open and forthcoming with their unclassified perspectives and opinions during interview questions. This study required candid conversation in the

unclassified research environment in order to acquire informative results. Obtaining raw data from the participants ensured that the research questions were answered despite secret information in the profession that could be disclosed by the participants. Another assumption within the study was that I believed the domestic intelligence community could benefit from additional intelligence support. This predisposition is necessary to identify due to the focus of the study. I assumed that the domestic intelligence community could benefit from additional support which could have potentially skewed the perception of a problem existing when there is none present. Disclosing assumptions and managing them through a systematic scientific approach is the best method for dealing with these occurrences in the study.

### **Scope and Delimitations**

The lack of National Guard utilization by the domestic intelligence community and the need for improved domestic intelligence in the United States are part of the research problems required examination. My specific focus was on National Guard roles and their integration into the domestic Intelligence Community. Defining National Guard service members' roles will help lawmakers and organizational leadership increase the National Guard's participation in domestic intelligence. Understanding issues with integrating the National Guard into the domestic intelligence community will help the National Guard fulfill their potential roles. I focused on an examination of National Guard service members' roles and the issues with the National Guard's integration into the domestic intelligence community in order to explore and address the research problem of improving the domestic intelligence enterprise with the aid of the National

Guard. National Guard intelligence professionals will be the focus population of the study. To be included, participants in this study were required to have a basic knowledge of the operational readiness and capabilities of the intelligence profession. I chose National Guard service members as a population for study due to their geographic location and my preexisting intelligence relationships. Participants outside of the New York state were excluded. These factors allowed for the study to be accomplished promptly.

Institutional analysis and development is a theoretical framework of policy processes related to the study area that I did not investigate. The institutional analysis and development framework is systematic in understanding the logic, design, and performance of institutional arrangements in a wide variety of settings and different scales in order to solve problems (Sabatier & Weible, 2014). This framework was not used because it focuses mainly on the inputs of public policy versus the outputs. The exploratory nature of the study first identified the general belief systems of the political subsystems before the intricacies of information-processing and internal mechanisms could be examined (Sabatier & Weible, 2014). The macro-level understanding of an organization through the advocacy coalition framework was more suitable for this particular inquiry.

The transferability of the findings in this research to branches of the National Guard in other states is likely. Because the U.S. military is highly standardized, the results of this study could be applied generally. All federal agencies are homogenous, as all of their policies are mandatory guidelines. Broad standardization in the military



makes the transferability of this study's results to federal agencies in the intelligence community more attainable. Transferability to state and local intelligence apparatuses may be more difficult because they are newer to the intelligence field and organize separately.

### **Limitations**

One limitation of this study was that I only gathered information from the geographic area of New York state. I addressed this limitation by generalizing the interview questions and not associating them with New York. Developing questions that were general and not bound to geographic limits lowered the probability of receiving information that was solely applicable to New York.

The number of participants in the study was a limitation. The ability to interview many people was difficult due to the low number of intelligence professionals available in New York. Data received from participants was correctly analyzed and correlated to the perspective of the total population for true representation. Due to personnel limitations, document analysis was a secondary source of data for the study.

I was a National Guard for 12 years and the intelligence community for six years. As a result, I have biases about the National Guard and how it operates. Because I was familiar with the National Guard as an organization, there is a possibility that prejudice affected the study's dependability. Interference could have occurred if I used prior knowledge to interfere with the study or skip and avoided any necessary or prudent procedures. The possibility that I subconsciously compared the participants' experiences to my own subjective experiences in the National Guard Intelligence

Community was possible. This comparison may have encouraged predispositions that affected the data analysis. To prevent these occurrences, I analyzed all the data collected against scholarly resources and the theoretical frameworks identified in this study.

Addressing these bias concerns required strict adherence to scientific research protocol. Following the theoretical frameworks identified along with precise data collection assisted in ensuring my integrity in collecting and analyzing the information gathered. I recorded information manually and with a detailed digital record, creating transparency and accountability. Thoroughly documented data demonstrated separation from the participants' information and my potential bias. This control method was necessary to lessen the my ability to interject my personal judgment into the data collected.

### **Significance**

Intelligence is essential for predicting factors that are important in the domestic operational environment. Public policy officials in the U.S. need reliable and timely intelligence to make the best decisions possible. One of the greatest historical failures of intelligence in recent times was the terrorist attacks on September 11, 2001. The Intelligence Community and other public officials responsible for public safety failed to bring together a complete picture of the potential attack to bring needed action against it. An Intelligence Community that is timely, effective, and efficient is in all American people's best security interests.

Understanding the domestic operational environment requires a situational understanding of the present while identifying information requirements for the future.

Adversarial factors within the environment can include human-made acts, natural events, or any other unknown information requirements. This study led and contributed a new piece of scholarly knowledge that can improve the National Guard's position in the domestic Intelligence Community. The knowledge produced will assist in an increase of security and the enhanced preservation of civil liberties for U.S. persons. Fulfilling the literature gap on the National Guard's role and integration into the domestic Intelligence Community will improve the public services' effectiveness that the Intelligence Community supports.

The power to implement effective public policy can transform the aspirations of people into action. Through civic and political engagement, lawmakers can make positive social change (Yob et al., 2014). The study will equip public policymakers with the knowledge to implement intelligence policy improvements. The results of this study provide executive leaders and intelligence professionals with a deeper understanding of the National Guard's ability to integrate and assist the domestic Intelligence Community. Building networks and work relationships strengthens everyone due to the accumulation and collaboration of skills (Yob et al., 2014). An improved collaboration of the intelligence and operations communities is essential to providing effective safety and security services.

All domestic operations can benefit from a renewed emphasis on intelligence-led capabilities. The goal of effective intelligence reform is to develop better guidance and improve skills. Public policy practitioners need scholarly studies to derive new knowledge from and create additional options for solutions when they are problem-

solving. Effective political solutions need to be supplemented with the right skill sets that this research was designed to gather and subsequently produced.

Human ethics is an important pillar of positive social change. The moral principles that people abide by providing a guide for human conduct (Callahan et al., 2012). The public entrusts intelligence professionals with great power and responsibility to act in the best interests of the U.S. The incorporation of ethics in intelligence is key for building and maintaining trust. The emphasis on ethical behavior is needed to maintain strong relationships that boost productivity and accountability. Creating effective, long-lasting positive social change in public intelligence policy requires ethical behavior, professional vigilance, collaboration, and public trust.

### **Summary**

This chapter provided a background of domestic intelligence and the National Guard, the issues with utilizing all available talent, and research questions developed to understand the National Guard's possible roles and integration issued. I also described the nature of the study as a qualitative case study along with the theoretical foundations guiding it. Then, key definitions in the field, limitations of the population and myself as researcher, and assumptions were articulated. Finally, the significance of improving domestic intelligence for public safety and its contribution to positive social change was given. Chapter 2 will provide a review of the relevant literature necessary to understand the research topics covered in this study.

## Chapter 2: Literature Review

### **Introduction**

Federal, state, and local governments in the United States have been criticized for not adequately developing nor employing their intelligence capabilities (Carter & Phillips, 2015). A stronger, more defined domestic intelligence force is needed to strengthen and support America's public services. The absence of a solely dedicated intelligence organization within the United States reduces the ability of public services to utilize the benefits of intelligence (Jenkins et al., 2014). The intelligence professionals of the National Guard possess unique skill sets that can assist public officials in decision making and executing democratic governance. The full potential of the trained military intelligence force within the U.S. has not been utilized due to minimal guidance from written policy and self-imposed restrictions (Authier, 2012). The discovery of National Guard capabilities and their integration into the needs of the domestic Intelligence Community could benefit public services.

The purpose of this qualitative study was to define the National Guard's potential roles and examine their possible integration into the domestic Intelligence Community. Understanding National Guard intelligence utilization, possible barriers, and relationships with civil authorities will lead to an improved nation's intelligence enterprise. Domestic intelligence lacks concise policy, resources, and capabilities to support law and order (Burch, 2008). Exploring the National Guard Intelligence Community's roles and integration into domestic intelligence operations could contribute to developing new

knowledge. The new knowledge created could be used by lawmakers to improve policy that governs the field.

The literature review begins with a clear strategy that demonstrates a logical pattern for search and execution. Next, I explain and justify the theoretical foundation as the underlying tone throughout the study. Major sections of the literature review begin with a brief history of the intelligence community's beginnings. Next, military and intelligence readiness factors of preparedness will be explored. Following readiness, the operational capabilities of the National Guard will be reviewed. Next, the significance and effectiveness of intelligence reforms and oversight mechanisms will be discussed. Finally, a review of civil-military affairs will be examined to understand the dynamics of integrating these two groups.

### **Literature Search Strategy**

The Walden University library was the main source of all library databases for the literature. Library databases utilized from Walden University included Academic Search Complete, SAGE Premier, Ebsco ebooks, LexisNexis Academic, and Scholar Works. I utilized search engines and libraries such as Google Scholar and Homeland Security Digital Library. Publications from government agencies were also important; public websites from the Department of Justice, Department of Defense, Department of Homeland Security, and Government Accountability Office were also utilized. All key search terms were systematically entered through these information resources.

The development of key search terms stemmed from the research questions. I broke each research question down into keywords for search purposes. Keywords such

as *intelligence community, National Guard, military intelligence, domestic intelligence, civil-military relations, intelligence oversight, intelligence reform, and intelligence abuses* were searched in each research resource. The various search terms were put into the search engines by verbatim and with slight variations to increase search results. An iterative search process with the key terms continued until reliable academic sources were found and recorded.

In cases where little to no resources were found, a change in strategy was necessary. A significant change to the wording of the key term was done to exhaust all measures and to reduce the possibility of losing valuable research. The use of synonyms was incorporated to expand the search. When the expanded search yielded little results, a review of the other authors' bibliographies was utilized for referrals. The expanded search continued until the results began to go outside of the study's scope. Once this occurred, the results were discarded, and the process was re-evaluated and initiated again from the beginning.

## **Theoretical Foundation**

### **Theoretical Origins**

Advocacy coalition framework is a theoretical approach used to analyze and understand policy processes for effective engagement and change. Multiple political scientists developed the intellectual foundations of the advocacy coalition framework in the 1970s and 1980s. Some components attributed from other political theorists, leading to the creation of the advocacy coalition framework, include casual theory, belief systems, actor-based theory, political networks and subsystems, and the bottom-up

approach analysis (Sabatier & Weible, 2014). All of these factors have influenced the creation of the advocacy coalition framework in a particular way.

The need arose to elevate and examine policy theory beyond previous political science models. I sought to incorporate social and economic dynamics into understanding policy change (Sabatier & Weible, 2014). The advocacy coalition framework originated due to the need for theoretical insight into scientific and technical information of politics and public policy change over time (Sabatier & Weible, 2014). Sabatier (2014) created the advocacy coalition framework as an alternate analytical approach for public policy research synthesis and policy change. The theoretical propositions of the advocacy coalition framework are rooted in multiple sources and the need for new insight.

Researchers, leaders, and organizations can use appreciative Inquiry to transform an organization. Appreciative Inquiry theory focuses on a positive, strength-based approach to bring positive change to an organization (Shafritz et al., 2016). Appreciative Inquiry originated from a need to positively change management from the inside out (Shafritz et al., 2016). Appreciative Inquiry views organizations not as problem sets but as problem solvers (Shafritz et al., 2016). Previous change theory models focused on the problem-solving approach that was predisposed to define and fix what is wrong. Appreciative Inquiry's approach to problems is to find what is good and leverage it to better the organization.

Organizational change is needed for taking organizations from a current position to another desired end state. Appreciative Inquiry theory provides managers with a



framework for identifying valuable potential already within the organization. An emphasis on using resources already on hand provides an organization with preexisting energy for transformation. The power of transformation within an organization is in recognizing that the solution is already rooted within the entity's units (Shafritz, Ott, & Jang, 2016). The creation of appreciative Inquiry provides a new approach that focuses on the positive factors already present within the organization.

### **Theoretical Propositions**

Advocacy coalition framework focuses on the political subsystems that must be understood to produce meaningful public policy change. Understanding the policy process, actors involved, and territorial scope of a problem helps break down the political system to units of analysis (Sabatier & Weible, 2014). The units of analysis in the policy process are then broken down into subsystems. Political subsystems are composed of beliefs, individuals, coalitions, policy actions, outputs, and impacts (Sabatier & Weible, 2014). Understanding the composition and formations of these units is essential in effectively influencing public policy.

Hypotheses developed for the advocacy coalition framework focus on how a coalition interacts within and outside the groups. Coalitions can act in different ways when there are disputes or challenges to their belief system. For example, when core beliefs are in dispute, coalition allies and opponents are stable over long periods (Sabatier & Weible, 2014). Political actors are also fundamentally grounded and supportive of their policy versus secondary belief systems (Sabatier & Weible, 2014). Finally, coalitions are inclined to hold moderate positions compared to their supportive interest

groups (Sabatier & Weible, 2014). The hypotheses of the advocacy coalition framework focuses on the dynamic relationships of groups and their core belief systems.

A major proposition of appreciative Inquiry is the ideal of a positive core. The positive core is a great and largely unrecognized resource within organizations (Shafritz, Ott, & Jang, 2016). These resources are compiled of assets and strengths such as achievements, strategic advantages, social capital, and core competencies (Shafritz et al., 2016). The perspective of organizational leaders is changed during the realization of the positive core value. Leaders are empowered through appreciative Inquiry's strength-based approach.

Once the positive core is realized, appreciative Inquiry can begin positive change. Positive change in appreciative Inquiry includes an ideological shift from the traditional problem-solving model. Instead, dreaming and envisioning the future is the analytical core of appreciative Inquiry (Shafritz, Ott, & Jang, 2016). This process brings organizations into feasible goals that could have been lost with the negation, criticism, and constant diagnosis found in traditional problem solving (Shafritz, Ott, & Jang, 2016). As a result, organizational empowerment is achieved. Appreciative Inquiry proposes that organizations can progress organizational objectives with a multitude of solutions found from within.

### **Research-Based Analysis**

Previous studies have applied the advocacy coalition framework's approach of policy theory in innovative ways. Subsequent writings on advocacy coalition framework that depart from the original propositions have not changed the theory's actual substance

in any significant way. The results have been multiple competing frameworks explaining the same concepts in different ways (Howlett, McConnell, & Perl, 2017). Previous studies combined these competing frameworks to develop policy cycle models of analysis.

Howlett, McConnell, & Perl (2017) decided to combine the best concepts from multiple advocacy coalition framework analytical models as the most effective way to understand policy subsystems, actors, and their interactions. Using the synergy of multiple Advocacy coalition framework models to understand the actors and subsystems' interactions is a more favorable course of action (Howlett, McConnell, Perl, 2017). A multi-pronged approach is best suited for analyzing the interactions of diverse organizations. The reconciliation and joining of multiple stages and streams of advocacy coalition framework's resulted in a superior policy analysis model.

The principles of appreciative inquiry have been applied successfully in other fields such as healthcare. Health managers applied appreciative inquiry when confronted with new situations in the workplace. The medical field has used appreciative inquiry to improve communications, teamwork, and decision-making in a culturally diverse environment (Van Wyk, 2015). The appreciative inquiry model was used successfully to extract potential within the abundant healthcare environment. Appreciative inquiry techniques have enhanced health care professionals' performance in the execution of their leadership and material duties.

Incorporating appreciative inquiry is especially useful during implementing a new system or protocol (Van Wyk, 2015). Appreciative inquiry has focused managers and

leaders on the evident solutions versus traditional problem-solving in these situations. Leaders facilitate decisions in a community setting that fosters ownership and teamwork (Van Wyk, 2015). Appreciative inquiry can help implement change in a visionary manner that focuses on discovering the potential within the organization. Appreciative inquiry has been used as an effective tool for management in previous studies.

### **Theoretical Rationale & Relation**

The need and ability to analyze complex organizations is the rationale for utilizing the advocacy coalition framework. The organizational structure of the National Guard and its multiple civil partners at the various levels of government can be complex. The subsystems and actors at every level will vary depending on their organizational functions. Problems within intelligence policy must be deconstructed and analyzed to find the root causes of the issues. Applying a single policy approach developed from multiple frameworks suits the National Guard's dynamic statuses and its civil partners. Thoroughly understanding the policy, political actors, and coalitions' motivations is the informational baseline needed for positive policy change.

The National Guard could use appreciative inquiry theory could be used to highlight its best qualities. The roles and possibilities of National Guard contribution could be promoted from its positive core. Organizational change using appreciative inquiry begins internally and then expands outward. The positive core of the National Guard and the need for domestic intelligence could complement each other. Using appreciative in this way could be an effective way to highlight the value that the National Guard could bring to domestic operations. Focusing on the professionalism and strong

capabilities of the National Guard has promoted new revelations. Envisioning an improved future will lead to positive public policy change.

### **Military Readiness**

The purpose of the military is to provide the nation with defense from any threats to its sovereignty. Military readiness is a broad term used to describe whether the military forces can do what leaders ask of them (Rumbaugh, 2017). The military's ability to accomplish its overall goals is of concern to military Commanders, congress, and the United States people, whom the military serves first and foremost. Defining some of the factors that contribute to military readiness could explain issues that affect its capabilities and effectiveness.

### **First American Intelligence Chief**

The origin of the domestic intelligence community is a key concept that must be explored to understand the factors that led to its emergence. George Washington was the first American Intelligence Chief. The value of intelligence that Washington learned early on in his military career would remain with him throughout his political career. The strategy employed by Washington gave the Continental Army advantages over their superior enemy.

Washington ordered his intelligence officers and generals to decentralize intelligence activities for flexibility in collections, continuity of operations, and reporting (Halverson, 2010). Washington's spy rings employed non-military observers throughout the networks to collect information on enemy operations (Halverson, 2010). Additionally, America's intelligence operations were directed at political and civilian

institutions to determine how they influenced enemy decisions (Lengel, 2016). The asymmetrical, partisan-style intelligence operations successfully contributed to the Continental Army's victories and subsequent British surrender.

Washington would officially begin America's first intelligence public policy mechanisms in the government. The Continental Congress was petitioned by Washington to financially and politically support his intelligence activities through secret congressional committees (Halverson, 2010). By 1776, Congress officially established the Secret Committee of Correspondence to fund and discuss U.S. intelligence activities (Halverson, 2010). For the first time, the executive branch of government was conducting intelligence activities with Congress's approval and funding. The newly created relationship represents the beginnings of intelligence policy between the branches of the United States government.

Washington was the pioneer of American intelligence during the inception of the nation. The use of effective intelligence can be directly correlated to the success of the American Independence Revolution. Washington knew that procuring good intelligence is essential to successful military operations and executive presidential power. The roles and governance of the Intelligence Community would continue to evolve and grow throughout history with the nation.

**Theoretical analysis.** The first American intelligence chief developed a political subsystem consistent with the advocacy coalition framework theory. The main political actors in this period were President Washington and Congress. President Washington represented the executive branch's special interests who were responsible for intelligence

operations and the initial consumption of intelligence. Congress represented the legislative branch and its special interest to support intelligence for their benefits. Despite each political unit's core special interest, they were able to develop a coalition to advocate for both their interests. The common core of the coalition was for the advancement and betterment of the nation.

The President provided policy input with his budget requests, while Congress provided an output of funding and support. These two groups' common interest was satisfied with effective intelligence operations in support of national security objectives. These two political actors developed the first political relationships in government for intelligence purposes. The model President Washington and Congress set up would remain and began to evolve throughout time.

### **Readiness Models**

The Army developed readiness models to manage their reserve forces, the National Guard and Army Reserves. Army decision-makers needed a tool to guide units on a path to becoming deployment ready. Readiness models assisted in determining a unit's current status and future availability (Walker, 2016). The Army Force Generation Model was implemented during the War on Terrorism and was tailored to fight against counter-terrorism and counter-insurgency worldwide (Walker, 2016). The sustainable readiness model replaced the Army force generation model due to needed updates and a renewed focus on conventional warfare (Walker, 2016). Each readiness model was designed to make troops available and effective in fulfilling their combat purposes.

**Army Force Generation Model.** The Army developed a cyclic readiness model to keep their Soldiers rotating through readiness phases. The units' focus throughout the phases was on manning, training, and equipment to meet an expectable mobilization date and mission (Walker, 2016). After units deployed, they would return and start the cycle all over again at a low level of readiness. Units began their readiness cycle in the “reset” phase, transitioned to the “train” phase, then to the “ready” phase, and finally to the “available” phase (Walker, 2016). When units became “available,” they were deployed to execute their different mission sets. Once the unit returned from deployment, they entered into the “reset” phase to start the cycle all over again.

One of the largest concerns with the forces generation model was the constant unavailability of units being ready to deploy. Leaders lacked the flexibility to use military units that were not available due to their affirmed statuses. Units were pre-programmed to reach the “readiness cliff” after returning from deployment (Walker, 2016). The “readiness cliff” was known as a point where soldiers would get disbanded and reassigned to other units. The results of newly organized formations did not provide adequately trained units ready to manage their equipment for reemployment. Units remained on this predictable cycle of availability and non-availability to their services and the nation.

**Sustainable Readiness Model.** The military needs improved planning and effectively executed military operations in a complex world. Inefficiencies in the Army force generation led the Army to develop the sustainable readiness model. The goal of the sustained readiness model is to keep units surge-ready but rotationally focused



(Walker, 2016). With limited resources, the Army could not afford to continually hit the “readiness cliff” levels of low readiness. Units not being available for deployment became more costly to rebuild. The threat of not meeting mission execution requirements for unforeseen emergencies became unacceptable.

In the event of unforeseen contingencies, units need to be ready to deploy into action. The sustainable readiness model demands that military commanders maintain an acceptable level of readiness at all times (Foster, 2016). A continuous level of readiness allowed commanders the ability to meet a mission’s requirement in a short period. Constant readiness requires units to maintain a high level of proficient training, sufficient manpower, and equipment aptitude (Foster, 2016). These are ultimately the responsibilities of the commander. The Sustained Readiness Model empowers commanders, incentivizes readiness, and affords the Army the lethal deterrence it desires.

**Theoretical analysis.** Elements of military readiness can be examined using the advocacy coalition framework theory. Military readiness models are a subsystem of the Army’s organization and methodology for deployments. Military readiness is a belief system developed by Army decision-makers that articulates the necessity of Army forces’ availability and the need for them to execute their jobs. The various readiness models were policy actions developed to assist the forces to attain their desired levels of readiness. The policy impact of readiness models was implementing a systematic and measurable planning methodology for Army decision-makers.

Appreciative inquiry theory can be used to analyze the readiness models employed by the Army. The traditional readiness model of Army force generation

proposed an apparent problem to the Army. As a result, Army policymakers envisioned an improved model that increased overall readiness. The Army used its positive core of adaptability and command structure to transform itself into a more effective organization. The resiliency of soldiers and their ability to adapt demonstrate the use of existing core competencies within their social capital. Techniques of appreciative inquiry theory were successful at effectively promoting positive change transformation from within the organization.

### **Partnerships**

The readiness of the Army is not solely dependent on itself. Partnerships play an important role in ensuring that Army forces are prepared to successfully execute any mission given to them. The Army works with private, public, and non-governmental organizations to maintain their proficiencies. Intra and inter-governmental partnerships also assist in the Army's training, manning, and equipment needs. Together these organizations capitalize on each other's strengths, and synergy is created between the two.

**Industry.** The Army has an enormous need for all kinds of resources to sustain its warfighting capability. Army leaders must effectively command and integrate industry capabilities to fulfill a range of needed functions (Dilanian & Akiwowo, 2016). The industry provides logistical support and other expertise needed to sustain and advance an Army. The army must utilize the assistance of others in order to preserve and maximize their fighting forces.

The mission command function of the Army needs to better synchronize with industry. Information sharing is paramount to industry integration (Dilanian & Akiwowo, 2016). Industry partners need to be able to communicate with Army personnel in order to fulfill their needs. Industry plays an important consulting role in providing solutions to warfighters. The solutions provided by industry partners have the latest in business intelligence used to supplement Army leaders in their planning process (Dilanian & Akiwowo, 2016). The Army's ability to collaborate with industry has the potential to improve readiness with specialized logistical support.

**Regionally aligned forces.** The Army is a unique land force that is spread across the globe. The Regional Aligned Forces concept was designed to produce soldiers who are trained and culturally tuned to the geographical needs of their military commanders (Foster, 2016). Each region is a potential contingency filled with different countries, languages, cultures, and environmental conditions. The Army must be able to fight and win in any environment (Foster, 2016). This model builds trust and confidence between the Army and the host nation.

Regionally aligned force deployments are key to leadership development. In addition to mission-essential training, units receive special training in language, history, and cultural awareness (Foster, 2016). This training allows leaders to tune into an area of concern for U.S. interests. Regionally focused training growth potential maximizes any training potential that a unit could have received at home station. As a result, leaders are more flexible and capable of handling any situation in the complex operating environment.

**Theoretical analysis.** Partnerships can be analyzed using the advocacy coalition framework. Partnerships are different types of coalitions for different purposes. The Army and its various partners are political actors with their own interests. These political actors come together based on satisfying each other's interests. Political factors that draw these groups together include various economic, security, and educational interests. Understanding the interests of the political actors allows for insight into the reasons for their partnerships. Policy change is better facilitated through an understanding of coalitions and the interests that drive them.

### **Training**

Training is the precursor to successfully executing military operations. The Army is constantly training to be proficient and prepared to execute their different mission sets. Training management is a top priority of military commanders in maintaining readiness. The lack of resources, such as time, personnel, and equipment, threaten military readiness. An austere environment forces commanders to develop more innovative ways to maintain readiness. The skills and methods required to maintain a force that is ready for war or military missions at any time is a challenge for military commanders. A successful training plan is a tool that manages difficult realities while maintaining optimal readiness.

**Integrative training.** An integrative and collective training methodology is a strength-based approach the Army can use to improve readiness. The Active Army, Army Reserve, and National Guard all maintain unique capabilities as a joint force component. Training with all Army components allows military commanders the ability

to leverage other unit's capabilities (Williams, Canon, & Lopez, 2016). Success in today's operating environment depends on how well the military operates alongside their partners.

Total force integration requires integrated training in order to be successful. The lack of a standardized and synchronized training event can decrease the ability to operate effectively once called upon (Williams, Canon, & Lopez, 2016). A deliberate training event that unites the Army's different components is needed in preparation for a predictable event. The Army's various components will always be dependent on each other when it is time to act. Collaborative training is necessary to share resources and knowledge between groups.

**Training management.** Military commanders are responsible for the overall training and readiness of their units. Managing multiple personnel with different jobs and points in their career is difficult. Training for multiple missions and career fields requires precise planning, coordination, and reporting. Commanders must be proficient in documenting strengths, capabilities, challenges, and opportunities (Zubik, Hastings, & Glisson, 2014). An accurate depiction of training in a unit allows for the communication of abilities and needs. Adequate training reports allow for external evaluation and internal coordination of training efforts.

Training requirements often exceed the training time available for units. Commanders have to accept risks by waiving certain requirements that are not a priority or mission-essential (Zubik et al., 2014). Maximizing training requires the execution of key tasks through real-world replication. Implementing the stressors and uncertainties of

the operational environment creates agile leaders for future contingencies. Effective training management requires the mastery of prioritization, collaboration, and communication (Zubik et al., 2014). These skills allow the military to manage training more effectively

**Theoretical analysis.** Integrative training can be analyzed using appreciative inquiry. Envisioning better training to meet the Army's organizational objectives through positive change is a strategic shift in thinking. The ability to conduct joint training within an organization represents the utilization of its positive core. Using the core competencies from each Army component for collective training maximizes its ability to be ready from using resources from within. As a result, the Army can maximize and achieve its organizational goals of a trained and ready force from its positive core within.

Training management is a skill that has to develop from within an organization using appreciative inquiry—the scarcity of time as a resource forces Army leaders to find solutions in the military. The discovery and improvement of management skills becomes essential to executing successful training plans. Appreciative inquiry theory teaches Army leaders not to ask for more but to use what they have more efficiently.

## **Doctrine**

Military doctrines are established beliefs and guidelines that are followed when executing military actions. The relevant and current doctrine will always be a pre-determining factor in successful military operations (Neag, 2018). Standing doctrine contributes to military readiness through training and preparation. Global advancements, current risks, and emerging threats should all guide and define new military doctrine

(Neag, 2018). Redefining military doctrine in alignment with contemporary times is important for readjustment and future success.

The lack of appropriate doctrine can leave military units unprepared to meet the future challenges that they will face. Sound doctrinal concepts are needed to express a theoretical picture of a state of facts in an operational environment (Neag, 2018).

Doctrine becomes a theoretical approach that leaders and military service members can apply to multiple situations. Producing military doctrine requires a comprehensive approach to facts and events at a point and time (Neag, 2018). Examining military action objectives and requirements is the baseline for doctrine production (Neag, 2018). A systematic and continuous approach to developing updated military doctrine increases military adaptability and chances of successful operations.

**Theoretical analysis.** Military doctrine is a policy action that can be analyzed using the advocacy coalition framework. Current and future doctrine is started with a belief system that certain military actions are suitable for certain situations. This belief system is then codified into doctrine and distributed as a policy. Policies impact military doctrine by influencing military action in a unified fashion. Military doctrine is another way that a coalition's belief system gets politicized to influence an organization for a specific purpose.

### **Intelligence Readiness**

The military has been the birthplace of U.S. intelligence in respect to its war efforts. The underpinning of the entire intelligence enterprise can be found in military intelligence. War is a tool that nations exercise through military conflict to meet a

political end with force. During a war, the stakes are so high that maximum effort is put into superior knowledge to create all tactical, operational, and strategic advantage over an adversary.

## **Background**

The Bureau of Military Intelligence set itself apart from all other previous intelligence operations due to its organization, professionalism, and effectiveness. The Bureau of Military Information is considered the first intelligence organization due to some of the same characteristics that it shares with contemporary intelligence agencies. The location of the Bureau of Military Information used to be directly attached to the headquarters of the Army of the Potomac (Alberti, 2006). Close proximity to Army headquarters gave the Bureau of Military Information quick access to high ranking officers, who frequently utilized intelligence information (Alberti, 2006). High-ranking officers needed actionable intelligence to make superior tactical decisions over their adversaries. An intelligence service that reports to the executive level is an effective model that continues in the Intelligence Community.

Intelligence collection and reporting is another characteristic of the Bureau of Military Information implemented as the primer intelligence organization of its time. The Bureau of Military Information provided short intelligence reports, straight to the point, and corroborated with multiple sources (Alberti, 2006). The information that resulted from these collection activities were centrally processed. After the centralization of the information, an exploration of the analysis took place. The analysis resulted in brief and concise intelligence reporting. Intelligence service members would then



disseminate this information to the decision-makers for use (Alberti, 2006). After every war, the Bureau of Military Information would be disbanded as the U.S. did not see a need for continuous intelligence operations in peacetime. The intelligence cycle developed by the Bureau of Military Information was a characteristic that is present in the current Intelligence Community.

**Theoretical analysis.** The contributions of the Bureau of Military Information to the Intelligence Community can be analyzed through the coalition framework theory. A key subsystem development by the Bureau of Military Information was the intelligence cycle. The planning, collection, exploitation, analysis, and dissemination of information would become known as the intelligence cycle. Understanding each part of the intelligence cycle's functions and purpose provides a rudimentary systematic overview of how the Intelligence Community operates. The breaking down of the intelligence cycle into components enables its use within intelligence policymaking.

### **Strategy**

Military Intelligence Soldiers must be capable of providing intelligence support to decisive military action. Intelligence strategy provides the focus and guidance needed to direct effective Army Intelligence readiness efforts. The Army Intelligence Training Strategy provides unified guidance for developing the means, ways, and ends that military intelligence formations can be successful as a part of the combined army team (Army Intelligence Training Strategy, 2016). The strategy is broken into responsibilities,

developmental areas, and operational adaptability. This strategy uses training as a tenant to lead intelligence readiness into the 21st century.

The vision of the Army Intelligence Training Strategy is to support a globally engaged Army that is multi-disciplined, expeditionary, operationally adaptable, and capable in all current and emerging contingencies (Army Intelligence Training Strategy, 2016). The utilization of all learning and educational domains is leveraged to ensure that critical depth and versatility are achieved (Army Intelligence Training Strategy, 2016). The Army Intelligence Training Strategy established a plan of action to achieve an optimal level of readiness. The clarity and focus provided by the strategy unites the Army Intelligence Community into achieving a common goal.

**Theoretical analysis.** The Army Intelligence Training Strategy demonstrates characteristics of the appreciative inquiry theory. Army leaders use the dreaming method of appreciative inquiry in envisioning the future of the organization. Developing a strategy begins with Army leaders envisioning a future end state for Army Intelligence. The empowerment of the organization is achieved through the attainment of feasible goals. Achievable goals developed during the dreaming phase of appreciative inquiry motivates employees to succeed. The dreaming phase of appreciative inquiry has an innovative way to develop a vision for the creation of strategy

### **Predictability**

Army Intelligence needs to be ready at any time to meet and overcome any challenges with which it may be confronted. Intelligence analysts must perform an alternative analysis to counter the unpredictability of the operating environment (Sheets,

2016). Being prepared for unforeseen occurrences requires a conscious, systematic approach. The concept of “unlit spaces” examines evolving, emerging regions and adversaries that will become of U.S. interest in the near future (Sheets, 2016).

Forecasting and preparing for the next adversary keeps U.S. forces on alert for the next coming objective.

Effective readiness plans must consider multiple contingencies. Performing adequate risk assessments and identifying warning and indicators is an essential task that military analysts focus on (Sheets, 2016). Developing readiness plans around possible contingencies provides focus and increases the possibility of success. The anticipation of adversarial adaptation and regional volatility worldwide is a skill needed to determine who the next threat will be. Predictive analysis is a skill set that is valuable to military readiness execution.

**Theoretical analysis.** The advocacy coalition framework theory breaks down the policy processes that support a political objective. Predictive analysis is one integral part of the intelligence readiness policy building process. Determining future geographical and adversarial factors through predictive analysis assists in focusing the objectives of intelligence readiness. Constructing an intelligence force with clear guidance and purpose requires an estimation of future possibilities. Meeting the intelligence needs of the future requires the prediction of formidable targets. Predictive analysis is a skill set that provides direction when building policies that desire to achieve a particular outcome.

**Value Added**

An intelligence service's size and capability depends on the perceived value the nation receives from the intelligence service. Each country has to decide on the size and strength of its intelligence apparatus. Policymakers use the evaluation of their rivals' capabilities and intentions to gauge how much military intelligence is needed (Pecht & Tishler, 2015). Policymakers are likely to be the primary consumers of intelligence and are the ones making this decision. Their belief in the need for intelligence is dependent on the circumstances in the environment. The education of policymakers is essential to getting the right size intelligence service for the job.

A correct evaluation of an adversary's weapons systems provides knowledge for effective countering measures. The results of these evaluations allow for decision-makers to strategically improve on their weapon system by countering the adversary's learned weapons system (Pecht & Tishler, 2015). The ability to gather critical military information on an adversary's weapons systems directly affects a nation's decision-making process in their intelligence investment. The perceived need for intelligence through threat analysis directly affects the programmatic and budgetary development of its intelligence service.

Pecht and Tishler (2015) developed an integrated model to assess the main elements of intelligence. The use of this model can assist policymakers in deciding the optimal allocation of budget and areas of emphasis (Pecht & Tishler, 2015). There are three factors of evaluation known as the effects of evaluation, operational, and relativity (Pecht & Tishler, 2015). The host nation must decide operationally how they will

counter the threat once it has been evaluated. Once operational effects are complete, and conditions are set, the relative effect begins. The relative effect is concerned with gaining intelligence superiority over the rival to remain in the most advantageous position possible. In all, this model is one way to evaluate, implement, and reassess the value of intelligence to a nation-state.

**Theoretical analysis.** Assessing the value of military intelligence to produce meaningful public policy change is aligned with the advocacy coalition framework theory. The three-stage effect integrated model analyzes the situation so that policymakers can make an assessment. The units of analysis within the model are each evaluated to the policymakers' belief system about the environment. The results are policy actions that define and support the establishment of an intelligence apparatus to better serve the nation's needs. The advocacy coalition framework provides a guideline to understanding how the relationship of the policy analysis and belief systems result in policy establishment and change.

### **Collaboration**

Advancing Army intelligence readiness can be achieved by focusing on the improvement of collaborative skill sets. *Reach-back* and *synergy* are areas of improvement that progress in the development of improved readiness. Reach-back allows intelligence soldiers to bring in high-level intelligence power and operate at the lowest command (Harrison, 2015). Reach-back is possible through communication, equipment, and technology enhancements that connect soldiers to the battlefield (Harrison, 2015). The proximity of intelligence soldiers to battlefield commanders is

crucial in providing actionable intelligence. Reducing the proximity of higher-level intelligence to the battlefield through reach-back is a force multiplier.

Synergy is developed when Army intelligence can leverage the national security complex available to them. The outsourcing of private contractors to supplement the military with specialized services alleviates the burden on Army intelligence personnel (Harrison, 2015). This alleviation allows Army intelligence professionals to focus on the demands of high priority missions (Harrison, 2015). The Army's ability to find and collaborate with private industry ensures they have established a competent support system. When ample support is provided, Army intelligence soldiers are less distracted by additional duties. This process affords them the ability to concentrate solely on providing the best of their warfighting functions.

**Theoretical Analysis.** Collaboration skill sets can be examined using the appreciative inquiry theory. Reach-back is a solution for solving the remoteness of the Intelligence Community to its customers. Appreciative inquiry realizes the unrecognized resource within the community and connects the two with technology. Using the intelligence community's social capital at all echelons demonstrates the use of the organization's core value. Outsourcing the needed skills to contractors in the national security complex is not consistent with appreciative inquiry. Synergy produced from outside the organization uses others' strengths from a problem solving perspective and not from envisioning a solution from within.

## **Operational Capability**

The National Guard's motto, "Always Ready, Always There," embodies its commitment to maintaining operational capability. The nation relies on the National Guard to complete its three core missions: fighting America's wars, securing the homeland, and maintaining partnerships. Providing such services to the nation requires a high readiness level that is maintained through training and operational assignments. The Army National Guard is the only military service that is uniquely capable of operating in the homeland under state control. Some special assignments that are given to the National Guard include counter drug, border security, and weapons of mass destruction civil support teams. An understanding of key concepts and current missions of the National Guard will set the scene for potential operability in the future.

## **Posse Comitatus**

After the Civil War, the Union Army was largely responsible for enforcing postwar federal policy in the former Confederate States. The Posse Comitatus Act of 1878 was passed by Congress to forbid the military from engaging in civil law enforcement (Buttaro, 2015). White Southerners had become weary of military occupation of their territory and the enforcement of the Reconstruction Amendments (Buttaro, 2015). The presence of federal troops was a constant reminder of their defeat in the federal government's Civil War and oversight. After the passing of the Posse Comitatus Act, the military was exempt from civilian law enforcement activities for most cases.

The militarization of law enforcement since the terrorist attacks of September, 11, 2001 can be observed as usurping the intent of the Posse Comitatus Act of 1878. Law enforcement agencies have increased the use of military equipment and weaponry within the United States (Tighe & Brown, 2015). Military strategies and tactics have also been implemented to enforce zero-tolerance policies (Tighe & Brown, 2015). The distinction between policing and waging war has been reduced due to the militarization of the police. The war on drugs and crime has spilled over into peaceful protest, the intimidation of citizens, and other forms of public control.

Police should renounce their aggressive tactics and return to an emphasis on community policing. The assimilation of military tactics and weaponry to civilian law enforcement must be justified for the sake of safety. The U.S. constitution and Posse Comitatus Act protects American citizens from the unwarranted military intervention (Tighe & Brown, 2015). The militarization of law enforcement undermines the separations in place between the police and the military. The redundancy of military duties and costs of military goods is a waste of human and monetary capital. Police should concentrate on their original proficiencies of the police profession and leave the preparation and execution of war and defense to the military.

National Guard forces operating under the state authority of Title 32 are exempt from Posse Comitatus Act restrictions. Unless ordered to federal active duty, the chain of command for guardsman stops at the governor of their State. The governor (Preiss, 2004). The governor of each state is the commander in chief of the militia and appoints a



two-star general to become the adjutant general to run the organization (Preiss, 2004).

When the National Guard is in the state's control, it can act in domestic roles.

The National Guard is a unique federal/state institution with multiple roles and capacities. Although immediately available for domestic emergencies, the National Guard is trained, equipped, funded, and endorsed to the active-duty federal military standards (Stirling & Lavato, 2017). The National Guard can work under multiple levels of command and missions. In state active duty, the National Guard is funded completely by the state for a sole state purpose. The federal government funds title 32 for a joint federal and state purpose with a state chain of command within the United States. Finally, Title 10 status is funded by the federal government for a sole federal purpose anywhere in the world.

**Theoretical Analysis.** Posse Comitatus is a federal policy that can be analyzed using the advocacy coalition framework. The creation of the law can be traced to two distinct coalitions—the white Southerners Democrats who were against Union Soldiers' occupation of the Southern States. The second coalition was the Northern Republicans who lost Congressional majority and kept federal troops in the South. These two groups did have consensus on the federal government's large costs to maintain the presence of Union Soldiers in the South. This coalition successfully ended Union troop's occupation on the south and prevented future occupation using military force.

### **Civil Support Teams**

National Guard Civil Support Teams are active in securing our nation against special threats. They are a full time federally funded program under State control.

National Guard Civil Support Teams standby at a moment's notice to assist civil authorities in chemical, biological, radiological, and nuclear incidents and disasters that could result in catastrophic loss of life or property. They also can provide special assessments, consulting services, and follow on military support that local authorities cannot do on their own ("Civil Support Teams," 2018). Civil Support Teams maintain a unique military capability that can be applied to domestic operations.

An increase in civil oriented missions has led to research on its effects on National Guardsmen. Domestic operations are now getting attention due to their potential traumatic stressors on service members. Some stressors include social life adjustments, health care challenges, and financial hardships while serving on domestic operations (Rjell et al., 2017). The increase in domestic operations has been linked to negative mental health outcomes. During domestic operations, the economic needs of service members appeared to make them more vulnerable to stressors on the environment. Additional resources are needed to continue the exploration of mental issues associated with civil support operations.

**Theoretical analysis.** The development and execution of National Guard Civil Support Teams can be recognized using the appreciative inquiry theory. The positive core of the support teams is based on their specialized military skills not found in local government. Civil Support Teams bring positive change through the assistance they provide to their communities. The goals of both military and civil service organizations are met by using the military's positive core. The military can maintain high levels of

readiness through constant training and domestic deployments. Local governments receive specialized protection for their tax dollars to keep their communities safe.

### **National Guard Counter Drug Program**

The National Guard Counter Drug Program is a multilayered approach to combating drug trafficking. The mission supports detection, interdiction, and curtailment of drug trafficking activities by using military unique skills and resources. National Guardsmen operate under Title 32 Section 112 status, which is funded federally and controlled by the States. The program was developed to bridge the gap between law enforcement and the military by leveraging the National Guards' unique ability to operate on U.S. soil and abroad (Drug Control, 2015).

National Guard intelligence personnel offer specialized assistance to the counterdrug effort. Intelligence personnel provides analysis and fusion to federal, state, local, and tribal agencies. This intelligence focuses on the disruption of illicit drug financing, production, transportation, and distribution (Drug Control, 2015). Law enforcement agencies leverage the specialized skills that military intelligence brings to the counterdrug effort.

### **Border Security**

The National Guard has been activated to the US-Mexican border multiple times since 2006 to assist in border security. The authority to send the National Guard to the border is within the President's power and the governors of the States. Governors who solitarily deploy National Guardsmen at the border without federal coordination face

some challenges. Border Security is a national security issue that requires federal intervention.

The lack of coordination between the State and the federal government can cause an over-militarization of the States' border. Over militarization occurs when the National Guard has minimal resources to deal with the domestic issue. The lack of resources and assistance that can lead to overt military aggression. No legislation allows states to independently deploy National Guardsmen with a direct route to federal resources and cooperation. Title 32 Section 112 only allows for drug relation intervention does not apply to all the incidents affecting States at the border. Amendments should be made to expand Section 112 to encompass human trafficking and illegal immigration. States are limited with resources and coordination when they independently deploy in a State Active Duty status. Public policy is needed to support the integration and strength of the National Guard and federal resources.

**Theoretical analysis.** The operational activities of the National Guard can be analyzed using the advocacy coalition framework and appreciative inquiry. The public policy that enables National Guardsman to operate in the States includes the Posse Comitatus Act and Title 32 Code. These policies provide the legal avenue for military forces to operate within the United States. The lack of policy inhibits the National Guard from working in other areas of domestic intelligence.

The National Guards operational capability can be examined using the appreciative inquiry theory. The positive core of the National Guard is the unique military skills that the organization brings to the civilian sector. The benefits of military

specialties are the core competencies such as intelligence. These special capabilities attract other entities into cooperative agreements for a strategic advantage. Together each partner uses its core competencies to achieve common objectives.

### **Intelligence Reforms**

Reform is a key process that has transformed and developed the intelligence community into its modern arrangement. The events that have shaped the intelligence community can be directly attributed to its current state. The results of rigorous assessments and public revelations have led to policy actions and positive change within the intelligence community. There have been numerous reforms throughout history from congressional, executive, and public concern for change. Understanding current issues of reform is essential to understanding old progress and new challenges Intelligence Community faces.

### **Consumer-Producer Relationship**

During the history of intelligence reforms, one recommendation continues to reoccur. Reform initiatives have identified issues with distinct problems between the consumers and producers of intelligence. Structural reforms have been unsuccessful at producing lasting change in the consumer-producer relationship of intelligence professionals and policymakers (Gomez, 2018). The majority of reform recommendations have been one-sided towards the intelligence professionals to fix (Gomez, 2018). Successful relationships require that both parties promote particular characteristics for the betterment of the group.

The ineffectiveness of improved relations can be attributed to institutional resistance, classified nature of work, and lack of political will for enforcement (Gomez, 2018). Politicians and political appointees often serve short-term appointments and have to deal with learning intelligence alongside career professionals (Gomez, 2018). The gap between lawmaking and military entities' experience and communication styles can rift their relations. The results of these rifts has not be addressed sufficiently has led to the reoccurrences of the problem.

Numerous commissions and inquiries have all identified the need to address the consumer-producer relationship. The lessons learned from previous commissions should be acknowledged (Gomez, 2018). Recognizing the problem regardless of the inability to improve the situation is better than ignoring the problem's existence. Improving the relationship between policy and intelligence depends on the ability to navigate each group's strengths and weaknesses. New commissions should start where others have left off by not simply restating the problem. New initiatives need to take place in order to harmonize the power of these polar opposites.

### **First Amendment Rights**

America's democracy is based on strong tenants for the freedom of speech and press. However, freedom of speech and press are limited in certain areas of national security. Former intelligence officers have entered into the business of publishing their memoirs, articles, and academic works regarding their experiences in national security (Bailey, 2017). Current and former employees privileged knowledge of government

secrets are obliged to keep them private. The appropriate way to disclose national security information is to go through a formal review process to determine eligibility.

The practice of publicizing national security information raises risks that such publications could reveal sensitive information and impair national security. There are risks associated with the exposure of intelligence sources, methods, and classified activities that become knowledge of the public and adversaries (Bailey, 2017). Sources and methods become less effective through discovery, and adversaries develop better countermeasures. The inability to safeguard national security information degrades America's ability to pursue its interests worldwide

The prepublication process for the Intelligence Community is decentralized through its various members. A patchwork of regulations, rules, and managerial practices has created room for employee error and managerial abuse (Bailey, 2017). The Director of National Intelligence should set uniform standards and oversight over the publication review process. The ability to have a clear process that is transparent and trackable will increase confidence in the system. In return, the confidence in seeking a publisher in the process will increase (Bailey, 2017). Protecting the freedom of speech for publishers must be balanced with national security interests to keep certain information safe. Improving the prepublication process through reforms could protect the rights of individuals while keeping national security information secure.

### **Privacy**

Many developed countries worldwide have already implemented legislation in their constitutions that protect their privacy from unwarranted intrusion by state powers.

Due to concerns about the rise in domestic and international terrorism, some countries have added new laws to their constitutions. Advances in technology have given nations more options to consider in securing their sovereignty. New technology has given nations the ability to conduct a sweeping collection of most all communications data in their countries.

As a result, countries implement legislation to legalize the indiscriminate interception of digital communications by intelligence and security services (Eijkman, 2018). Nations justify the need to collect massive amounts of public data to prevent and respond to national security threats (Eijkman, 2018). This phenomenon leaves many citizens uneasy as they cannot control what information their government has collected and possibly use against them. Many citizens feel helpless to what they see as the state's overreaching power with no remedy for violations against them or any way for their grievances to be heard.

Research has recommended that legislative reforms should take place to give some security back to the citizens. Citizens should have access to justice and accountability for indiscriminate communications interception (Eijkman, 2018). Accountability mechanisms should be established so citizens can make substantiated claims against the government for overreach and abuse (Eijkman, 2018). A complaint system would empower citizens to feel empowered by equipping them with a mechanism for checks and balances for bulk interception programs controlled by the state (Eijkman, 2018). Establishing accountability mechanisms in mass surveillance legislation is needed to build confidence and protection within the citizens.



**Theoretical analysis.** The political nature of intelligence reforms is closely related to some of the advocacy coalition framework's theoretical propositions. Intelligence reform begins with the grievances of individuals and groups with various concerns. These grievances enter the public policy process when policymakers attempt to change intelligence laws, regulations, and perceptions. Core beliefs about freedom of speech, privacy, and organizational culture motivate individuals and groups into coalitions that make public policy change.

### **Intelligence Oversight**

Intelligence oversight consists of the mechanisms and processes governments use to supervise and ensure the intelligence community. Intelligence and security agencies have special capabilities that could potentially break the nations' laws that they operate within. A well-devised checks and balances system is necessary when human rights and civil liberties are at stake (Eskens, Van Daalen, & Van Eijk, 2016). Exploring contemporary issues and mechanisms of intelligence oversight will provide additional insight into this study. The possibilities of defining roles and integrating National Guardsmen into domestic intelligence depends on it.

### **Oversight Standards**

Reviewing some of the best standards for intelligence oversight and transparency can lead to an effective oversight program. Examining best intelligence oversight practices leads to further analysis, discussion, and policymaking on current legislation (Eskens et al., 2016). Intelligence services should be subject to comprehensive oversight (Eskens et al., 2016). Comprehensive intelligence oversight is demonstrated through the

involvement of multiple oversight members, continuous coverage throughout intelligence activities, and be mandated for evaluation.

Different branches of the government and independent organizations should have a role in intelligence oversight. Executive, legislative, judiciary, and independent organizations all have unique specialties, insights, and powers to effectively implement oversight (Eskens et al., 2016). Oversight body activities should be constantly active in monitoring intelligence. Oversight must be timed into all phases of intelligence activities, from the beginning to the end (Eskens et al., 2016). A multi-prong approach throughout the full spectrum of intelligence activities is a best practice for comprehensive oversight.

The last tenant of the comprehensive standard of intelligence oversight is mandated coverage. A mandate to conduct oversight over intelligence agencies involves permanent directives (Eskens et al., 2016). Laws and regulations provide a permanent mandate of accountability through public records. Intelligence oversight must be mandated and documented to operate effectively. Without such precise directives, the important function of oversight will not be done.

**Theoretical analysis.** The need and belief for oversight standards in government are consistent with the advocacy coalition framework. Standards of oversight are explicit requirements developed from individuals, groups, and coalitions to impact public policy. Interest and support for protecting civil liberties is strong between different groups. The stronger the interest, the easier it is for governments to mandate oversight in laws and

regulations. Public policy change through mandated oversight standards increases the sustainability of civil liberties for those government who wish to protect them.

### **Oversight Gaps**

The Foreign Intelligence Surveillance Court was designed after the Church Committee of 1976 to protect U.S. persons' civil liberties. The court was designed as an independent review of the procedures before intrusive surveillance techniques can be used (Mondale, Stein, & Fisher, 2016). The courts job is to check the executive branch by ensuring the appropriate balance is maintained between gathering intelligence for national security and protecting the privacy of U.S. citizens (Mondale et al., 2016). Public revelations of unwarranted mass surveillance by the U.S. government have led legal scholars to debate the purpose and applicability of the Foreign Intelligence Surveillance Court to these situations.

The court only rules on the appropriateness of guidelines being administered before a particular search of a person or place occurs (Mondale et al., 2016). Mass surveillance does not have a particular target and is wide-sweeping. The general collection of intelligence does not give the court the ability to rule on the specifics of a case regarding mass surveillance (Mondale et al., 2016). Justice is bypassed because United States courts were not designed to rule over abstract and theoretical cases. Another mechanism of accountability is the need to analyze mass surveillance. Congress has the ability to make and amend laws to deal with new crises in the United States. Public policy practitioners must always be updating laws and guidance to reflect the current times.

**Theoretical analysis.** Intelligence oversight mechanisms need to be updated to the times of which they need to be applied. A political analysis of subsystems consistent with the advocacy coalition framework could assist in understanding the problems with a lack of oversight. Distinguishing the principal actors or lack of actors to implement public policy can be revealing. The gap for an oversight mechanism over mass surveillance is a warning to public officials. An appropriate analysis of contemporary issues to current policy mechanisms of oversight can lead to new policy initiatives that fulfill much-needed deficiencies. The identification of policy needs and a search for new solutions must begin with a thorough analysis.

### **Adverse Oversight**

Intelligence oversight mechanisms in democratic countries have the responsibility to ensure that their intelligence services act within the law's limits. Finding the appropriate mix of oversight can be challenging and possibly have adverse effects on the intelligence service. Effective oversight should strengthen and not weaken the security of the state. Special consideration should be taken to ensure that oversight mechanisms are not counterproductive to the essential missions that security services need to carry out.

Oversight mechanisms imposed by the government can have adverse effects on intelligence services. Excessive bureaucracy and reporting procedures forced on intelligence agencies can lower their performance (Wegge, 2017). Reporting procedures that are too rigid and cumbersome could slow down and hinder intelligence operations (Wegge, 2017). Oversight bodies should avoid attempts at controlling intelligence

agencies in a way that could make them passive or afraid to take reasonable risks (Wegge, 2017).

The role of oversight bodies could be counter-intuitive if they are not designed and implemented properly. Oversight should implement procedures and requirements that weaken aggressiveness, creativity, and a willingness to take risks when necessary (Wegge, 2017). Oversight bodies should empower the intelligence agencies to act lawfully and zealously to pursue their nation's national security interests. The biggest factor intelligence oversight bodies should be the maintenance and building of a trustworthy relationship. The people of democratic societies put oversight bodies in power to foster good relations, maintain accountability, and ensure effectiveness.

**Theoretical oversight.** Impacts of adverse oversight mechanisms can be analyzed using the advocacy coalition framework theory. Breaking down the effects of oversight mechanisms can assist policymakers in distinguishing productive and counterproductive techniques. Discovering what mechanisms produce negative outputs can influence future policy actions. Maintaining stakeholder core beliefs such as checks and balances and transparency are crucial in the policymaking process. Weighing the pros and cons of regulations to effective policy output ensures that democracies implement the best oversight mechanisms possible.

### **Civil-Military Relations**

The relationship between the military and civilian authorities is special. The military is a sanctioned force by the civilian government for the common defense and good of society. The civilian control of the military is essential to democratic

governance. The powerful nature of the military makes it susceptible to abuse and aggression against its people. The special relationship between the National Guard and civilian authorities can be examined through current civil-military relations literature.

### **Civilian Control**

The democratic rule of the military is a concept built into western democratic ideology. Non-western countries such as Turkey have had ambitions to enter into the European Union but have lacked some key institutions within their government (Kalkan, 2016). Turkey's candidacy into the European Union was not considered partially due to the absence of strong civilian power over military institutions (Kalkan, 2016). The high level of pressure from the European Union and the Turkish government's desire to improve European relations led to a gradual democratization of civil-military relations.

A "top-down" reform approach to changing Turkey's dynamics led to many tensions and contributed to a failed military coup of the government in 2016 (Kalkan, 2016). In Turkey, leaders implemented reforms to its legislative system, improved executive powers, reorganized their judiciary system to increase independence, and removed corrupt officials from power to improve their nations' civil-military relations (Kalkan, 2016). All these efforts helped the civilian government acquire control over the military and develop more favorable terms towards possible entrance into the European Union. The democratization of civil-military relations in Turkey is a model on developing Western values of a military that is subject to the rule of its people.

**Theoretical analysis.** The belief system of civilian control over the military is a core belief of democratic governance. Democratic principles, such as civilian control of

the military, are essential to most Western nations' values. Advocacy coalition framework analyses core beliefs into subsystems of the policy process. Turkey is a prime example of how policy reforms can be made to implement certain core beliefs. Core beliefs are instrumental factors in developing and supporting changes in public policy.

### **Principle-Agent Theory**

The principled agent theory is one way to explain the dynamic relationship of civilian control over the military. The civilians in government characterize this relationship as the “principals” and the military officials as the “agents” (Donnithorne, 2017). The military’s role is to advise the civilian principal as an expert advisor (Donnithorne, 2017). Civilians’ principals ultimately decide, which the military then honors (Donnithorne, 2017). Understanding the dynamics of motivation and intimidations within the principle-agent theory is key to influencing the relationship.

The relationship between the two partners is complementary and submissive in nature. The service culture of the military makes them excellent candidates for serving their civilian counterparts. Military officials have a convicted desire to act in good faith, exercising the constitutional process, and are professionals in disciplining their actions into compliance (Donnithorne, 2017). Capitalizing on the military’s desire to serve is one way the civilian principal can maintain positive control over their subordinates. A better understanding of the military’s intentions reduces some of the uncertainties that civilian principals can have in trusting their support and counsel.

The foundation and catalyst to successful civil-military relations is trust. When trust is high, there are fewer insecurities about activities exchanged during the

interpersonal activities of both partners (Donnithorne, 2017). The pressures of monitoring and the likelihood of punishment is also reduced through trustful relations (Donnithorne, 2017). There are an unlimited number of factors that can be calculated into the Principle-Agent theory. The exploratory nature of the theory is one way to examine interactions, motivations, and appraisals between the two groups.

**Theoretical analysis.** The Principle-Agent theory can be incorporated into the appreciative inquiry theory to produce positive change within an organization. The futuristic and resourceful analytical attributes of appreciative inquiry can better examine the Principal-Agent relationship. Focusing on each member's strengths in the Principal-Agent relationship can focus the participants in on their own empowering attributes. Participants can use the positive energy identified to combat some of the insecurities associated with the Principal-Agent theory. For example, the civilian principle can use its supervisory authority over its agents to provide exceptional service awards and incentives. Incorporating the strengths of the appreciative inquiry theory can assist in improving civil-military relations.

### **Military Ethics**

The military profession has a unique set of values that are designed to uphold its reputation and stature. These values set a standard of service and enable a public image that is beneficial to civil-military relations. Ethical lapses, military expertise, and identity are three fault lines in the American military profession that can compromise civil-military relations (Travis, 2018). Understanding the effects, these fault lines have on civil-military affairs could potentially lead to improved relations.



Ethical lapses occur when the military experiences public revelations of ethical breakdowns such as corruption, excessive force, sexual misconduct, or incompetence (Travis, 2018). Infractions to military ethics could signal military expertise problems and could signal deeper issues within the organization (Travis, 2018). A lack of military expertise indicates problems with training and proficiency that affect the military's ability to do its job. Deeper issues concerning military identity are at the core of ethical infractions. Once military identity and values are compromised, the entire system could be threatened.

The examination of potential fault lines to ethical misconduct can reveal other issues that could be detrimental to civil-military relations. The military should continue to root out ethical misconduct through its values system, training, and accountability mechanisms. Ethical misconduct is equally damaging to the military as actions are from adversarial forces. The eroding of the military profession through internal conflict is a threat to readiness. Civil-military relations depend on trust that is maintained through positive proactive and reactionary efforts that promote moral conduct.

**Theoretical analysis.** Appreciative inquiry is a transformative theory that can be applied to military ethics. Ethical principles can be embedded in the positive core of the organization with values. A positive set of beliefs in the identity of military professionalism leads to a sense of conviction to act accordingly. The positive core of the military's disciplined nature can be combined with ethical reforms that promote the military profession. Implementing ethical principles into the positive core is a transformative strategy that could increase trust and strengthen civil-military affairs.

## **Leadership Development**

Military leaders are in special positions when they are in direct support of civil authorities. Developing leaders proficient in their political environment and advising roles enables them to better serve in their roles (Rapp, 2015). The ability to advise is heavily dependent on communication skills and interpersonal relationships (Rapp, 2015). Military advice is useless and ineffective to civilians if the proper communication channels and methods are not used.

Professional competency is a given standard that is expected when interacting with civilian authorities. The most important part of the relationship is getting the message across in any environment. The advising role should be treated as a separate skill supplemented with training in rhetoric, presentation, and mental flexibility (Rapp, 2015). Formal training on the military's advisory and support roles will better prepare military leaders for their civilian assignments. Prepared military leaders who are trained properly have a unique capability to improve and sustain productive civil-military relations.

**Theoretical analysis.** The inclusion of leadership development in civil-military relations is a deliberative part of the public policy process. Advocacy coalition framework promotes the breakdown of policy into subsystems for analysis and further policy practice. Codifying policy mechanisms that train and develop military leaders for their civil-military responsibilities demonstrates the importance and commitment to effective relations. Training and regulation for leaders are needed to support strong civil-

military relations. Public policy that supports the funding, growth, and stability of this special relationship is needed.

### **Military Culture**

Special considerations should be taken into place when military and civilian institutions work together. Civilian entities should understand the different specialties, limitations, and objectives of military thinking. The military is well trained and effective at certain skills that may not be suitable for civilian public policy solutions. Military officials assigned to assist civil authorities are more likely to advocate for political-military expansion, then civilian officials (Mauduit, 2016). Political-military expansion to solving a civil problem should only be a temporary and minimal part of an overall strategy. Civilian officials who depend on the military should be prepared to utilize their skills in a limited fashion.

Military intelligence analysts have a different set of inquisitive values than their other military professional counterparts. Civilian partners should be prepared to face probing questions when interacting with military intelligence professionals (Mauduit, 2016). The analytical nature of military intelligence promotes analysts to question judgments and assumptions in knowledge development (Mauduit, 2016). Analysts must ask the right questions critical to understanding the particular situation or problem at hand (Mauduit, 2016). Civilian partners should expect to be challenged and logically engaged when interacting with intelligence professionals.

**Theoretical analysis.** The military has certain qualities that should be considered using the appreciative inquiry theory. Civilian authorities should study military culture

and understand the thinking tendencies of these special institutions. Identifying the military's special positive core will better prepare civilian authorities for the integration of military specialties. Understanding the culture and positive core of military institutions will enable civilian authorities to better integrate their strategic advantages to meet common political objectives. The appropriate study and understanding of one's partners can lead to better cooperation. Civilian partners can maximize civil-military relations by leveraging the study of military culture.

### **Summary and Conclusions**

Military intelligence readiness has an important role in shaping and supporting democratic governance within America and the world. Maintaining operationally capable militaries that provide adequate intelligence support to the achievement of policy objectives is of great value to the public. Intelligence reforms have and continue to re-evaluate and improve intelligence policy to become more accountable and effective in democratic societies. Productive civil-military relations are the foundation that links these unique and complementary institutions together. The key variables and concepts discussed in this literature review evaluated many current themes in military, civilian, and intelligence fields of knowledge.

There are well known developed concepts within readiness, accountability, and interpersonal relations that can be attributed to this study. However, an established framework is unknown to policymakers on how to converge these two institutions to meet future endeavors. More knowledge development is needed to address the gap in the literature. This present study has contributed to the gap by exploring the integration and

roles of National Guard intelligence with civil authorities. Next, in Chapter 3, a research method was developed to plan an expansion of the knowledge gathered in the literature review.

## Chapter 3: Research Method

### **Introduction**

The purpose of this study is to define the National Guard's potential roles and examine their possible integration into the domestic Intelligence Community. Exploring key variables within military intelligence readiness and civil-military relations provided an understanding of current issues affecting the fields of study. With the information provided in the methodology section of Chapter 3, I sought to provide an experienced researcher with enough details to execute this study. This chapter will discuss the following topics: research design and rationale, the role of the researcher, participant selection, data collection, data analysis, and concerns of ethics and reliability.

### **Research Design & Rationale**

To better understand the roles and integration of the National Guard Intelligence Community into domestic intelligence operations, the following research questions were addressed:

RQ1- Qualitative: How can the Intelligence Readiness and Operational Capability of the National Guard influence and improve domestic intelligence within the U.S.?

RQ2- Qualitative: What obstacles does the National Guard face in becoming a premier component to the domestic intelligence enterprise with civil authorities in the U.S.?

The central goal of this study was to explore the National Guards' role and integration into the domestic intelligence community. The National Guard remains a

trained and competent force of intelligence professionals. The domestic intelligence community is growing and expanding throughout all levels of government. Linking the National Guard capabilities and the needs of the domestic intelligence community can be productive for both parties. Understanding how key concepts from the studies addressed in the literature review can lead to better public policy and improved public safety throughout essential government services is fundamental to this study.

I chose the case study qualitative approach to address this research problem. The case study's traditional design complements this study because it revolves around a single organization and focuses on public administration (Rudestam & Newton, 2015). All information gathered was related to the National Guard organization using multiple sources of data in the state of New York. The rationale for choosing the case study method was the need for a deep understanding of a single focus that will be supported with multiple data resources (Rudestam & Newton, 2015). The case study was exploratory in nature and supported the pursuit of a deeper understanding of the subject matter and involved variables.

### **Role of the Researcher**

The specific part chosen as the researcher was the role observer-participant. As an observer-participant, I conducted interviews with the research subjects during the data collection phase. I included questioning and other conversations between the participants and themselves to facilitate information gathering for this study. The main reason I interacted with the participants was to build a rapport and understand the study's

objectives (Patton, 2015). As an observer, I recorded the participants' responses to the interview questions and the documentation reviewer.

I entered into this study as a civilian and not as a member of the National Guard. However, my previous contributions as a captain in the National Guard may have given the appearance of an existing professional relationship. There could be four different relationship dynamics between myself and the participants due to a military rank structure and common participation. There could be the perception of a superior, subordinate, peer, or general association that could have interfered with my relationship with the participants. The goal was to have the participants perceive me as a person with common knowledge of the same organization.

All research activities were conducted personally and not on an official duty status or time. These measures were taken to dissociate myself from the military and remove any perceptions that I was using military resources. I approached and recruited candidates as a civilian student and not as a captain in the National Guard. To facilitate this impression, I dressed in civilian business attire and did not wear any military clothing or other items to identify rank. The study did not include anyone in my direct chain of command or any other special power relationships.

As a captain, I received, at a minimum, the proper courtesies in the form of the daily greetings from subordinates. No soldiers who were in the researcher's direct chain of command were asked to participate in the study. I could not exercise any general military authority because the participants were not under their chain of command. All participants included in the study were in an off-duty status. In the case of this study, I



had no direct supervision or authority over participants who ranked less than captain. There was no perceived authority over individuals who were not in the researcher's chain of command. The research was conducted in a civilian status, with the only association being a common membership within the National Guard.

## **Methodology**

### **Participant Selection Logic**

The population for this study was the National Guard intelligence professionals located in New York. Each participant had to have experience in the military intelligence profession within the National Guard. Purposeful sampling was the sampling strategy for the study. The goal was to select information-rich cases with substance that would illuminate the research questions (Patton, 2015). Purposeful sampling was justified to obtain information-rich cases that provided the ability to conduct an in-depth study on the research topic. Sampling with a purpose provided the ability to conduct judgmental selections and made it a high probability that relevant data was received.

I based the criteria for participant selection on the participant's background in military intelligence. Any type of service in the military intelligence field for at least one year qualified each participant for an interview. Participants were known to meet the criteria by completing a pre-screening process. I interviewed participants to determine the nature and length of their military intelligence service. Each participant verified their service history and acknowledged their responsibility not to share any sensitive information.

The minimal number of participants needed for this research was 12 participants. The final size of the sample was determined when redundancy was achieved. The sample size's purpose was to maximize information and only terminate when no new information is drawn from additional participants (Patton, 2015). The goal for the number of participants was to find and acquire 12-18 qualified personnel. The rationale for this number was due to participants being selected from a homogenous group. Saturation was achieved at a lower number because the participants come from similar backgrounds and experiences (Patton, 2015).

I identified candidates for participation in this study through their own personal contact lists. I developed their personal contact lists while working in the Intelligence Community. Participants were recruited through phone calls. Each candidate received a brief discussion on the purpose and procedures involved in the research. Once the participant was identified, contacted, and recruited, voluntarily data collection proceeded.

### **Instrumentation**

The interview was the primary data collection instrument used for this study. I was the primary data collection source, and acted as the interviewer and data collector. The primary mode of interviewing offered was “face-to-face” personal contact. The secondary mode of interviewing was via telephone when “face-to-face” accommodations were unfavorable for either party.

I developed a standard open-ended question interview protocol to create a substantial dialogue with the participant. I played a crucial role in establishing the sufficiency of the data received during the interview process. The interview protocol was

pre-fashioned to answer the research questions. There were instances where the interview dialogue drifted off of the research topic. In those cases, I used discernment to redirect participants to answer the research questions to maintain sufficiency.

Maintaining focus, efficiency, and effectiveness of the valuable research time was the researcher's responsibility. The interview questions were the primary instrument for data collection in this study. The development of the interview questions originated from the research questions. I refined the interview questions after conducting the literature review. During the literature review, the knowledge learned provided me with more complex variables that needed to be probed in the interview questions. The interview questions are included in Appendix A.

The validity of the answers derived from the interview questions was essential to exploring the study's purpose. Validity refers to the quality of responses received from the use of the instrument (Zumbo & Chan, 2014). I administered the interviews and listened carefully to the responses. The researcher's job was to ensure that the responses properly addressed the intent of the question. Any adjustments or clarifications were made on the spot to preserve the quality of the answers. The sufficiency of the data collection instrument was determined when the study achieved data saturation. The uniformity in the design of the interview questions enabled me to analyze the data once collected. Once saturation was attained, I concluded that the interview questions were effective at collecting data to answer the research questions.

### **Procedures for Recruitment and Data Collection**

Data was collected telephonically and the locations of the participants were all remote. The only prerequisite was that each participant interview in a semi-private area free from distractions and interrupting noise. I collected the data from each participant. As a single data collector, the consistency during the interviews was increased. The data collection period lasted for three months after IRB approval (10-22-19-0440721) was received. Individual data collection frequency was dependent on each participant's availability. The duration of all the interviews averaged 23 minutes each.

A maximum of three interviews was conducted each day. This allowed me to transcribe and prepare for the next interview. Data was recorded manually on a notepad. Once the notes were complete, I transcribed each interview on a computer word document and then saved it on a secure password protected personal computer. After each interview, I debriefed the participants by describing the interview's general themes back to them to ensure accuracy. When needed, I contacted a participant to make any needed clarifications as they transcribed the notes to Microsoft Word.

### **Data Analysis Plan**

Data collected from the interviews were aligned to each research question. Answers from the interviews aligned naturally with the research questions because of the open question design. The type of coding method utilized was summative content analysis. This type of coding began with identifying keywords before and during data analysis. The codes were derived from myself and the studies found in the literature review (Hsieh & Shannon, 2005). I began the data analysis by decoding the data. This

entailed a reflection on the meaning of the themes developed in the research questions and literature review (Saldana, 2013). I then encoded the data by labeling and linking the text concisely (Saldana, 2013). Codes derived from the analysis provided me with valuable information and further exploration of the research topics.

### **Issues of Trustworthiness**

#### **Credibility**

The researcher's responsibility was to ensure that appropriate procedures were in place to guarantee this study's trustworthiness. Research can be of little value to anyone without trustworthiness addressed in the research (Elo et al., 2014). Credibility, transferability, dependability, and confirmability are all factors that affect trustworthiness. I addressed each issue to make the research was stronger and a more reliable contribution to the scientific community.

Triangulation in qualitative inquiry is used to establish credibility by gathering and analyzing multiple perspectives, diverse sources of data, and alternate frameworks during analysis (Patton, 2015). This study collected data from National Guard intelligence analysts from a wide spectrum of maturity, experience, and responsibility within the organization. I used other data sources, such as laws, regulations, and policies, as diversified data. The use of multiple theoretical frameworks, such as the advocacy coalition framework and appreciative inquiry, provided multiple approaches for analyzing the research questions and research problem.

### **Transferability**

Developing transferability within this study enhanced the reader's ability to apply the findings and recommendations to other similar situations. Transferability addresses the generalization of terms for case-to-case transfer (Patton, 2015). The purposeful sampling strategy employed in this case study provided a clear framework for choosing participants that can be applied to other cases. The choice of a military organization and the intelligence profession generally enables transferability to similar situations.

### **Dependability and Conformability**

Ensuring dependability and conformability of scholarly work is a rigorous process. The researcher is responsible for ensuring that the inquiry process is dependable throughout (Patton, 2015). In this study, I ensured that the research was executed and presented in a logical, traceable, and documented manner (Patton, 2015). Conformability is concerned with ensuring that data and interpretations of an inquiry are linked to the data in discernible ways (Patton, 2015). A specific link was created that can be used to trace the data results to the study's findings. Addressing the concerns of dependability and conformability throughout this study increased its trustworthiness.

I used a standard interview protocol for every participant to explore the research questions. Each interview was recorded manually, transcribed to Microsoft Word, and loaded into Microsoft Excel for coding and analysis. The Microsoft suite of programs also provided an audit trail that allowed me to conduct a trace analysis of the data inputs provided during the interviews. At any time, any recipient of the research documentation can follow the design of research in a coherent pattern. All research findings and

conclusions were derived from data sources documented in the Microsoft Suite of programs.

### **Ethical Procedures**

Protecting research participants' rights and welfare was the researcher's top priority when conducting this qualitative research project. Producing research that followed ethical guidelines requires careful planning, approvals, and supervision throughout the study. All the necessary precautions and protections were implemented to maintain an ethical case study. The institutional review board approved the proper permissions and agreements before any research was conducted.

There were no agreements used or needed from an outside organization to gain access to potential participants and data. Access to participants was established through private contact information and networking. Written consent in the form of e-mail was used as a written agreement between myself and the participant. All data used in this study was derived from public online sources. Public policy documents such as laws and regulations were referenced from official government websites available to the public.

There was no recruitment of vulnerable populations. Personnel with a military background and affiliation were recruited in their non-official civilian capacities. There was no use of coercion or subordination to the participants as they were not on any official duty. No rank structure or other military organizational norms were used or acknowledged during the study. Each participant took part in this study as a private citizen using their personal time and agenda. There were no organizational ties asserted, and each participant volunteered freely at their own will. All participants were allowed

the option to withdraw from the study and have their data deleted at any time if they so desired. No participants expressed such a desire at any time during the study.

The research conducted did not have any formal association with the National Guard to maintain the study's independence. Participants' personal, identifiable information was kept confidential. Data storage was password protected on a personal laptop computer and only accessible to this study's researcher. The participants' personally identifiable data was destroyed through deletion and shredding at the conclusion of the study. All identifiable data derived from a participant was displayed anonymously, losing anyone's ability to track down who the participant was.

### **Summary**

In this study, the researcher's roles as participant-observer made them responsible for the study's outcome. I described all the corrective and precautionary measures taken to conduct practical scholarly research. In the methodology chapter, I described how they elected and probed intelligence analysts with interview questions to collect data. The triangulation method was used to strengthen the study through multiple sources of data and research techniques. Then, I used Microsoft Excel and Word software to analyze the data and provide a record for verification. Finally, I discussed how they worked through and gained approval from the institutional review board to protect the participants from unethical conditions. In Chapter 4, I will review the data collected from this study in detail.



## Chapter 4: Results

### **Introduction**

The purpose of the study was to explore the National Guard's potential roles and integration into the domestic Intelligence Community. Research questions were developed to draw new information on key concepts identified in the literature review. Interview questions were designed to probe participants into describing their personal experiences as intelligence professionals. The exploration into each participant's experiences produced data results that expounded upon topics within the study. The main research questions were:

RQ1- Qualitative: How can the Intelligence Readiness and Operational Capability of the National Guard influence and improve domestic intelligence within the United States?

RQ2- Qualitative: What obstacles does the National Guard face in becoming a premier component to the domestic intelligence enterprise with civil authorities in the United States?

In Chapter 4, I present the participant's demographics and data collection information. Next, the data, which was analyzed into coded units that provided the development of categories and themes of the study's topics, is discussed. Then, evidence of trustworthiness will be examined to report on credibility, transferability, dependability, and confirmability concerns discussed in Chapter 3 of the study. Finally, the data results will be presented into themes that are discussed and summarized to answer the research questions.

### **Setting**

All participants who consented to the research were scheduled to conduct a telephonic interview with me. The interviews were not in person. The location varied and was dependent on the personal choice of each participant. The telephonic setting allowed participants to decide on the time and location of their interview, allowing participants to interview under whatever conditions they felt appropriate. The influence of personal choice can lead the participants to be more comfortable and open during the interviews (Novick, 2008).

The organizational conditions for the participants were minimal. Participants volunteered their personal time and were not under the influence or pressure from the National Guard. No official time or assets of the National Guard were used during the study. No personally identifiable data was recorded nor included in the study. The identities of the participants are kept confidential. The freedom from association to the National Guard and confidentiality of personally identifiable information contributed to the participants contributing without any concerns of an appraisal.

### **Demographics**

I recruited a diverse, predominantly male, group of participants. I was able to acquire a total of 12 participants to interview. The participants that contributed were mostly men who had executive-level leadership experience in the National Guard. Potential biases may be present in the study's results due to a predominately male presence within the group of participants. All participants met the minimum requirement of having spent 1 year in military intelligence service. The average amount of

intelligence experience between all the participants was 13 years. The demographics represent a fairly equal distribution in all fields except gender. The demographics of the participants are detailed in Table 1 below.

Table 1

*Participants Demographics*

| Participants | Gender | Leadership Level  | Years of Experience |
|--------------|--------|-------------------|---------------------|
| P-1          | M      | Senior Executive  | 12                  |
| P-2          | M      | Junior Executive  | 7                   |
| P-3          | M      | Senior Executive  | 29                  |
| P-4          | M      | Junior Management | 6                   |
| P-5          | M      | Senior Management | 10                  |
| P-6          | M      | Senior Management | 8                   |
| P-7          | M      | Junior Management | 25                  |
| P-8          | M      | Senior Executive  | 7                   |
| P-9          | M      | Senior Executive  | 17                  |
| P-10         | F      | Junior Executive  | 10                  |
| P-11         | M      | Senior Executive  | 14                  |
| P-12         | M      | Junior Executive  | 6                   |

### **Data Collection**

Twelve participants contributed to this study. Each participant provided me with a telephonic interview at an agreed-upon time and location of their preference. The interviews began in December 2019 and ended in May 2020. A one-time interview was conducted with each participant. The average interview was 23 minutes long, and data was recorded manually by notetaking. At the end of each interview, I gave the participants a brief summary of the interview for verification. Finally, all interview notes were transferred to a computer for digital transcription using Microsoft Word.

All interviews followed the protocol presented in Chapter 3 except for instrumentation delivery. The only variation and unusual circumstance presented was that no participants elected to do a face to face interview. Maintaining social distances during the worldwide coronavirus pandemic was of great importance (Lammers, Crusius, & Gast, 2020). All participants elected to contribute to this study through telephonic interviews, which was the secondary data collection method. Both the participants and I were reluctant to do face-to-face interviews due to associated risks.

### **Data Analysis**

Interview data were reviewed from each participant to clarify ideals, patterns, and keywords for codification. Codes were developed from the answers and discussion that each participant expressed during the interview. I codified the interview data by reviewing the content for key concepts and significant findings. I then labeled the codes with titles that best represented the content. The coded units that emerged were then categorized in a descriptive summary. The categories that emerged allowed me to group each participant into a theme. Each theme represents a descriptive summary that provides a larger illustration from each participant's answers to the interview questions. The themes that emerged included training and performance, intelligence support, civil-military relations, integration, and reform. Each theme is defined and described in detail below.

## **Training and Performance**

Training and performance emerged as a theme that highlighted the importance of proper preparation in maintaining an acceptable level of readiness and overall intelligence personnel effectiveness. Six participants fell into this theme. Direct relationships with other data were developed as a category to group the following codes. The codes that emerged describe direct correlations between training and operations, warfighting skills to domestic operational skills, and readiness training. Participants P-11 and P-10 emphasized that intelligence soldiers' traditional classroom training through memorizing doctrine and analytical tools is limiting. They both recommended the implementation of current operations and live exercise training to improve readiness for intelligence soldiers. Participant P-8 stated that “a crosswalk or transition of warfighting skills to domestic environment applications is essential to intelligence soldiers being successful in domestic operations.” Similarly, participants P-3, P-1, P-6, and P-7 stressed the direct relationship between an increase of effective training and an increase of intelligence soldiers' performance.

Needed modifications to training developed as a category were participants made suggestions towards improving intelligence soldiers' readiness and performance. Four participants fell into this theme. The codes that supported this category included time management, current domestic operations, and situational awareness. Participants P-5, P-6, and P-12 highlighted the need for continuous and ongoing training to maintain a high proficiency level. Similarly, participant P-9 suggested that “an increase of situational awareness is needed at multiple levels of intelligence doctrine and activities within the

joint levels of the armed forces and the intelligence community.” A greater understanding of what other intelligence partners are doing can give additional perspective and insight to other intelligence soldiers.

### **Intelligence Support**

The theme of intelligence support explored ways in which intelligence personnel can assist civil authorities. All participants fell into the support of this theme. Qualities emerged as a category that described many talents and abilities that National Guard intelligence personnel maintain that can be useful to civil authorities. The codes found in the qualities theme included skills such as teaching, critical thinking, planning, communications, and information technology. Participant P-11 stated that “National Guardsmen are highly specialized in the intelligence profession and have the ability to transfer these skills through the training of other partners.” Participant P-1 stated that “intelligence professionals in the National Guard are well trained in critical thinking, research skills, and other various analytical skills.”

The codes that emerged from the role’s category described potential jobs for national guard intelligence personnel to fulfill. The participants discussed roles like analysts, support staff, consultants, equipment operators, and equipment. Participants P-1, P-10, and P-6 all emphasized the value that intelligence professionals can contribute to information technology areas. Specifically, analytical tools, geo-spatial tools, and information technology sharing platforms that civil authorities can leverage.

### **Civil-Military Relations**

The theme of civil-military relations described the current status of relationships with NG intelligence personnel and civil authorities. Positive roles emerged as a category due to the participants' descriptions of National Guardsmen and civil authorities working together regularly towards similar goals. Four participants fell into this category. Codes emerged from positive roles due to the participants' descriptions of different cooperation levels and the qualities of an effective relationship. Participants P-11, P-8, and P-6 all agreed that there is an established and effective existent relationship between the National Guardsmen and civil authorities. For example, participant P-1 highlighted that the military has a good liaison relationship with civil authorities. To support this, participant P-1 stated that "the military serves an important support role in fulfilling the gaps of civil authorities by providing knowledge and other resource allocations".

The second category of themes that emerged was related to the areas of improvement that civil-military relations require. Five participants fell into this category. The areas of improvement codes described problems that civil authorities and the National Guard need to address in their relationship. Participants P-9, P-12, P-4, and P-7 all described the general relationship civil-military relationship as minimal, insufficient, and lacking. Specifically, participant P-4 stated that "the relationship is in its infancy stage which causes the military to be underutilized." Participant P-1 described the relations as "being plagued with outdated laws that the government to prevent abuse and

promote proper use...these laws have created a large bureaucratic system responsible for prolonging military action and preventing practical assistance and intervention.”

### **Integration**

The theme of integration summarized the concerns of intelligence personnel working together with civil authorities. Bureaucracy emerged as a category where the decision-making processes were governmental. Five participants fell into this category. The codes that arose included legalization, authorizations, sharing information, intelligence oversight, and time consumption. Participants P-11, P-3, and P-12 believed bureaucracy was a reason for the lack of integration between military and civil authorities. For example, participant P-3 described the system of bureaucracy as “time consuming and requiring too many legal checks and balances to be effective.” Intelligence oversight was cited by participants P-8, P-3, P-6, and P-7 as being a significant contributor to the lack of integration between intelligence professionals and civil authorities. These participants described intelligence oversight policy as inconsistent, unclear, misleading, restrictive, convoluted, and open to too many variances in interpretation.

Interpersonal relations arose as a category that summarized the challenges of human nature and social interactions. Four participants fell into this category. The codes contained in this category included egos, conflict of interests, competition, trust barriers, and respect. Participant P-1 stated that “there are trust barriers between civil authorities, especially police, that makes them reluctant to share information.” Participant P-12 stated that “there is competition and conflicts of interest when military and civil



authorities attempt to collaborate.” Participants P-10 and P-7 both describe civil-military relationships as having conflicts in egos and organizational culture.

### **Reform**

The theme of reform emerged from participants' recommendations on how to possibly improve or resolve some of the study's issues. Training emerged as a category that summarized the need for improvements in civil-military relations. Six participants fell into this category. Codes that supported training included reforms in curriculum, time management, and agreements. Participants P-11, P-1, P-2, and P-6 provided recommendations for improvement in the area of training. Participant P-11 stated that “training in the National Guard should focus more on domestic intelligence rather than foreign intelligence because of the National Guards special mission to defend the homeland.” Participants P-01 and P-02 both recommended that civil authorities participate in training on the existing civil-military relationships and the National Guard’s capabilities.

Re-organization emerged as a category with codes that included developing new units, information technology infrastructure, public policy, and partnerships. Three participants fell into this category. Participant P-5 and P-4 both recommended that the National Guard create specialized intelligence units solely focus on domestic intelligence and supporting civil authorities. Participant P-8 recommended creating a new data-sharing information technology infrastructure, where intelligence professionals and civil authorities can communicate on a common platform. Participant P-3 stated that

“domestic intelligence is in need of a universally and generally accepted policy and definition of intelligence oversight and posse comitatus across all levels of government.”

**Discrepant cases.** The only cases of data that demonstrated some discrepancies were within the civil-military relations theme. The categories of positive roles and areas of improvement contained some conflicting information. Some of the experiences and opinions of the participants on civil-military relations varied. A few participants (e.g., P-1, P-8, and P-5) discussed positive civil-military relations scenarios, and others described deficiencies and areas of needed improvements. The deficiencies of the relationship far outweighed any positive characteristics described by the participants. These items were factored into the study as separate and important issues. Both points of view were analyzed and presented with the results and interpretations of the study.

### **Evidence of Trustworthiness**

#### **Credibility**

Maintaining the study's credibility is important to the usefulness of the data results (Patton, 2015). I implemented measures of triangulation to increase the study's credibility. I achieved triangulation through interviewing a mixed group of participants, references of several public policy documents, and data analysis with two theoretical frameworks. The participants formed a group of diverse intelligence professionals with multiple experiences, responsibilities, and service times. I provided each participant with a back brief of their interview data to ensure the data collected reflected their positions. Multiple data references, like laws, regulations, and policies, provided background, and established the study's existing parameters. I used appreciative inquiry and advocacy

coalition are two alternate frameworks used to analyze and strengthen the study's credibility. The use of an alternate framework in analysis can either expand upon or fulfill an area where one framework was unsuitable or insufficient on expounding upon.

### **Transferability**

The ability to transfer and apply the study results is high due to the purposeful sampling strategy that I implemented. I chose all of the participants based on their specific skill sets and military affiliation. The verification of the participants' qualifications as an intelligence professional, leadership level, and years of experience contributed to the strategy. Each participant's characteristics were expressed in the above sections to clearly identify and represent them in the study. The researcher's implementation of the purposeful sampling strategy allowed the findings and recommendations to be appropriately transferred to other cases involving similar groups.

### **Dependability and Confirmability**

The study's dependability and confirmability can be traced to the rigorous measures taken in this scholarly work. The data's dependability is reliable as each participant affirmed the contents of the notes taken after each interview. Each participant was given a brief at the end of the interview to verify that the information collected represented their personal view. The research achieved confirmability through documenting neutrality in data records. The researcher's perspective was distinguishable from the ideas presented in the interviews of each participant. All interview data was documented digitally and the data analyzed in a traceable way to distinguish the

participants beliefs from the researcher's beliefs. The ability to confirm the study's data is possible as all procedures were well recorded throughout the entire process.

## **Results**

### **Research Question 1**

How can the Intelligence Readiness and Operational Capability of the National Guard influence and improve domestic intelligence within the U.S.?

**Training and Performance.** Participant data suggested that intelligence readiness is dependent on doctrine and training. For example, participant P-1 stated that “doctrine guides training and training enhances readiness.” Participants identified a direct correlation to training and intelligence readiness. The ability for intelligence professionals to be effective when called upon is dependent on the quality of their training. The study found that training should incorporate current domestic operational scenarios. A participant recommended that effective training needs to be combined with live exercises in the domestic environment. Participants P-11 and P-10 stated that “current operations training is essential to the professional development of intelligence soldiers.” Participants suggested that doctrine be updated to reflect the practical application of intelligence skills to the domestic environment. Intelligence professionals can influence domestic operations by updating doctrine and training suit the needs of civil authorities in the U.S.

**Intelligence Support.** The study showed data on how intelligence professionals can improve domestic operations. The data affirmed that National Guard intelligence professionals maintain significant qualities that can be leveraged to support civil

authorities. Collectively participants stated that National Guard intelligence professionals are competent critical thinkers, trainers, planners, communicators, and proficient in intelligence-based information technologies. Participant P-9 stated that “National Guard intelligence soldiers are capable of backfilling the budget and specialty constraints of civil authorities.”

Potential roles emerged for intelligence personnel from the participants’ data. Intelligence personnel could participate as analysts, consultants, support staff, equipment operators, and leasers. Participant P-1 suggested that “National Guard intelligence analysts could bring new ideals and techniques to assist law enforcement in making advances in criminal cold case files.” All these qualities and roles can support civil authorities as a force multiplier in different domestic operations scenarios.

## **Research Question 2**

What obstacles does the National Guard face in becoming a premier component to the domestic intelligence enterprise with civil authorities in the U.S.?

**Civil-military Relations.** The data presented difficulties that can present an obstacle within civil-military relations. Discrepant cases emerged in the data as some participants focused on the areas of needed improvement versus emphasizing successful cases. Participant data described the relationship with some civil authorities as minimal in some areas and non-existent in others. Participant P-4 described civil-military relations as being “underutilized and in its infancy stage.” Data suggested that trust issues and resistance to share information exist in civil-military relations. Participant P-4

accredited this phenomenon to the potential of unauthorized disclosure of national security information.

Other participant data point to the existence of established positive relations with civil authorities. Special programs such as the Counter Drug and Civil Support Teams are cited as an example. Participant P-5 imparted that Joint Task Forces and Fusion Centers are proven examples of cooperative civil-military groups. While there are a few good examples of National Guardsmen working with civil authorities, there remains a large opportunity for improvement and expansion. Addressing these obstacles could directly improve civil-military relations in domestic intelligence applications.

**Integration.** The study identified bureaucracy and interpersonal issues as obstacles for intelligence personnel's integration with civil authorities. Participants P-10, P-5, and P-4 all attributed the lack of funding for intelligence support programs as the main obstacle preventing intelligence personnel from augmenting civil authorities. Participant P-11 stated that "the navigation of government processes and authorizations such as those involved with intelligence oversight can prolong intelligence activities and reduce mission effectiveness due to tardiness." The authorizations process involved in intelligence oversight were found to be too time-consuming to be efficient. Participant P-08 described the legal deliberations involved in conducting intelligence oversight as a long process that was unnecessarily complex.

Interpersonal issues arose as an obstacle to integration. Participants P-1, P-7, and P-10 felt that civil authorities' reluctance to share information and cooperate with the National Guard was due to lack of trust, personality conflicts, and competing egos.

Participant P-10 stated that “a competitive environment prevents full cooperation in civil-military relations.” Participant P-12 attributed an obstacle of integration being due to the lack of previously established lines of communication. This deficiency results in delays when military and civil authorities have to collaborate. The participants identified social and organizational dynamics as potential issues with integration.

**Reform.** Participants made suggestions to improve civil-military relations in domestic intelligence operations. Two areas the participants identified as needing reforms were training and organization. Improvements identified in training included longer training periods, a domestically focused curriculum, and cross-training with civil authorities. Participant P-9 stated that “comprehensive training between intelligence professionals and civil authorities is needed before a catastrophic event occurs.” These improvements emerged in the data as possible ways intelligence personnel can be prepared and specialized in collaborating successfully with civil authorities.

Changes to public policy were recommended in the data to change some parts of the National Guard’s organization. Participants recommended that the National Guard create intelligence units that solely specialize in domestic operations and assisting civil authorities. Participant P-5 stated that “specialized domestic intelligence units would provide the highest levels of readiness in support of civil authorities when called upon”. The data recommended that new partnerships and alliances be developed in support of civil authorities. Participant P-8 suggested that specialized information technology infrastructure be designed to support information sharing within civil authorities for domestic intelligence operations. Also, the update of intelligence oversight laws was

promoted by most participants. Participant P-3 stressed that a common interpretation of posse comitatus and a universal application of intelligence oversight laws is a critical need.

### **Summary**

The participants' descriptions showed that National Guard intelligence personnel could integrate, influence, and improve domestic intelligence within the U.S.

Recommendations emerged on ways to improve readiness and the effectiveness of intelligence support to civil authorities. The participants identified complementary qualities and specific roles for intelligence personnel in support of domestic operations. The participants identified changes to training and the leveraging of National Guard specializations as ways intelligence personnel can assist in domestic operations.

The participants identified several complications that would stop the National Guard from becoming the premier intelligence support solution for domestic operations. Problem areas and successful examples of cooperation in civil-military relations were identified. Governmental bureaucracy and interpersonal group dynamics were responsible for difficulties in integrating intelligence personnel with civil authorities. Finally, the participants identified areas of reform needed in training, organization structure, and public policy. In Chapter 5, the interpretations of the findings and implications will be discussed.



## Chapter 5: Discussion, Conclusions, and Recommendations

### **Introduction**

The purpose of this study was to define the National Guard's potential roles and examine their possible integration into the domestic intelligence community. This study was qualitative and exploratory. Data was derived from intelligence professionals with experience and prior service in the National Guard. Advocacy coalition framework and appreciative inquiry were the theoretical frameworks used to analyze the data and promote public policy change. Exploring this knowledge gap promoted the resourcefulness and availability of additional intelligence resources for domestic purposes. Understanding National Guard intelligence utilization, possible barriers to that use, and relationships with civil authorities have led to findings that support the enrichment of the domestic intelligence enterprise in the U.S.

Key findings of the study emphasized the importance of current and operationally focused training on military readiness. The quality and relevance of trainings were directly linked to improved readiness and performance. This study identified many desirable qualities and potential support roles that National Guard intelligence professionals could assist civil authorities. Bureaucratic obstacles and interpersonal conflicts were identified as objects that complicate civil-military relations and hinder integration. Finally, reform recommendations were made in training and policy areas that could improve readiness and promote integration.

## **Interpretation of the Findings**

### **Training and Performance**

Principles of training found within the sustainment readiness model, described in the literature review, were supported by this study's findings. This study confirmed the imperative and inseparable nature of training to readiness. Foster (2016) emphasized the high level of proficient training needed for units to maintain a respectable level of readiness. Participants P-3, P-1, P-6, and P-7 likewise stressed that effective training is needed to increase and maintain intelligence readiness. Findings in this study also confirmed Neag's (2018) recommendation that current risks and emerging threats must drive new military doctrine. Participants P-11 and P-10 also proposed that doctrine be updated to reflect intelligence applications to situations within the current domestic environment.

This study extended the knowledge within the discipline by specifically making two suggestions that defined what proficient training is regarding intelligence readiness. The study found that live exercise training and a current domestic operational focus area are crucial components to National Guard intelligence readiness in the domestic environment. The training and performance findings of this study were aligned with key concepts found in the literature review. There was no disconfirming knowledge in the research findings compared with research that was discussed in the literature review.

### **Intelligence Support**

The findings within intelligence support confirmed and extended the knowledge found in the operational capability section of the literature review. Studies in the

literature review highlighted some existing roles and programs where National Guard intelligence personnel were currently assisting civil authorities. For example, successful programs such as civil support teams, the counter-drug program, and border security operations were cited in numerous studies. Findings in research on intelligence support confirm that there are possible roles, such as analysts, consultants, support staff, equipment operators, and leasers, that the National Guard could do domestically. All the roles described in the findings were aligned with current civil support operations.

Knowledge was extended in the study's finding by emphasizing qualities and not just roles. Defining roles is restrictive as they pertain to a specific job description. This study found that National Guard intelligence soldiers are competent critical thinkers, trainers, planners, communicators, and proficient in intelligence-based information technologies. These qualities can be applied to in a number of new roles within domestic operations. The information supplied by this study's participants revealed that the qualities and skills that intelligence personnel have are flexible and could potentially fulfill various new roles.

A disconfirming case was found between the study's findings on intelligence support and the literature review's partnerships section. Dilanian and Akiwowo (2016) emphasized the Army's need for logistical and other expertise to fulfill required shortfalls within the force. In contrast, participant P-9 found that intelligence soldiers can backfill the budget and specialty constraints of civil authorities. One case highlights the military's support needs while participant data confirmed the military's ability to augment and support the shortfalls of civil authorities.

## **Civil-Military Relations**

Findings within the study confirmed that there are trust and other interpersonal dynamics that complicate civil-military relations. Donnithorne (2017) explained that a high level of trust reduces insecurities and improves the quality of interpersonal exchanges within civil authorities. Likewise, participant P-1 stated that trust barriers exist in civil-military relations, making both parties reluctant to share information. The study and literature review both found and confirmed that the military has a special role in providing expert advice to their civilian counterparts. Donnithorne (2017) used the principle-agent theory to explain how military advisors provide much-needed knowledge to their civil principals. Participants P-11, P-08, and P-1 described an effective existent relationship between civil authorities and military officials. Participants described a relationship where the military is providing expert knowledge to civil authorities.

This study's results expanded the knowledge in the discipline by identifying longstanding ineffective policy as a root cause for civil-military relation barriers and breakdowns. Participant data suggested outdated laws as a contributing factor for hindering military intervention in civil support operations. Findings in the literature review did not focus on public policy failures but rather on interpersonal issues. Findings within civil-military relations of this study did not disconfirm any knowledge derived from the literature review.

## **Integration**

Bureaucratic processes found in the study and the literature review prevent the successful augmentation of civil authorities' intelligence services. Participant P-11

confirmed that the navigation of government processes and authorizations prolongs intelligence activities, ultimately rendering time-sensitive services useless. Wegge (2017) also described how excessive bureaucratic and reporting procedures are too ridged and cumbersome for effective intelligence services.

Cultural conflicts arose as a finding under the interpersonal issues section of the study. This finding confirmed what was found in the studies that were discussed in the military culture section of the literature review. Maudit (2016) advised that military intelligence analysts have a set of inquisitive values and ask probing questions critical to the analysis. These sets of values could cause conflict with civil authorities that may only expect silent servitude from their military counterparts. Participant data demonstrated that differences in attitudes and norms could hamper progress within civil-military relations. There were no disconfirmations or extensions of knowledge in this area of findings.

### **Reform**

The findings of the study confirm that specialized joint training is required to improve civil-military relations. Participant P-9 stressed that comprehensive geographically focused training is needed between intelligence professionals and civil authorities before a qualifying event occurs where they will be forced to work together. Foster (2016) also highlighted the need for fine-tuned training between partners specific to the environment to build proficiency and trust before a need to operate arises. The findings within the area of training reform did not disconfirm any knowledge found in the literature review. The findings of the study did extend knowledge by emphasizing time

management. The participant data results revealed the importance of additional training time as a need for military intelligence National Guardsmen. Generally, participants were concerned that the National Guard's part-time reserve component model was not enough time to train with their civil partners on domestic operations.

The study's findings did not confirm or disconfirm any knowledge found in the literature review concerning organizational reform. However, the study did extend knowledge in the discipline area of organizational reform. Participant data recommended that public policy be updated in the area of intelligence oversight. One improvement recommended by participant data was to revise and update intelligence oversight public policy. The goals of the policy revisions are to remove and reduce lengthy authorizations processes, increase practicality, and to reduce vagueness within the laws. Specifically, participants desired an updated revision of posse comitatus for all of the government to follow. The second participant data expanded knowledge in organizational reform, where participants reported the need to create special National Guard intelligence units whose sole focus would be to provide domestic intelligence. The participants in this study felt that these specialized units should receive the proper training and relationships required to augment civil authorities as needed.

### **Advocacy coalition framework**

**Training and performance.** Analyzing training and performance within the advocacy coalition framework theory provides new knowledge towards meaningful policy change. The mission of the National Guard is unique concerning its responsibilities in the domestic environment. A core belief of the National Guard's belief

system revolves around its official motto, “Always Ready, Always There.” The latter part of the motto focuses on its domestic responsibilities to serve and protect the homeland. This core belief system needs to be reinforced and leveraged into supporting a domestically focused training agenda for military intelligence personnel. An update and revision to the National Guard intelligence personnel training policy can prepare them to operate more effectively with their civil partners.

**Reform.** The re-organization of intelligence units and the revision of intelligence policy can be improved upon by using the advocacy coalition framework lenses. The formation of domestic intelligence units can impact safety and security services in the public sector. Specialized domestic intelligence units would expand the territorial scope of units that previously focused on foreign intelligence. Their civil partners can bestow additional confidence by maintaining a dedicated intelligence force for their sole purpose and needs.

The revision of intelligence oversight policy is needed according to participant data. Breaking down the beliefs and special interests behind the reasons for such a stringent intelligence oversight policy is the beginning of policy change. The participants in this study felt that the core beliefs of the coalitions that formed a ridged intelligence policy must be addressed. The political climate has changed greatly since the inception of intelligence oversight laws. According to polls, the armed forces are now the highest trusted profession (“Confidence,” 2016, p.1). The negative impacts of outdated intelligence oversight policy have far outweighed the original intent of the policy.

Understanding the rationale behind the policy and the formations that resulted is necessary for effective policy reform of intelligence oversight policy.

**Integration.** Participant data cited government bureaucracy as an obstacle for intelligence personnel integration with civil authorities. Analyzing the subsystems of bureaucratic obstacles using the advocacy coalition framework could bring a new approach to dealing with these issues. The lack of resources and excessive authorizations were attributed to as preventing military intelligence augmentation of civil authorities. Understanding the prioritization and reasoning behind policymakers not funding intelligence units needed. Mapping of the authorizations processes that stall intelligence activities must be analyzed further. Understanding and fulfilling the purpose behind authorizations can lead to consolidation or even the elimination of some approvals processes.

### **Appreciative inquiry**

**Civil-military relations.** Applying appreciative inquiry theory to civil-military relations can improve relations with little to no additional resources. Participant data identified existing relationships where the military is currently working together with civil authorities. The partnerships found within the Counter Drug and Civil Support Team programs are assets already found within the organization. Policymakers can begin to analyze the positive relations that already exist to improve and expand civil-military relations in other needed fields. Focusing on the positive core with existing programs is a resource-rich point to begin progress towards new programs.



**Intelligence support.** Participant data focused on exploiting the social capital found within intelligence soldiers of the National Guard. Taking advantage of the skills found already within the organization aligns with the Appreciate Inquiry theory. Participant data focused on the skill sets and abilities intelligence soldiers already have to offer to civil authorities—the skill sets identified need to be recognized as the positive core and beginning of any policy change. Using the leverage and talent already found in the organization is the best way to begin solving the problems and envisioning the desired end state.

### **Limitations of the Study**

A limitation of the study that arose was the lack of female participants. Only one female was successfully recruited and participated in the study. The transferability of the findings could be affected due to the data being derived mostly from males. The presence of nearly all male participants in the study makes it vulnerable to male biases. The lack of female participants could result in the findings being skewed to only favoring a male's perspective or agenda. A study provided evidence that men and women do not share the same perceptions of gender equality in science and their opposing perceptions are fairly consistent (Garcia-Gonzalez, 2019). As the researcher and former intelligence professional, the researcher's personal biases could also affect the interpretation of the finding. For these reasons, a strict protocol was followed in recording and presenting participant data. A limitation of the study was the exploratory nature of the findings. Another limitation of the study was the lack of input by civil authorities.

### **Recommendations**

A recommendation for further research is to conduct interviews and data collection to understand civil authorities and female participants' perspectives and beliefs. There was a lack of perspective in this study from civil authorities who work in safety and security areas. Further research is needed to understand the social dynamics of civil-military relations, especially in intelligence affairs. Another recommendation is the inclusion of more females in the study as participants. Women have a perspective of equal importance as men and should be sought out more aggressively in further research.

The literature review revealed a problem that needs to be solved, but the findings were only aspirational and exploratory. Due to the study's exploratory nature, more research is needed to continue the growth of knowledge in military participation in domestic intelligence activities. Further research is needed to explore and solidify more practical solutions for policy change. There were not many solutions or dialogue towards fixing the problem found in the literature review. The problem was advocated primarily by military intelligence professionals, and more information is needed from civil authorities.

### **Implications**

The implications of effective intelligence services for public security and safety has many positive social change impacts at various levels. The government's first obligation to its citizens is to provide safety and security. Intelligence is an essential public service that policymakers and public policy practitioners need in order to make the best decision possible in their field. Improving intelligence training programs within the

National Guard will provide more specialized intelligence soldiers available to assist and serve civil authorities in providing essential services. Implementing domestically focused training into practice will improve and yield higher levels of readiness for domestic operations.

Essential services in areas of safety and security are needed for society to function properly. Individuals and families cannot have liberty or pursuit of happiness if they are in constant fear or threat of danger regarding their basic social and economic needs. Working towards resolving the conflicts and barriers identified within civil-military relations can improve organizational and individual ties. Practice in joint training and group dynamics is needed to work out the inefficiencies and breakdown trust barriers. Revised and updated intelligence policy can provide the mechanisms that allow for improved civil-military relations. Better relations provide better services for all stakeholders involved in the production and benefits of domestic intelligence.

Advocacy coalition framework and appreciative inquiry theories both provided a path to analyzing and responding to this problem set. The frameworks challenged the policy sub-systems and focused on the positive core, respectively. These theories provided an avenue of approach needed to generate new ideas to support positive social change. The frameworks were able to extract elements needed to begin talks of positive social public change in domestic intelligence.

### **Conclusion**

National Guard intelligence professionals have a unique set of skills that can be capitalized upon within domestic operations. Civil authorities have only begun to tap

into the intelligence resources they have in their own states and territories. A reluctance to extract these resources can be attributed to fears of abuse, longstanding policy, and incompetence in approaching the problem. This study probed for new knowledge in the pursuit of civil-military integration and maximum utilization of intelligence National Guardsmen under the law for domestic purposes. The strengthening of civil-military relations and intelligence policy reform were indicated as keys to begin addressing the problem presented. The exploration and findings through the theoretical frameworks revealed avenues of approach for hope and positive change for domestic intelligence in the public's best interest. However, there is much more research needed, education, government persuasion, and influence of public opinion that needs to be done.

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## Appendix A: Interview Questions

1. What kind of training qualifies you to be an intelligence professional?
2. How much operational experience do you have as an intelligence professional?
3. How does doctrine and training relate to intelligence readiness?
4. How would you describe the National Guards current relationship with civil authorities?
5. What has been your experiences working with civil authorities at the federal, state, or local levels?
6. Can intelligence professionals bring value to civil authorities at the federal, state, or local levels?
7. Are there any potential or future roles the National Guard can support civil authorities?
8. Are there some obstacles or barriers that hinder their relationship?
9. Does intelligence oversight effect this relationship?
10. How can intelligence reform make a difference in civil-military relations?