



Office of the Secretary of Defense
Reserve Forces Policy Board
Quarterly Meeting Minutes
Wednesday, December 11, 2019
Pentagon Room 3E863



Members

1. Major General Arnold Punaro, USMCR (Ret), Chairman, Reserve Forces Policy Board (RFPB)
2. Ms. Sid Ashworth, Nominated
3. Mr. Brett Lambert, Managing Partner of The Densmore Group, LLC
4. Sergeant Major Michael Lewis, ARNG, Senior Enlisted Advisor, RFPB (Non-Voting)
5. Ms. Laura McAleer, Nominated
6. Rear Admiral Andrew McKinley, Deputy Commandant for Operations, USCGR
7. Major General Timothy Orr, ARNG (Ret)
8. Major General Blake Ortner, ARNG, Military Executive, RFPB (Non-voting)
9. Major General Matthew T. Quinn, ARNG, The Adjutant General, Montana National Guard, Nominated
10. Lieutenant General Charles Stenner, USAFR (Ret)
11. Major General Marty Umbarger, ARNG (Ret)
12. Rear Admiral Linda Wackerman, USN (Ret)
13. Dr. Charlotte Warren, President, Lincoln Land Community College
14. Major General Burke Whitman, USMCR (Ret)
15. Major General Cornell Wilson, Jr, USMCR (Ret)

Invited Guests

1. Lieutenant General David W. Allvin, USAF, Director for Strategy, Plans and Policy of the Joint Chiefs of Staff, J5
2. Lieutenant General David G. Bellon, USMCR, Commander, Marine Force Reserve and Marine Forces North
3. Mr. Eugene Collins, Deputy Assistant Secretary of the Army, Training, Readiness and Mobilization, Office of the Assistant Secretary of the Army
4. Ms. Karen Dalheim, Senior Attorney, Standards of Conduct Office, Office of General Council, Department of Defense
5. Dr. Daniel R. Green, Deputy Assistant Secretary of Defense for Strategy and Force Development
6. Mr. Lernes Hebert, Principal Director, Defense for Military Personnel Policy
7. The Honorable Robert R. Hood, Assistant Secretary of Defense for Legislative Affairs
8. Major General Timothy Kadavy, ARNG, Special Assistant to the Chief, National Guard Bureau
9. Mr. Judd Lyons, DASD Reserve Integration/OASD M&RA
10. Mr. Dean Raab, Attorney-Advisor, Standards of Conduct Office, Office of General Council, Department of Defense
11. The Honorable James N. Stewart, Assistant Secretary of Defense for Manpower and Reserve Affairs, Performing the Duties of the Under Secretary of Defense, Personnel and Readiness

RFPB Staff

1. Colonel Bart Pester, USMCR, Chief of Staff
2. Mr. Alexander Sabol, Designated Federal Officer
3. Colonel Kevin Boates, ARNG
4. Lieutenant Raquel Brown, USCGR
5. Colonel Robert D'Alto, ANG
6. Colonel Darren Paladino, USAFR
7. Colonel Chris Warner, USAR

8. Ms. Sonya Strader-Cherry, Executive Assistant & Assistant Designated Federal Officer
9. Sergeant First Class Quinton Duncan, USAR
10. Master Sergeant Yolanda Gomez, USAR

RFPB Consultants

1. Colonel Mark Cancian, USMCR (Ret)
2. Major Jason Kim, USAR
3. Major Tim Newkirk, USMCR

Guests

1. Lieutenant Colonel Bryan M. (BAM) Bailey, USAF AF-RE
2. Lieutenant Colonel Margaret Bereano, USAFR, Chief of Air Force Reserve, Directorate of Policy, Integration (AF/REI)
3. Ms. Cheryl Black, Deputy Director for Senior Officer Matters
4. Colonel Chad Bridges, ARNG, Reserve Integration/OASD/Manpower & Reserve Affairs
5. Major Joseph Bush, USMCR, Aide-de-camp, Office of Marine Forces Reserve
6. Lieutenant Colonel Mansour (Reno) Elhihi, USAF OSD OUSD Policy, Strategy & Force Development
7. Major Jon Hey, USMCR, Office of Marine Forces Reserve
8. Lieutenant Colonel Conrad J. Jakubow, USAR, Assistant Chief, Employer Support of the Guard and Reserve
9. Lieutenant Colonel Christine M. Kilian, USAF, General and Flag Officer Management, Military Personnel Policy
10. Major Jonathan J. Lee, USAF AF-RE
11. Colonel John Mountford, USA, Senior Military Assistant, OUSD P&R
12. Mr. Andrew "Ike" Ryan, Deputy Director, Office of Marine Forces Reserve
13. Colonel David Sheehan, USMCR, Director of Operational Policy, Operational Support Branch, Readiness
14. Colonel Tracy Smith, ANG, Reserve Integration/OASD/Manpower & Reserve Affairs
15. Chief Master Sergeant Amy Turek, Legislation & Policy Branch NGB/A1XX
16. Captain Robert Underhill, USN, Employer Support of the Guard and Reserve
17. Major General Joseph E. Whitlock, USA, Deputy Director for Strategy, Plans and Policy of the Joint Chiefs of Staff, J5
14. Lieutenant Colonel Nicholas R. Yates, Director's Action Group for Strategy, Plans and Policy of the Joint Chiefs of Staff, J5

Army Audio Visual Team and Photographers

1. Ms. Laura Buchta, Army Photographer
2. Mr. Leroy Council, Army Photographer

The Reserve Forces Policy Board (RFPB) held a quarterly meeting in the Pentagon, Washington, DC on December 11, 2019 in room 3E863.

0830 – RFPB Administrative Business Opening Remarks

- Major General Arnold L. Punaro, USMCR (Ret), Chairman, RFPB
- Chairman Punaro administratively opened the meeting for the Board to conduct required administrative business. He welcomed new nominated members Ms. Sid Ashworth and Ms. Laura McAleer and invited guests.

0835 – RFPB Military Executive Remarks

- Major General Blake Ortner, ARNG, Military Executive, RFPB
- Major General Ortner provided additional administrative announcements to the Board and noted the entire meeting would be conducted in closed session.

0840 – Annual Ethics Training

- Ms. Karen Dalheim, Senior Attorney and Mr. F. Dean Raab, Attorney-Advisor, Standards of Conduct Office, Office of General Council, Department of Defense
- Ms. Dalheim and Mr. Raab presented the Ethics for Federal Advisory Committee Members brief and answered Board member's questions.

****Start of Closed Meeting****

0910 – Chairman's Welcome and Opening Remarks

- Major General Arnold L. Punaro, USMCR (Ret), Chairman, RFPB
- Mr. Alex Sabol, Designated Federal Officer
- The Chairman called the meeting to order and announced the meeting was closed to the public.
- He stated that the Under Secretary of Defense (Personnel and Readiness), in coordination with the DoD FACA Attorney, determined in writing that this portion of the meeting should be closed to the public due to content discussed.
- The Chairman called the meeting to order and announced, as required by the Federal Advisory Committee Act (FACA), that the Designated Federal Officer was present and had pre-approved the opening of the meeting and the agenda.

0915 – Assistant Secretary of Defense for Manpower and Reserve Affairs, Performing the Duties of the Under Secretary of Defense, Personnel and Readiness Remarks

- The Honorable James N. Stewart
- Secretary Stewart opened his discussion with news that the Global Force Management Allocation Plan (GFMAP) will be on time in the coming year (NLT 1 Apr). It has been delayed and signed late the past two years. The impacts to families and employers if orders are not cut for Reserve Component members scheduled to deploy were discussed, such as advance employer notification and access to TRICARE (up to 180 days prior to mobilization).
- The FY21 Budget and Duty Status Reform (DSR) initiatives were discussed. The VA endorsed DSR last year but did not complete the detailed analysis on Title 38 benefits (Post 9/11 and Montgomery GI Bill) needed in time for the upcoming submission. Intent is to submit without Title 38 benefits and readdress Title 38 during the implementation period (10 years).
- General Officer/Flag Officer (GO/FO) positions (Chairman's 18) and exemptions removed in NDAA 17 that will expire on 1 Jan 2023 were discussed. Lt Col Killian, from the OSD GO/FO office, provided additional detail. The Title 10 Section 526 exemptions include GO/FO orders less than 180 days, orders less than 365 days and orders less than 3 years. The Joint Staff Legislative Proposal for NDAA 2021, asking to reinstate the previous exemptions, is currently with OMB. Impacts were discussed to include Annual Training, limited Joint qualification opportunities, GO/FO development, Active Duty headspace, and restricted access of RC experience in a time of great power competition. Every Service supports reinstating these positions and exemptions. Additional support will be required and the Board's previous recommendation will be updated in the Transition Book.

0950 – Break

1000 – Deputy Assistant Secretary of Defense for Strategy and Force Development

– Dr. Daniel R. Green

- Dr. Green opened his discussion by stating the importance of the Reserve Component (RC) in supporting the National Defense Strategy. He noted that DoD needs to do a better job of tracking talent within the RC, since members of the RC often have unique skillsets that may not exist in the Active Component (AC).
- In regard to talent, the Department does not fully utilize the talent that is available. In many cases, we fight long-term fights one year at a time, and at best, only use individual skills for a three year tour before sending individuals off to other required career enhancing billets. To compete against near-peer competitors, we will need focused expertise but our system is not built to retain career expertise for specific threats or regions. As an example, members of the Taliban are on their 18th year of their “first tour” in Afghanistan while our forces continue to rotate in and out, without a manpower system that retains operational experience in theater. Our system is built to produce generalists, not true experts.
- Dr. Green advocated for growth in full time RC support staff and equipment compatibility to support the National Defense Strategy. Full-scale mobilization and tailoring steady state peacetime operations that exists below the level of full conflict need to be reviewed. 12304(b) is a possible means of buying down risk.
- Chairman Punaro asked if the demand signal for the RC in the NDS was greater or less than before? The Department is in a state of flux, but the RC is starting to feel impacts from the NDS. Although more creative thinking for the NDS has been applied to the AC at this time, more work is required for the RC. A study on Dynamic Force Employment (DFE) and utilization of the RC was mentioned.
- With declining budgets in the future, increasing the AC for conflict with China or Russia is not realistic. Discussion ensued on increased use of the RC in the NDS and it was noted we have been in a state of partial mobilization for the last 18 years.
- To compete with a near-peer adversary, the Department needs to think differently. Due to the vast size of future operational areas and adversary capabilities, operating like insurgents against large state actors must be looked at. We must retain allies and leverage RC language skills for adversaries and allies alike. The Department is providing support to the Services with studies and other items to help them adapt to the NDS.
- A database containing civilian skills within the RC has been a long-term need that remains unfilled. Members of the RC have private sector skills and talents that are not available in the AC. Privacy concerns remain an issue and have hindered efforts to build the database.
- Dr. Green concluded by advocating for DoD organizations to think and act differently as we face Great Power Competition.

1100 – Break

1200 – Commander, Marine Force Reserve and Marine Forces North

– Lieutenant General David G. Bellon, USMCR

- LtGen Bellon opened his discussion by stating the importance of the Department’s Duty Status Reform effort in the context of retaining talent.
- He then discussed the Marine Corps’ current force design efforts. Citing a historical example, he noted how the Marine Corps changed from 1930 to 1942, with then Marine legend 1stLt “Chesty” Puller going from a counterinsurgency fight leading locals in Nicaragua in 1930 to fighting on an industrial scale at Guadalcanal in 1942 against the Japanese Empire. The Marine Corps faces a similar need for change today, or risk losing on the battlefields of 2030, prompting the Commandant’s focus on force design and the changes required to win in the future. Forces of the future will have to fight across multiple domains and at great distances. The homeland will no longer be a sanctuary, requiring forces to be agile and nimble.

- LtGen Bellon spoke on the importance of the Individual Ready Reserve (IRR) and referenced the fact that recalled WWII veterans enabled the success of the landing at Inchon in 1950. The IRR is critically important for future large scale mobilizations. LtGen Bellon would like to provide paths for future service to retain experience and develop expertise in hard to fill career fields. A discussion ensued on surge capacity, timeliness of force mobilizations, and whether the Reserve Component should be a lighter or heavier force. LtGen Bellon advocated for a lighter force that would be easier to get into theatre.
- LtGen Bellon then discussed the structure of the Reserve and opportunities for change, and related that 25% of MARFORRES reservists are “non-obligors” who are not under contract and serve because they want to, in what could be described as an “irrational call to service.” As Commander, he is in the talent management business.
- LtGen Bellon provided some data points to assist in conceptualizing a paradigm shift in the way we train, organize and equip our forces in the context of the current threat analysis. Talent management is critical, and we need to look at what capabilities should move between the Active and Reserve Components.
- He discussed different models that employ multiple duty statuses and the need to seek different strategies to provide a path to participate that retains vital skills and the ability to tap into them.
- Some of these strategies would require legal & policy changes to institute but are critical to maintain the speed of relevance.

1300 – Assistant Secretary of Defense for Legislative Affairs

– The Honorable Robert R. Hood

- Secretary Hood discussed the importance of keeping DoD out of politics and provided background on the FY20 NDAA. While finalizing the bill proved to be challenging, many good things have been included in the NDAA for this year. He shared some of the provisions contained in the NDAA to include the establishment of the Space Force.
- Secretary Hood then relayed the importance of having the NDAA signed on time, which allows the Department to conduct proper planning. Early passage of the FY19 NDAA was incredibly beneficial to the Department, while the impacts of Continuing Resolutions are extremely bad. The nomination process remains challenging, and personal relationships with members of Congress are important for the Department. Funding remains critical.
- He provided some additional context on the phased implementation strategy for the Space Force as well as the initial structure of the Space Force, noting that what was highly unlikely just a short time ago was now going to happen.
- He briefly touched upon reprogramming authority, and noted that support for the Guard and Reserve remains strong with both parties.

1400– Chairman’s Time

– Major General Arnold L. Punaro, USMCR (Ret), Chairman, RFPB

- Chairman Punaro discussed the Board’s future work over the next year which will include correcting statutory grade requirements for General and Flag Officers positions, exemptions for them removed in the FY2017 NDAA, a New Administration Transition Book for 2020, and submission of the Board’s Fully Burdened and Life Cycle Cost report.

1445 – Director for Strategy, Plans and Policy of the Joint Chiefs of Staff, J5

– Lieutenant General David W. Allvin, USAF

- Lt Gen Allvin provided the Joint Staff’s perspective on the Department’s implementation of the National Defense Strategy and the National Military Strategy. He described the priorities and shared his thoughts on the speed of change needed to inculcate its tenets in the Department.

- Lt Gen Allvin highlighted the key features of the National Military Strategy, articulating the importance of thinking across the time horizon of global integration, which includes Planning, Force Management, Force Development, and Force Design. Assessments underpin each activity, providing the analytic foundation for global integration. Force Development, he explained, bears a significant amount of pressure as the bridge between Force Management and Force Design where the Department adapts capabilities, systems, and doctrine to increase the Joint Force's effectiveness in the 2-7 year timeframe. This represents a change for the Department, which customarily spends most of its time and effort in planning and force management activities.
- Lt Gen Allvin described the transition away from relying on regionally-based operations plans to Global Integration that best fits today's strategic environment, noting that the new approach demands more aggressive integration by Combatant Commanders that traditionally focused on their theater in the past.
- Lt Gen Allvin added that he considers the assessment output and the planning activities as the events where services need to be thinking about what and how Reserve Component capabilities and forces integrate into the joint force. The current efforts to plan FY22 requirements in the Department provide an example of this. The General described that when it comes to Dynamic Force Employment, the speed of tasking in the year of execution may not always be compatible for the Reserve Component. Services need to consider if Reserve Component role shifts are necessary while considering readiness and cost as part of the whole picture.
- Lt Gen Allvin discussed the purpose of the Global Integrated Base Plans, highlighting the benefits of a more comprehensive risk assessment. Here, common data for readiness enables decisions such as Presidential Selected Reserve Call-up, Partial Mobilization, and Full Mobilization.
- Chairman Punaro articulated that Lt Gen Allvin's comments were very helpful in understanding the implications of the National Defense Strategy to the Reserve Components. The Chairman discussed the importance of the FY22 planning activities in enabling predictable access to the Reserve Components. This is a strategic opportunity to maximize the use of section 12304(b) mobilization authority for preplanned Combatant Command requirements, making ready forces available for Dynamic Force Employment.
- Board member MG (Ret) Orr added that when the full planning cycle is complete, the Services should align activation to Global Integration activities as the starting point for force allocation. In order to do this, it is important to communicate the strategic opportunities 2 years in advance and increase understanding of the Global Integrated Base Plans and the full range of campaign plans.
- Board member MajGen (Ret) Whitman asked Lt Gen Allvin the best means to ensure that the Reserve Component piece of the National Defense Strategy implementation is accounted for in the Department's planning activities. Lt Gen Allvin impressed the need to increase the overall awareness of this in the Department in order to prevent divergence in the missions of both the Active and Reserve Components. The General cautioned that this may be a potential outcome under the current path, where the Reserve Components become segregated for missions that come with longer planning lead time such as partnership programs and steady state operations instead of those missions requiring capabilities that are accessed quickly or needed on a day-to-day basis.
- Lt Gen Allvin noted that fiscal realities prevent this divergence to some extent and that the Department has work to do because of its reliance on the Operational Reserve.

1545 – RFPB Military Executive Closing Remarks

- Major General Blake Ortner, ARNG, Military Executive, RFPB
- MG Ortner thanked the Board members for their participation in the meeting.

1550 – RFPB Chairman's Closing Remarks

- Major General Arnold L. Punaro, USMCR (Ret), Chairman, RFPB
- Chairman Punaro thanked all in attendance for their support of the RFPB and the men and women of the Reserve Components.
- The Reserve Forces Policy Board concluded business and the meeting was adjourned.

****End of Closed Meeting****



Arnold L. Punaro
Major General, USMCR (Ret)
Chairman, Reserve Forces Policy Board