



RESERVE FORCES POLICY BOARD

CHAIRMAN

Report of Reserve Forces Policy Board Recommendation for Recalculation of Reserve Component Joint Qualification Requirements

Final Report to the Secretary of Defense

June 11, 2020



OFFICE OF THE SECRETARY OF DEFENSE
RESERVE FORCES POLICY BOARD
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CHAIRMAN

ACTION MEMO

June 11, 2020

FOR: SECRETARY OF DEFENSE

DepSec Action _____

FROM: MajGen Arnold Punaro USMCR (Ret), Chairman, Reserve Forces Policy Board

SUBJECT: Report of Reserve Forces Policy Board Recommendation for Recalculation of Reserve Component Joint Qualification Requirements

- This transmits the report of the “Reserve Forces Policy Board (RFPB) Recommendation on adjusting the Reserve Component Joint Credit calculation for Joint Qualification Requirements to 6 Joint Credit points per qualifying year and 1 Joint Credit point per qualifying 6 days participation per year” (Background at TAB B). For consideration, enclosed is a Memorandum that may be used to implement the report’s recommendations (TAB A).
- The report provides the RFPB’s independent advice and recommendation as a Federal Advisory Committee.
- As former Chairman of the Commission on the National Guard and Reserve, I am very familiar with the Department’s operational use of the Reserve Component while maintaining its capability as a Strategic Reserve and the challenges associated in determining the optimal Total Force
- I fully endorse the RFPB’s recommendation that Reserve Component (RC) Joint Qualification changes need to be made in order to equitably confer Joint Credit on Reserve Component members for their service in Joint Duty Assignments List (JDAL) billets.

RECOMMENDATION: Secretary of Defense implement the recommendations in the report.

Approve _____ Disapprove _____ Other _____

COORDINATION: None

Attachments:

As stated

Prepared by: COL Christopher W. Warner, 703-681-1188

TAB

A

Background and Discussion

The Goldwater-Nichols Department of Defense Reorganization Act (GNA) of 1986 set the criteria and requirements for joint qualification of military officers. This law specifically addressed joint officer policies for Active Component (AC) officers and provided detailed requirements for their education, training, promotion, and assignments. However, for Reserve Component (RC) officers, it only called for the Secretary of Defense to “establish personnel policies emphasizing education and experience in joint matters for reserve officers” and that “such policies shall, to the extent practicable...be similar to the policies” provided for the active component.ⁱ

Statutory changes in the National Defense Authorization Act 2007 enhanced GNA and afforded DoD more flexibility to recognize the dynamic and abbreviated joint experiences that are increasingly characteristic of 21st Century warfare. Under this revised direction from Congress, the Department of Defense (DOD) established the requirement for Active Component officers to be designated a Joint Qualified Officer (JQO) prior to appointment to the grade of Brigadier Generalⁱⁱ as well as established the Joint Qualification System (JQS). The JQS provides opportunity for Active and Reserve Component officers to attain joint qualification. The objective of the JQS is to ensure a systematic, progressive, career long development of officers in joint matters ensuring that officers serving in joint assignments have the requisite experience and education to be highly proficient in joint matters, as directed in Title 10, U.S.C. Chapter 38.ⁱⁱⁱ The JQS is governed by multiple DoD, CJCS and Service related instructions.

The National Defense Authorization Act (NDAA) of 2017 changed the definition of a Joint Duty Assignment (JDA) tour to 24 months without an OSD approved waiver. The expectation is still that most officers will serve the full 36-month JDA tour length. Statutory changes to the definition of joint matters expand the types of joint activities considered joint matters, adding other essential joint functions, including command and control, intelligence, fires, movement and maneuver, and protection or sustainment of operations under unified command.^{iv} Joint matters^v are defined in USC Title 10, Chapter 38 668(a) as matters related to any of the following:

- a. The development or achievement of strategic objectives through the synchronization, coordination, and organization of integrated forces in operations across domains such as land, sea, or air, in space, or in the information environment, including matters relating to any of the following:
 - 1) National military strategy
 - 2) Strategic planning and contingency planning

- 3) Command and control, intelligence, fires, movement and maneuver, protection or sustainment of operations under Unified Command
 - 4) National security planning with other departments/agencies of the U.S.
 - 5) Combined operations with military force of allied nations
- b. Acquisition matters conducted by members of the armed forces and covered under chapter 87 of the title involved in developing, testing, contracting or producing, or fielding of multi-service programs or systems.
 - c. Other matters designated in regulation by the Secretary of Defense in consultation with the Chairman of the Joint Chiefs of Staff.

Even with the multitude of changes to the GNA over its thirty-year life span, the road to a Joint Force has been anything but smooth. Although the Services work better as a joint force now than any time in the history of the United States military, there is still significant room for improvement. This is especially true in the Reserve Component, which currently makes up almost 40% of the Total Force but barely 1% of the Field Grade Officers (FGOs) are Joint Qualified Officers (JQOs).^{vi} Why so few JQOs in the RC?

What are the requirements to become a Joint Qualified Officer?

Building Joint Qualified Officers (JQOs) requires time, resources, and funding, as well as Joint billets for gaining experience and quotas at Joint Professional Military Education (JPME) granting schools. Joint qualification requires only two things; adequate joint experience (gained by two years in an Active Component joint billet or four years in a Reserve Component joint billet with 36 days/year of annual participation as a Traditional Reservist or Individual Mobilization Augmentee) and completion of Joint Professional Military Education I & II (JPME I & II).

Experience

Experience can be gained through a variety of means including a Standard Joint Duty Assignment (S-JDA) or submitting for experience credit (E-JDA) due to serving in a Joint position that is not on the Joint Duty Assignment List, such as experience gained during a deployment or participating in Joint exercises. The JDAL is a list of Secretary of Defense (SecDef) approved S-JDA positions for the Active and Reserve Component where an officer gains significant experience in joint matters. Successful completion of an assignment in one of these positions is the primary path towards completing experience criteria for designation as a Level III JQO.^{vii}

Nearly 20% of JDAL billets are found in the RC. In 2015, there were a total of 2086 RC JDAL billets broken out with the United States Army Reserve (USAR) having 880, United States Marine Corps Reserve (USMCR) 125, United States Navy Reserve (USNR) 436, United States Air Force Reserve (USAFR) 474, the Army National Guard (USARNG) 138, and the Air National Guard (USANG) 33. While the number of Reserve Component JDAL billets paints an optimistic picture, the reality, “fill-rates” of these positions, proves abysmal, with an average “fill-rate” across all Services at ~60%. While the Sea Services and the Air Force enjoy 60%-80% and higher rates across the Combatant Commands, OSD, and the Joint Staff, they only

comprise 55% of all JDAL billets. Meanwhile, the Army alone captures the balance of 45% of the total JDAL billets and a total percentage fill rate half that of the other Services (34%).^{viii}

Education

Most RC Officers attend the Senior Service Colleges through Distance Education, which currently, for the most part, does not meet the acculturation requirements of Goldwater Nichols and therefore does not confer JPME II credit upon completion. The Army War College (Distance Education), however, is conducting a program that confers JPME II credit if the cohort has the requisite members from other Services to meet acculturation requirements.^{ix} All officers serving in JDAL billets, AC and RC alike should be afforded the opportunity to complete their JPME II education requirement so that they are academically prepared to perform their duties as joint qualified warfighters—implying that officers should complete JPME II before performing joint duty. Joint warfighting should serve as the overriding purpose for both determining requirements and attending JPME II.

For the Reserve Component, the primary method of receiving JPME-II credit is accomplished by the completion of the 40-week Joint and Combined Warfare School-Hybrid (JCWS-Hybrid) course (previously known as Advanced Joint Professional Military Education (AJPME)). Unfortunately, enrollment opportunities for JCWS-Hybrid have declined significantly over the last ten years. In 2008, the course had the capability to produce 460 graduates each year. By 2017, that number had decreased over 50% to 225. Additionally, the course has been opened to interdepartmental personnel as well as active duty, so the actual number of RC officer opportunities to attend decreased even further. JCWS-Hybrid slots have not increased nor were reservists allocated reciprocal slots in the 10-week course. While the changes significantly enhance opportunities for interdepartmental interactions post-class completion, it is a one-for-one reduction in the slots available for the RC. Furthermore, even though including active duty members in the classes goes a long way towards efforts to integrate the total force and address the long-standing cultural differences between the active and reserve components, neither of these initiatives should have reduced the overall opportunities for RC members to attend.

Two small changes to Table 3 in DoDI 1300.19 and an equitable account of Reserve member's credit

Reviewing the RC requirements in DoDI 1300.19, there is a need for two small changes and adjustments to Table 3 found on page 40. If full credit for Active Duty members for O-6 and below and O-7 and above is 24 Joint points, the Board suggests the following two minor changes to Table 3 in DoDI 1300.19. If full credit for part-time RC members is 4 years, that equates to 6 points per year ($24/4 = 6$). Performing 3 years of service should be worth $\frac{3}{4}$ credit or 18 points and therefore only 6 additional experience points required vs. the current 10 points shown in Table 3. Using the same math for the two years of experience, only 12 additional points should be required vs. the current 18 shown in Table 3.

In addition, equitable credit needs to be given for time served less than four years. Due to service requirements, real world events, or unforeseen circumstances, a Reserve Service member may need to leave a JDAL position before the four-year point. Currently, if they have no

additional experience points to complete their full JDA Credit, the formula for determining how many points they are awarded is to take the total number of days they have actively served during that period and divide it by 30.4. For example, if a member completes two years of a JDAL assignment and served 36 days each year (RC annual participation requirement) they currently do not get half credit towards their experience credit, they get $72/30.4$ or 2.4 joint points instead of 12 points. It is possible for a Reserve Component member to complete two joint assignments of two years each during their career and only have five joint points, when if they had served the entire time in one period they would be awarded full 24 points for JDA credit. Six Joint points per year should be awarded for each year of minimum annual participation towards the 24 required for full JDA credit. See attached table of recommended credit adjustments.

Summary

Ultimately, the Board is not asking to reduce the number of points required for Joint Qualification nor is it asking for a reduction in the time required to attain the aforementioned points. The Board is simply requesting the EARNED partial credit, both for total years completed less than the standard of 4 years and for total days completed within a particular year, IF the Service Member needs to vacate the position early.

This is a complicated issue because there are so many moving parts incorporated into what makes a Service Member Joint Qualified. All parts of the process need to be understood in order to see the full picture.

RFPB Recommended Change #1

- DoDI 1300.19, Table 3. RC Officer Paths to Earn the Equivalent of Full JDA Credit.
 - Full credit for active duty members is 24 points
 - 24 points / 4 years RC service for full credit = 6 points per year
 - Example: 2 years should earn 12 points, leaving 12 points to earn in either another 2-year joint position or through experience points
 - Example: 3 years should earn 18 points, leaving 6 points to earn in either another 1-year joint position or through experience points

24 Points Req for JOO			Changes noted in green			
CURRENT	Years in S-IDA	Experience Points Required	PROPOSED	Years in S-IDA	Joint Points Earned	Experience or other S-IDA Points Still Required
Years Completed			Years Completed			
O-6 and Below			O-6 and Below			
4-Year S-IDA	4	0	4-Year S-IDA	4	24	0
3-Year S-IDA/E-IDA	3	10	3-Year S-IDA/E-IDA	3	18	6
2-Year S-IDA/E-IDA	2	18	2-Year S-IDA/E-IDA	2	12	12
			1-Year S-IDA/E-IDA	1	6	18
O-7 and Above			O-7 and Above			
1-Year G/FOS-IDA	3	0	1-Year G/FOS-IDA	3	24	0
2-Year G/FOS-IDA/E-IDA	2	7	2-Year G/FOS-IDA/E-IDA	2	16	8
			1-Year G/FOS-IDA/E-IDA	1	8	16

RFPB Recommended Change #2

- DoDI 1300.19, Table 3. RC Officer Paths to Earn the Equivalent of Full JDA Credit.
 - Any years where RC Officer does not meet the 36-day participation minimum should be credited at the rate of 1 point for every six days
 - Example: RC Officer serving 2 full years and 18 days in the third year before changing billets should earn 12 points plus 3 points = 15 points
 - Example: RC Officer serving 1 full year and 33 days in the second year before changing billets should earn 6 points plus 5 points = 11 points

Credit for Partial Years		Changes noted in green	
CURRENT	Joint Points	PROPOSED	Joint Points
Participation Points		Participation Points	
O-6 and Below		O-6 and Below	
0 to 5 points	0	0 to 5 points	0
6 to 11 points	0	6 to 11 points	1
12 to 17 points	0	12 to 17 points	2
18 to 23 points	0	18 to 23 points	3
24 to 29 points	0	24 to 29 points	4
30 to 35 points	0	30 to 35 points	5
36 points and up	1-yr credit	36 points and up	6
O-7 and Above		O-7 and Above	
0 to 4 points	0	0 to 4 points	0
5 to 8 points	0	5 to 8 points	1
9 to 13 points	0	9 to 13 points	2
14 to 17 points	0	14 to 17 points	3
18 to 22 points	0	18 to 22 points	4
23 to 26 points	0	23 to 26 points	5
27 to 31 points	0	27 to 31 points	6
32 to 35 points	0	32 to 35 points	7
36 points and up	1-yr credit	36 points and up	8

ⁱ Public Law 99-433, 1986, Section 666.

ⁱⁱ JOINT OFFICER MANAGEMENT (JOM) PROGRAM, 21 February 2018, p. 5.

ⁱⁱⁱ CJCSI 1330.05A, Joint Officer Management Program Procedures, 15 December 2015, p. A-1.

^{iv} JOINT OFFICER MANAGEMENT (JOM) PROGRAM, 21 February 2018, p. 2.

^v JOINT OFFICER MANAGEMENT (JOM) PROGRAM, 21 February 2018, p. 3.

^{vi} DMDC data as of February 2020

^{vii} CJCSI 1330.05A, Joint Officer Management Program Procedures, 15 December 2015, p. D-1.

^{viii} Information Paper put together by the Assistants to the Chairman of the Joint Chiefs of Staff Office for the Director of the Joint Staff 2016.

^{ix} PROCESS FOR ACCREDITATION OF JOINT EDUCATION, U.S. ARMY WAR COLLEGE JOINT STUDIES PROGRAM, 16-20 July 2018



SECRETARY OF DEFENSE

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MEMORANDUM FOR: UNDER SECRETARY FOR PERSONNEL AND READINESS
SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
CHIEF OF THE NATIONAL GUARD BUREAU
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
ASSISTANT SECRETARY OF DEFENSE FOR LEGISLATIVE
AFFAIRS
ASSISTANT SECRETARY OF DEFENSE FOR PUBLIC AFFAIRS

SUBJECT: Implementing changes to the Reserve Component Joint Credit calculation for Joint Qualification

This memorandum directs the implementation of changes to Reserve Component (RC) Joint Qualification to equitably confer Joint Credit on Reserve Component members for their service in Joint Duty Assignments List (JDAL) billets. Effective starting in FY2021, the Department will take the next significant steps to achieve comparable Joint Credit for Reserve Component Service members in Select Reserve JDAL billets.

To accomplish this objective, I direct the following:

- Confer 6 Joint Credit points per qualifying year for RC Service members in Select Reserve JDAL billets, whereby they become JQO after 4 years in the billet. However, if they leave the JDAL billet prior to the completion of a full 4-year term, then they will receive partial credit of 6 Joint Points per year.
- Confer 1 Joint Credit point per qualifying 6 days participation per year in Select Reserve JDAL billets, up to the maximum of 36 participation days per year, amassing the maximum of 6 Joint Credit Points for that qualifying year.

The USD(P&R) is authorized to take other actions as appropriate to implement this memorandum.