

# The Annual Report

of the  
Reserve Forces Policy Board

2004



April 2005

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This is the Reserve Forces Policy Board's report on Reserve component programs and other matters required to be presented to the President and Congress annually by 10 U.S.C. 113 (c) (2). It includes the collective views of the Board members and does not necessarily reflect the official policy position of the Department of Defense, or any other department or agency of the United States Government.



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# Reserve Component Programs

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## **The Annual Report of the Reserve Forces Policy Board 2004**

Reserve Forces Policy Board  
Office of the Secretary of Defense  
Washington, DC 20301-7300

April 2005

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OFFICE OF THE SECRETARY OF DEFENSE  
RESERVE FORCES POLICY BOARD

7300 DEFENSE PENTAGON  
WASHINGTON, DC 20301-7300

August, 2005

Enclosed is the Calendar Year 2004 Reserve Forces Policy Board Report as referenced in Statute. This comprehensive report reviews the Reserve Components' important contributions to the military's Total Force. The Reserve components are playing a larger role than ever before, and they are meeting the challenge.

I would be remiss if I did not take this opportunity to recognize the service and accomplishments of the former Chairman, the Honorable Albert C. Zapanta. Chairman Zapanta's support of the Total Force and steadfast leadership guided the Board through extremely challenging times. Under his direction, the board reviewed policy and issues regarding mobilization, transformation, roles of the Reserve components in Homeland Security/Homeland Defense, joint professional military education, and equity for mobilized reservists. On behalf of the members of the Reserve Forces Policy Board, I thank Al Zapanta for his dedicated service.

Sincerely,

A handwritten signature in black ink, appearing to read "William A. Navas, Jr.", is written over the typed name.

William A. Navas, Jr.  
Chairman  
Acting

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# *Reserve Forces Policy Board Members*

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## **Chairman**



**Honorable Albert C. Zapanta**  
Chairman, Reserve Forces Policy Board  
Washington, DC  
(Detached Dec 04)

## **Department of the Army**



**Honorable Reginald J. Brown**  
Assistant Secretary of the Army  
(Manpower & Reserve Affairs)  
Washington, DC

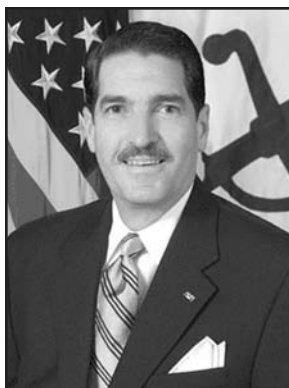


**MG Fred Rees, ARNG**  
Chief of Staff  
HQ US Northern Command  
Peterson AFB, CO



**MG Robert L. Heine, USAR**  
Commander  
416 Eng Cmd  
Darien, Illinois

**Department of the Navy**



**Honorable William A. Navas, Jr.**  
Assistant Secretary of the Navy  
(Manpower & Reserve Affairs)  
Washington, DC



**RADM John Stufflebeem, USN**  
Assistant Deputy Chief of Naval  
Operations (N3N5B)  
Washington, DC



**MajGen Timothy Ghormley, USMC**  
Director  
Manpower Plans & Policy  
Division (MP)  
Quantico, VA



**MajGen Jack W. Bergman, USMCR**  
Director, Reserve Affairs  
Manpower & Reserve Affairs  
Quantico, VA



**Department of the Air Force**



**Honorable Michael Dominguez**  
Assistant Secretary of the Air Force  
(Manpower & Reserve Affairs)  
Washington, DC



**Maj Gen Martha T. Rainville, ANG**  
The Adjutant General, Vermont

**United States Coast Guard**



**RADM James Van Sice, USCG**  
Director of Reserve and Training  
Washington, DC



**RADM Duncan C. Smith, III**  
Dep Area Cmdr for Mobilization &  
Reserve Affairs, Pacific Area  
Alameda, CA

*Reserve Forces Policy Board Members*

**President Elect  
RFPB Alumni Association**



**Mr. Bryan Sharatt**

# *Reserve Forces Policy Board Members, Departed in 2004*

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## **Military Executive**



**MG Richard O. Wightman, Jr. USA**  
Military Executive to the Reserve Forces  
Policy Board and Military Advisor to  
the Chairman, RFPB  
Washington, DC  
(Detached Feb 04)

## **Department of Defense Joint Chiefs of Staff**



**VADM Timothy Keating, USN**  
Director, Joint Staff  
Washington, DC  
(Detached Oct 04)

## **Department of the Army**



**LTG Richard Cody, USA**  
Deputy Chief of Staff for Operations  
and Plans, G3  
Washington, DC  
(Detached Oct 04)



**MG Charles E. Wilson, USAR**  
Deputy Commanding General  
US Army Reserve Command  
Fort McPherson, GA  
(Departed Nov 04)



**MG John F. Kane, ARNG**  
The Adjutant General, Idaho  
(Detached Nov 04)

**Department of the Navy**



**RADM Martin E. Janczak, USNR**  
Deputy Commander  
Naval Surface Force, Pacific Fleet  
San Diego, CA  
(Detached Jan 04)



**MajGen Leo V. Williams, III, USMCR**  
Deputy Commanding General  
Marine Corps Combat Development Center  
Quantico, VA  
(Detached Jan 04)

**Department of the Air Force**



**Maj Gen John M. Spiegel, USAF**  
Director, Personnel Force Policy  
Washington, DC  
(Detached Nov 04)



**Maj Gen Edward Mechenbier, USAFR**  
Mobilization Assistant to the Commander  
AFMC  
Wright Patterson AFB, OH  
(Detached Apr 04)

**United States Coast Guard**



**RADM Robert Papp, Jr. USCG**  
Director of Reserve and Training, USCG  
Washington, DC  
(Detached Apr 04)



**RADM Mary P. O'Donnell, USCGR**  
Dep Area Cmdr Mobilization & Reserve  
Affairs Pacific Area  
Alameda, CA  
(Detached June 04)

## ***RFPB Staff Members***

---

**Col Richard O. Roberts, Jr.**  
Chief of Staff  
Senior Policy Advisor, USAFR

**Col Debra Larrabee**  
Senior Policy Advisor, ANG

**COL Walter “Cary” Herin, Jr.**  
Senior Policy Advisor, USAR

**CAPT Gerald Golden**  
Senior Policy Advisor, USNR

**LtCol Rickie Childs**  
Senior Policy Advisor, USMCR

**MCPO Art Rivers**  
Senior Enlisted Advisor, USNR

**SSG Douglas Deimler**  
Administrative NCO, USAR

**Ms. Patricia A. Elkins**  
Executive Assistant

**SFC Michael E. Biere**  
Personnel Operations NCOIC, USAR  
(Detached Jan 04)

**LtCol Marianne Winzeler**  
Senior Policy Advisor, USMCR  
(Detached Feb 04)

**Col Rocky L. Templon**  
Senior Policy Advisor, ANG  
(Detached Apr 04)

**COL Samuel Nichols, Jr.**  
Senior Policy Advisor, USAR  
(Detached Aug 04)

**CAPT Wayne S. Stuart**  
Senior Policy Advisor, USNR  
(Detached Aug 04)

**COL Jess Soto, Jr.**  
Senior Policy Advisor, ARNG  
(Detached Sep 04)

## ***Chairmen of the Reserve Forces Policy Board***

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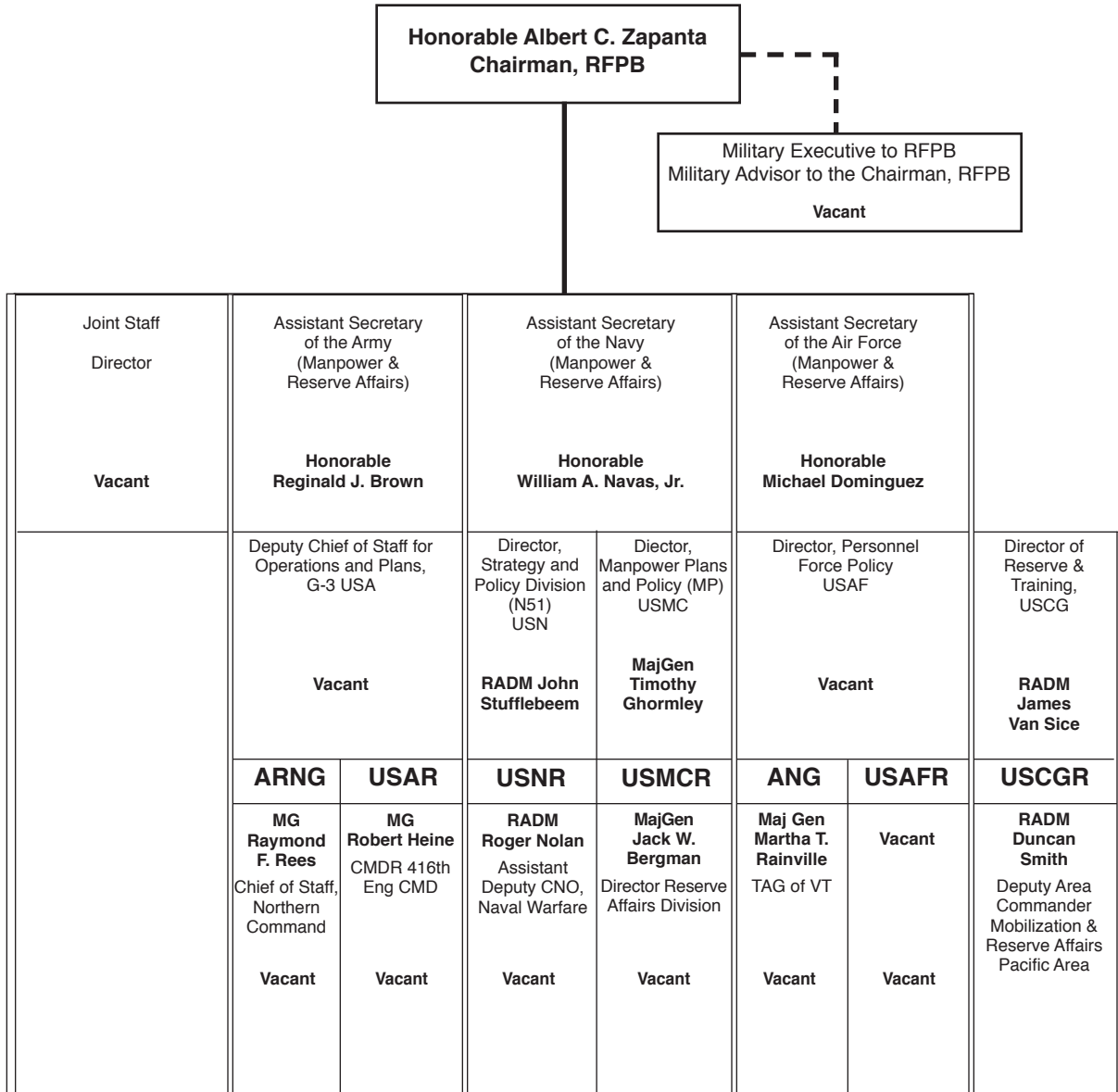
Inception – 1953	<b>Charles H. Buford</b>
1953 – 1955	<b>Arthur S. Adams</b>
1955 – 1957	<b>Milton G. Baker</b>
1957 – 1977	<b>John Slezak</b>
1977 – 1985	<b>Louis J. Conti</b>
1985 – 1989	<b>Will Hill Tankersley</b>
1989 – 1994	<b>John O. Marsh, Jr.</b>
1994 – 2001	<b>Terrence M. O’Connell, II</b>
2002 – 2004	<b>Albert C. Zapanta</b>

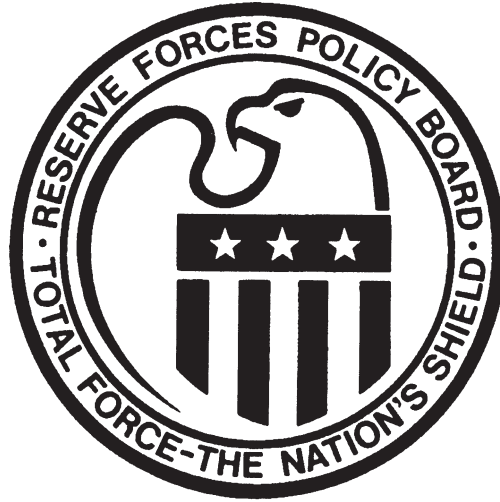
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# *Reserve Forces Policy Board Membership Matrix*

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The logo of the Reserve Forces Policy Board represents the Total Force as the shield for the Nation. The United States is identified by its national symbol, the eagle. A blue field represents the Military Departments of the Army, Navy, and Air Force. The Marine Corps is a part of the Department of the Navy. The Coast Guard may become a part of the Navy Department in time of war or when the President so directs. Three stars depict the Active component, National Guard, and Reserve. Seven vertical stripes of the shield stand for the seven Reserve components: Army National Guard, Army Reserve, Marine Corps Reserve, Navy Reserve, Air National Guard, Air Force Reserve, and Coast Guard Reserve.

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The Annual Report of the Reserve Forces Policy Board reflects a consensus of the 24-member Board. Although most policy recommendations and Board positions have the unanimous support of the Board, this report does not purport that individual Board members, the Military Services, or the Department of Defense concur with every recommended action or position.

The Annual Report contains the Board's independent review of Reserve component issues and a consensus evaluation of Reserve component programs. The report includes the collective views of the Board and primarily focuses on the period from 1 October 2003 through 30 December 2004.

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## *Executive Summary*

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The Global War on Terror (GWOT) continued into 2004, making it the longest war fought by this nation with an all-volunteer force. The stress it placed on the Reserve components (RC) continued to mount. The RC were asked to provide more soldiers, sailors, marines, airmen and coast guardsmen in support of Operations Enduring Freedom, Noble Eagle and Iraqi Freedom than ever before. With no end to the GWOT in sight, concern is growing that the RC will pay a high price in recruiting and retention.

That concern was realized in the announcement that the Army National Guard could not accomplish its recruiting goals in 2004. The increasing stress on families and employers of RC members caused warning flags to be raised at the highest levels of RC leadership.

The increased deployments continued to stress some segments of the Services, resulting in significant media coverage and Congressional interest. The question posed in the 2003 annual report remains largely unanswered: How do we relieve the pressure on the Guard and Reserve?

The challenges the Reserve components faced in 2004 posed by their support for Operations Noble Eagle, Enduring Freedom and Iraqi Freedom, as well as their expanding role in homeland defense and security, continued to intensify. While progress has been made in the problem areas highlighted in the 2003 annual report, much work remains to be done.

There is no consistent, DoD-wide mobilization process common to the services. Despite existing policies designed to ensure at least minimum notice to alerted units, the Board continues to receive reports from reservists and their families that their units were required to deploy with less than 48 hours notice. Similarly, other units were alerted, then stood ready for additional days and weeks, waiting on publication of orders that too often appeared at the last second. This resulted in added stress for the reservists, their families and their employers.

Similarly, there remain substantial differences in the way the several Services interpret and apply the regulations controlling benefits payable to mobilized reservists. The 139-day rule continues to deprive the full Basic Allowance for Housing (BAH) to some soldiers serving 139 days or less, despite the fact that they serve side-by-side under the same conditions and incur the same costs as their active counterparts and those reservists serving on orders longer than 139 days. Unless these reservists are called to active duty in support of a contingency operation, they receive only the lower BAH II. It appears that some Services or commands intentionally use this rule to save money, but the cost savings are obtained at the expense of the affected reservists, who are often least able to afford the loss of this important benefit.

In the area of mobilization, the Board participated in the USJFCOM initiative targeting mobilization reform. USJFCOM assembled subject matter experts from the Office of the Secretary of Defense/Reserve Forces Policy Board (OSD/RFPB), Office of the Assistant Secretary of Defense for Reserve Affairs (OASD/RA), the Joint Staff, Combatant Commanders, Services, and all seven RCs to discuss mobilization process reform. The effort ultimately resulted in five recommendations focusing on ways to improve the pre-deployment mobilization processes of reserve forces:

1. Shift the Activate/Train/Deploy paradigm to Train/Alert/Activate/Deploy.
2. Create a web-enabled, Joint Mobilization Processing System to provide end-to-end tracking and visibility of activated RC units and individuals.
3. Streamline service access to the IRR and increase IRR relevance and reliability as a service mobilization asset.
4. Establish an RC Individual Medical Readiness (IMR) standard.
5. Resource medical readiness screening to ensure compliance with statutory/regulatory requirements.

## Board Activities

The Board held three forums on developing issues during 2004. The first, held in January at the ROA headquarters, dealt with stability and reconstruction operations in Iraq and Afghanistan, and the vital role of the Reserves. This forum was held in cooperation with the Civil Affairs Association.

The second forum was held in June at the Library of Congress and focused on the utilization of State Defense Forces. It featured Members of Congress and representatives of a variety of State Defense Forces (SDF) and National Guard leaders.

The final forum was held in September in New Orleans and addressed maritime security issues and the role of the naval militia and/or coastal guard. The latter two forums were exploratory in nature and reviewed the capacity of SDF and their relationship to Homeland Defense and Homeland Security.

In addition to those forums, the Board continued its Citizen Patriot forums and has now visited nine cities across the United States to solicit and discuss the views of business, community leaders, and families of RC members on issues relating to the Reserve components, their families and their employers. The Citizen Patriot forum is one method in which the Board fulfills the guidance of the Secretary to connect with the American people.

Chairman Zapanta also attended the Air National Guard Senior Leaders Conference in Phoenix, Arizona in December, where he met with the family members and listened to their concerns. Several issues were captured and brought back to the Board from that session, as well as from the general sessions.

The Board has also visited all nine of the combatant command headquarters and met with Reservists and Guardsmen in the field to listen to their concerns and evaluate progress in resolving problems previously identified.

Board members and Chairman Zapanta also appeared before numerous military associations

and other veterans' interest groups. On a daily basis the Board staff takes calls and responds to questions from throughout the military community on issues relating to the Reserve components. All of the above is synthesized and becomes part of the counsel we provide to the Secretary of Defense and DOD.

Chairman Zapanta appeared before Congress to share the Board's view on a number of issues. He testified before the Subcommittee on Total Force of the House Armed Services Committee on 31 March 2004. Topics discussed in his testimony and the questions that followed included mobilization, family support, health care and other equity reform initiatives. The Department of Defense and Congress have made substantial efforts in these areas, but they remain a source of recurring and frequent problems for Reserve component members serving on active duty under varied types of orders.

Other key issues discussed were recruiting and retention. The Reserve components, especially the Army Reserve and the Army National Guard, will be affected by the stresses of deployment in the new paradigm of the GWOT. The Chiefs of these Services are aggressively moving to track developments, add recruiters and offer creative solutions. Despite their best efforts, we can expect recruiting and retention to be major issues that will present enormous challenges, both in the immediate and longer-term future.

As a result of the information gathered from RC members and their families during the year, as well as the briefings and discussion at the Board's October annual meeting, the Board submitted the following recommendations to the Secretary of Defense in December:

1. Eliminate the 180-day rule. This rule limits force management by counting RC service members against end strength if they have served more than 179 days on active duty. (Note: this was effectively accomplished in the NDAA05 adopted shortly after the October meeting.)
2. Consult with the Reserve Component Chiefs at the beginning of any process that will af-

- fect their service and defer to them on issues uniquely within their sphere of knowledge.
3. Provide for incentive for service in the RC, not simply for service in a specified AOR.
4. Continue to address mobilization improvement initiatives. Specifically, the Board urged action on the recommendations of JFCOM regarding mobilization.
5. Reconsider current policy that does not permit assignment of IRR personnel to units in their geographic areas.
6. Prepare to react to the expected high demand on Veteran's Hospitals arising from the demands that will be placed on these facilities as a result of the grievous nature of the wounds of many of our wounded.
7. Support a Reconstitution Study to study the effect of mobilization upon the RC and what is needed to ensure future readiness requirements are met.
8. Include instruction on the Reserve Components in Professional Military Education.
9. Provide demobilizing RC service members with a standard package describing their veterans' status and benefits.
10. Ensure that all demobilizing RC service members are surveyed for their input on key issues together with suggestions for improvement.
11. Enhance the ability for RC soldiers to engage in absentee voting by augmenting absentee voting information that is provided during the mobilization process.
12. Stabilize the initial tour of returning soldiers who join RC units so they do not deploy again for a reasonable period of time.
13. Provide for professional military education (PME) to NCOs and officers in the AOR as operational requirements permit.
14. Strive to enhance predictability of service – when a soldier will be mobilized, how long will he/she serve, and when will he/she return. This is important to every RC service member, his or her family and employer.
15. Study appropriate ways to ease the burden on small employers who may have an employee mobilized. Consider tax incentives as a potential source of relief.
16. Review the entire issue of how we fund our service members in order to get them into the fight. Problems associated with this issue inhibit planning and execution and is a source of enormous frustration.
17. Consider appropriate enhancements to TRICARE to take into consideration the unique needs and contributions of the RC service member.
18. Enhance the ability to check the health of deploying personnel to avoid future problems.
19. Enhance the dental care provided to the RC.
20. Provide follow-up care upon their return for personnel who may have developed physical or mental problems during their deployment. Consideration should be given to permitting personnel to be returned to active duty even if they have been discharged to the RC.
21. Eliminate the existing requirement that a soldier must serve greater than 139 days before they are entitled to the full BAH benefit.
22. Develop creative ways for the Nation to continue to utilize the skills of service members who have been wounded. Most of them want to continue to serve to the best of their ability and we owe it to them to attempt to provide meaningful ways for them to continue to serve.
23. Develop an administrative system, especially for the wounded, that bridges differences between the Services and civilian departments as to how their records are maintained.
24. Develop a program within the RC to utilize personnel with specialties that are common to the various services, to be used as appropriate to relieve the stress on a service that might be strained in that area. The AC has initiated this type of program.
25. Permit RC members to utilize their MGIB-SR educational rights even if mobilized.

## Conclusion

The Reserve components are a national treasure. They embody the highest principles of patriotism and selflessness as originally reflected in the militia and later in our modern Reserve and the Total Force concept. But the challenges ahead for the nation, the defense structure itself, and the Reserve components are enormous. The nature of warfare in the twenty-first century will make ever-greater demands – demands that will be shared by the Reserve components.

A new “Compact” for the Reserve components is evolving and was reflected, in part, by the substantial beneficial legislation for the RC included in the NDAA05. The Reserve

components must make every effort to adapt, anticipate and demonstrate creativity if they are to complete the new “Compact” and ensure that they remain relevant and ready. Because of these demands, the Board is delving into areas it has never explored before, but which must be done to meet tomorrow’s homeland security and defense needs.

The Reserve Forces Policy Board will continue to lead the way in making suggestions regarding the future roles, organization and benefits of the Reserve components as we mutually face the challenges of the Global War on Terrorism and challenges of this century, while maintaining its independent advisory role mandated in 10 U.S. Code Section 10301.



## Mission

The Reserve Forces Policy Board (RFPB), as provided in Title 10 of the U S Code, is the principal policy advisor to the Secretary of Defense on Reserve component (RC) matters. The RFPB acts independently in its advisory role to evaluate proposals and actions or situations impacting RCs that would: create, change, or discontinue pertinent laws, directives, instructions, or other guidance media; alter the missions or the composition, operation, readiness, or other essential elements of one or more RCs; or impact directly upon the RCs in such matters as cultural and environmental issues. The RFPB shall provide an annual report to the Secretary of Defense for transmission to the President and Congress.

## The Chairman's Vision

The RFPB provides independent, timely advice, and recommendations to the Secretary of Defense on challenges facing the RCs. Our direct charter from the current Secretary of Defense is to aid efforts to support transformation, rebalance and strengthen the RCs, and assist the RCs in reconnecting with America.

## History of the Reserve Forces Policy Board

President Harry S. Truman, on October 15, 1947, directed the Secretary of Defense to take every practicable step for the strengthening of all elements of the RCs of the Armed Services. In response, Secretary of Defense James Forrestal appointed the Committee on Civilian Components to make a comprehensive, objective, and impartial study of the RCs of the armed forces. The committee recommended that the Secretary of Defense create a standing committee to recommend policies and procedures affecting the RCs. The then Secretary of Defense, Mr. Louis Johnson, adopted the committee's

recommendation, and on June 14, 1949, created a Civilian Components Policy Board.

In 1951, Secretary of Defense George C. Marshall changed the name of the Board to the Reserve Forces Policy Board to more accurately reflect the Board's focus. The Armed Forces Reserve Act of 1952 statutorily created a Reserve Forces Policy Board within the Department of Defense. Although the RFPB had existed via regulations for a number of years, Congress envisioned a somewhat different purpose for the RFPB. As outlined in 10 USC 10301, the Board, acting through the Assistant Secretary of Defense for Reserve Affairs, is the principal policy advisor to the Secretary of Defense on matters relating to the RC. Further, it was envisioned by Congress that this Board would act independently to monitor, review and evaluate proposals, actions, and situations impacting the National Guard and Reserve forces—a goal the Board steadfastly maintains.

In September 2002, the Board commemorated its 50th anniversary with the establishment of an annual "Citizen Patriot Awards" program. The fiscal year 2002 Awards were presented to the Honorable John O. Marsh Jr. and to the WWII Women's Air Service Pilots, Citizen Patriots who made considerable contributions to the national defense.

The Board has been able to keep pace with the evolving role of the RCs over the years. As the Guard and Reserve mobilizations in support of the Global War on Terror have illustrated, we are once again at the beginning of a new era, where the windows of opportunity are enormous, and the challenges equally daunting. The RFPB stands ready to continue its important role in support of the RCs in successfully carrying out the roles and missions specified in the President's National Security Strategy.

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During the period covered by this report the Reserve Forces Policy Board held meetings on 8-9 Oct 2003; 13 Jan 2004; 20 Apr 2004; 7 Jul 2004; and 5-6 Oct 2004.

### **8-9 October 2003**

The October, 2003 meeting was held at the Pentagon. A visit and remarks by the Deputy Secretary of Defense Honorable Dr. Paul D. Wolfowitz highlighted the morning session, which also included presentations on BRAC, legislative and DIMHRS updates, and an overview of the Merchant Marine Academy. That afternoon discussions focused on the revised Citizen Patriot award criteria and status of the Stabilization Force project.

The second day's events focused on the Department of Homeland Security, USNORTHCOM missions and functions, and a presentation by members of the Defense Science Board on their study concerning DoD's roles in Homeland Defense. There was also a briefing by the Army G-3 on Army Force Rebalancing.

The annual alumni dinner and Citizen Patriot awards were presented that evening. The group award was presented to the "First Shot Club," a group of WWII Navy reservists who fired the first shot, sinking a Japanese submarine in Pearl Harbor. The individual recipient was Congressman Sonny Montgomery, author of the Montgomery GI Bill and strong supporter of the Guard and Reserve.

### **13 January 2004**

The next quarterly Board meeting was held in the Pentagon on 13 January 2004. The session was devoted to the topic of Force Rebalancing. Honorable Tom Hall, ASD for Reserve Affairs, and members of his staff opened the session with an overview of the Department's view on Force Rebalancing and a discussion of the Secretary's initiative to involve the Board in that process.

Each of the Reserve component Service Chiefs continued the discussion from the perspective of their respective services. The common theme in those presentations was that current force rebalancing

efforts still fall short of the target and that long-range efforts must continue.

Honorable Dov Zakheim, USD/Comptroller, spoke at the Board's luncheon, highlighting the Department's budget planning and program for the upcoming year.

### **20 April 2004**

The Spring 2004 quarterly Board meeting was held at the Reserve Officers Association (ROA) on 20 April 2004. The morning session was devoted to a Legislative Issues Forum with representatives from military, veterans, and uniformed services organizations that make up the Military Coalition.

Senator Daniel K. Inouye was the featured luncheon speaker. He talked about what the Reserve component is doing and where he sees it headed in the future. He reviewed the history of the Guard and Reserve and the remarkable change to longer and more frequent deployments in support of the GWOT. He also emphasized the need to better articulate and communicate to the public these fundamental changes, as well as the duty to train and equip the RC exactly like the AC if they are to stand together in harm's way.

After lunch Assistant Service Secretaries Hon. Brown, Navas, and Dominguez, all members of the Board, led a discussion of personnel issues and DoD policy on public identification of casualties. The Board also discussed the concept of a new Reserve Components Compact, Citizen Patriot Awards, and the FY04 Annual Report.

The Board hosted a reception at the ROA headquarters that evening for Members of Congress, where it honored members of the Senate Reserve Caucus, House Reserve Components Caucus, and the Military Coalition.

### **7-8 July 2004**

The July, 2004 quarterly Board meeting was held in conjunction with a visit to NORTHCOM, a combatant command, at NORTHCOM headquarters at Peterson AFB, Colorado Springs, CO on 7 July 04.

The focus of the meeting was a review of legislative and DoD policy initiatives. Mr. Manny Mirabel, President of the National Puerto Rico Coalition and Founder of Welcome Home, presented a briefing on Welcome Home, an Internet-based training and employment program designed to prepare bilingual military service members and their families for careers in the mortgage banking industry.

The Board hosted a town hall meeting attended by over 100 Reserve component members that afternoon. Questions received from the attendees focused on compensation inequities, TRI-CARE for Reservists and their family members, lifting the two year mobilization ceiling for RC members wanting to remain on active duty, and the limited number of paid duty days available to the RC member.

The day concluded with a Citizen Patriot Forum hosted by the Colorado Thirty Group, a non-profit community organization comprised of civic community and business leaders actively involved in supporting the many military installations, the service members assigned there and their families. The focus of the forum was the need for communities across the country to support the service personnel who are tasked to defend America's freedoms.

The visit concluded with a visit to the Colorado Army National Guard facilities in Colorado Springs and at Fort Carson of 8 July. Briefings to Board members included the soon to be activated air defense capabilities against medium range missiles and the refurbishing of returning equipment from Iraq and Afghanistan. A luncheon with selected RC members at Fort Carson followed.

## **5-6 October 2004**

The October 2004 meeting began at the Pentagon on 5 October, where the Board listened to a panel consisting of the Reserves Senior Enlisted Advisors, coordinated by CSM Larry Holland (USAR, OSD/RA). Key issues highlighted by the panel included a proposed policy to "stabilize" a service member who joins the Reserve component immediately upon leaving the Active component for a period of up to two years. The panel agreed that such a policy could help recruit AC members leaving active duty who may be reluctant to join the RC

because of the high probability of deployment as a member of the RC.

Another issue discussed by the panel was the involuntary mobilization of National Guard members by FORSCOM for training. The panel fully endorsed the Train-Mob-Deploy concept, but also recognized that the Guard can and does conduct its own training. The specific point raised was that the involuntary training mandated by FORSCOM can be duplicative and therefore unnecessary, and can interfere with the Guard's own training regimen.

A third issue presented by the panel was the fact that NCOs are not permitted to attend NCOES training in the AOR. The panel proposed that proper schooling that does not conflict with operational duties be made available in the AOR. The panel emphasized, however, that training of Iraqi nationals should take precedence, since a trained Iraqi force would allow redeployment of coalition forces.

The stress of frequent and multiple mobilizations was the next issue raised by the panel. Predictability in deployment cycles could ease some of this stress on the RC members, their families and their employers. The panel cautioned that readiness of the RC would suffer if predictability were not increased.

The panel opined that dental care remains a problem for RC members, despite improvements made in the last year to allow treatment 15 days prior to deployment and 180 days post-deployment. The panel noted similar issues in medical treatment that delays or precludes deployment.

The next issue surfaced by the panel dealt with student RC members who are not adequately protected by the Uniformed Services Employment and Reemployment Rights Act (USERRA) when their education is interrupted. The panel also noted that USERRA's effectiveness is still hampered by the many loopholes available to employers who choose to use them.

Recruiting and retention were both noted as serious concerns for the Reserve components. The panel noted that the Air National Guard met its retention goal, but did not achieve its recruiting goal. Both numbers are seeing the impact of the stress the GWOT is placing on the RC members and their

families. While there is also significant stress on the relationship with employers, extended deployments can be even harder on the self-employed and those who operate small businesses.

The panel emphasized that equity issues remain in pay disparities between active and Reserve component personnel. The panel used entitlement to BAH I/BAH II as a specific example, noting that the so-called 139 day rule seems to discriminate against reservists by denying them the higher BAH rates unless they are on orders for more than 139 days.

The panel discussed medical care from three different perspectives: improving delivery of medical and dental care prior to deployment to minimize delays in deploying troops; improving medical care post-redeployment, including mental health care to fight the rise in the suicide rate for redeployed troops; and the relationship between medical treatment for wounded troops and their eligibility to be returned to duty. The panel noted that the great majority of wounded personnel want to continue to serve and the system needs to provide for retraining to take advantage of their unimpeded abilities.

The board next heard presentations from representatives of the Service Policy Boards for the Reserve components. The representatives discussed the organizational structure of their boards and some of the issues they had discussed.

The Board also heard presentations from several military associations, including Reserve Officers Association, Military Officers Association of America, the Enlisted Association of the National Guard of the United States and The Retired Enlisted Association. The Board noted the valuable work conducted by the military associations and decided to meet with their representatives twice per year to facilitate closer work on RC issues.

The Board reconvened the following morning at the Army Navy Country Club. MG Wightman briefed on the Mobilization Process Reform Initiative, its products and their results. He also discussed the GWOT and OIF, which are the focus areas of joint service collaboration.

Next, the Board heard presentations from the

several Reserve component service chiefs. MG Barry briefed on behalf of LTG Bradley, and covered Reserve contributions, recruiting and retention, expanding and evolving missions, and new challenges for the RC. He noted that the Air Force Reserve has had 29,135 demobilizations, and that 10,000 to 11,000 Air Force reservists have been mobilized for a year or more, with about 4,000 deployed at that time. He emphasized that retention had increased in 2004 to 90% for officers and 90% for enlisted personnel. He cited recruiting and retention as the number one AFR challenge for 2005 and stated that the AFR is trying to move away from involuntary mobilizations in favor of increased reliance on volunteers.

LTG Helmly, Chief of the Army Reserve, briefed that 109,000 Army Reserve soldiers had been mobilized since 9/11, with 31,000 deployed at that time and an average of 10,155 soldiers mobilized per month from October 2002 to December 2003. Since December 2003, an average of 50,000 USAR soldiers had been mobilized per month.

LTG Helmly stated that the high number of mobilizations and demobilizations has caused a need for a new model on how to sustain the force over time. He added that the mobilization process is being reviewed, but needs further changes, particularly in the process to publish orders for volunteers. He emphasized that the Reserve components are under severe stress, to which he attributed the drop in retention rates. He predicted a 5 year rotation plan for mobilizations, with the first two years after demobilization devoted to reconstituting and retraining the units. He cautioned that too much reliance upon bonuses and other incentives for volunteers could produce a bidding war that we do not want.

LTG McCarthy, Chief of the Marine Corps Reserve, discussed the medical and societal challenges presented by wounded personnel who survive the most grievous wounds that would probably have been fatal in prior wars. He predicted that these survivors would put great pressure on VA hospitals. He stated that the Marines manage their IRR intensely, which allows them to stay in touch with recently separated AC Marines and maintain a good pool of talent to support mobilization needs. He said that 74 per cent of USMCR personnel are in

their first tour/term, with 26 per cent prior service. He opined that the policy of backfilling units with personnel removed from other units has significant drawbacks and should be minimized.

VADM Cotton, Chief of the Navy Reserve, reminded the Board of the name change to the US Navy Reserve. He explained that the Navy Reserve is moving out of traditional missions and is exploring missions related to Homeland Security in conjunction with the Coast Guard. He stated that the entire Navy Reserve is assigned to and under the jurisdiction of NORTHCOM, which broadens its mission requirements, and that over 60 percent of the full-time support staff is employed in operational support at major commands through shipboard assignments.

VADM Cotton also introduced the Navy Reserve tracking system. It is a “people soft” product that is already purchased which tracks nationally, regionally, and down to the unit and individual member. It tracks readiness, drill participation, medical and dental readiness along with other vital information. What makes the system a positive multiplier is that it can be integrated for COCOM use. The Navy/Marine Corps system is the system of choice of JFCOM for its task to develop a Joint Mobilization Tracking System. VADM Cotton noted that retention and recruitment are good and that the Navy Reserve will further integrate into the Total Force.

LTG Schultz stated that the ARNG has mobilized approximately 180,000 personnel for Title 10 missions, and expressed concern over what he termed were potentially misleading, inaccurate estimates of the cost of the RC then being discussed. He stated that the ARNG has lost approximately 140 personnel during the GWOT. He stated that the Title 10, USC chain of command creates a unique challenge for the ARNG because of its Title 32 mission for the state governors. He stated that we must not let the states get below 50% availability of the individual state ARNG to its governor.

LTG Schultz emphasized that the Family Assistance Centers are vitally important and must be preserved. He said that we need them more than ever as we transition and redeploy our personnel. He cautioned that one or two briefings are not sufficient

to prepare our soldiers to return to civilian life.

LTG Schultz acknowledged that the ARNG missed the prior service objective by 5,000 personnel in 2004, which he attributed in part to the Army stop loss procedures, which shrank the pool of prior service personnel available. He indicated that retention is not currently a problem, although enlistments are a big concern.

LTG Schultz predicted that the ARNG will have a shortfall of infantrymen for OIF 5-7. He further stated that substantial rebalancing and restructuring is needed, as Field Artillery, Air Defense Artillery, Engineer, Armor, and Logistics are down in numbers, while more Military Police, Transportation, Petroleum/Water, Civil Affairs, PsyOps and Bio Detection units are needed.

COL Hillestad, ANG Chief of Staff, stated that both recruiting and retention are meeting requirements for the Air National Guard. He indicated that the ANG had mobilized 24, 500 personnel at the high point, with 2, 800 currently mobilized.

Admiral Giambastiani, JFCOM Commander, addressed the Board by teleconference call. He noted that a new Pinnacle Course was underway, training two and three star officers who will be future JTF commanders. He expressed his regrets at not being able to be with the RFPB personally.

Admiral Giambastiani emphasized the need to fix the Reserve mobilization process. He stated that MG Wightman will brief the Chief of Staff on the subject. He further stated that the joint mobilization processing system (JROCM) is about to be implemented. He emphasized that the services need maximum flexibility. Each service organizes, trains, and equips for certain missions and service chiefs are in the best position to meet these operational requirements. He used the Joint Communications Support element as an example of the flexibility needed.

The meeting concluded with the Alumni Dinner at the Army Navy Country Club and presentation of the Citizen Patriot Awards to the Honorable Melvin R. Laird and members of the 200th and 515th Coastal Artillery units.



As highlighted in the Reserve Forces Policy Board Annual Report for 2003, following 11 September 2001, the Department of Defense (DoD) used a modified mobilization process due in part to existing operational plans that had neither addressed nor anticipated the mobilization requirements generated by the Global War on Terrorism (GWOT). This modified process required multiple layers of coordination between the Services, OSD and the Joint Staff. Furthermore, this modified process, along with Service specific derivatives, was often overwhelmed by the combatant commanders' force requirements.

Activating reservists as part of the mobilization process requires the transition from RC force management practices to AC force management practices during the period of activation. The differences contained within the policies, practices and management systems of the respective services resulted in confusion and delays in the effective deployment of reservists.

Since September 11, 2001, numerous studies, symposiums, conferences, and documenting of lessons learned have been conducted to closely evaluate how the Department of Defense (DoD) and the respective services accomplished the business of mobilization and to pursue organizational and process improvements. Considerable evidence exists that the current mobilization process and organization is not sufficiently responsive to 21st century Total Force operational requirements and thus will not serve the Nation well in the future.

## The Mobilization Process

The mobilization process begins with the identification of force requirements by the Combatant Commander (CC), which are then consolidated and forwarded to the Joint Chiefs of Staff as a "Request for Forces." The Joint Staff validates and prioritizes the requirements and coordinates with supporting commanders and the SECDEF concerning timing of mobilizations, units and individuals to be employed, approval of deployment force, and issuing of relevant orders.

The respective services review the approved requirements and coordinate with AC and RC headquarters to verify individual unit readiness and availability. Once identified, the Assistant Secretaries of the Military Departments for Manpower and Reserve Affairs approve the mobilization packages. Each service has a unique process for activating its reserve component.

## DoD Mobilization Guidance

The SECDEF challenged his staff, the Chairman of the Joint Chiefs of Staff (CJCS), and the Military Departments to find short and long-term solutions to lessons learned during the alert, activation, mobilization, and demobilization of forces in support of the Global War on Terrorism (GWOT). Some of the most significant areas that need to be addressed include:

- Improving the process of activating Guard and Reserve personnel and seeking joint solutions to provide the best flow of forces (active and reserve), thereby promoting judicious and prudent use of the RCs;
- Seeking "quick wins" or "best practices" that will result in immediate process improvements in the activation of RC personnel;
- Seeking the best Active component (AC) and RC mix to allow greater flexibility, improve strategic surprise, and reduce the strain on Guard and Reserve personnel through the efficient application of manpower and technological solutions;
- Structuring AC and RC forces to reduce the need for involuntary mobilizations of the Guard and Reserve during the first 15 days of a rapid response;
- Limiting the frequency and length of involuntary activations;
- Developing a full spectrum of initiatives and programs to encourage RC member "Volunteerism" for extended periods of active duty;
- Establishing a more rigorous process for

reviewing joint requirements;

- Validating requests for forces in time to provide timely notice of activation;
- Making the activation and demobilization processes more efficient;
- Ensuring that RC members, when used, are given meaningful work for which alternative manpower is not readily available, but retaining them on active duty only as long as absolutely necessary; and
- Improving the capability to track RC members from alert through the activation and mobilization process, in theater, and through demobilization and home station.

### **Progress Toward Mobilization Reform**

As outlined in the RFPB Annual Report for 2003, the mobilization process owners, from the Office of the Secretary of Defense (OSD) through the Military Departments and Combatant Commanders, continued to improve the process, rebalance the forces, and develop sustainability and predictability. The CJCS provided guidance to Commander, United States Joint Forces Command (USJFCOM), with regard to developing a more agile, responsive process for mobilizing RC forces and individuals that requires changes in Service and joint doctrine, policy, and law.

USJFCOM assembled subject matter experts from the Office of the Secretary of Defense/Reserve Forces Policy Board (OSD/RFPB), Office of the Assistant Secretary of Defense for Reserve Affairs (OASD/RA), the Joint Staff, Combatant Commanders, Services, and all seven RCs to seek mobilization process reform. As directed, JFCOM sponsored a discovery process to identify critical issues from May through December 2003. As a follow-up, JFCOM conducted a series of workshops to address issues identified. Recommendations generated by the working groups focused on ways to improve the pre-deployment mobilization processes of reserve forces.

The following areas from the USJFCOM publication entitled “Reserve Mobilization and Deployment”, September 2004 have significant

impact on mobilization reform and are endorsed by the RFPB: (Editorial Comment: It should be noted that the following listing does not include all the recommendations from the JFCOM report. This should not be construed as a non-endorsement of those recommendations not listed; instead, those listed below have been prioritized by the board and are considered generic, vice Service-specific, as reflected in the report.)

1. Shift the Activate/Train/Deploy paradigm to Train/Alert/Activate/Deploy.
6. Create a web-enabled, Joint Mobilization Processing System to provide end-to-end tracking and visibility of activated RC units and individuals.
7. Streamline service access to the IRR and increase IRR relevance as a service mobilization asset.
8. Establish an RC Individual Medical Readiness (IMR) standard.
9. Resource medical readiness screening to ensure compliance with statutory/regulatory requirements

### **A Shift in Paradigm**

The USJFCOM study specifically applies this subject to USAR and ARNG units; however, the Board believes that the tenets of this recommendation apply to all of the Reserve Components. The majority of units/individuals within the Reserve Components are not organized, equipped, or manned to C-1/C-2 readiness levels. In short, they are not resourced for rapid activation (deployable in less than 30 days). Thus, during the course of mobilization from the time of activation to actually responding to the combatant commander’s request for forces, these units/individuals have encountered unacceptable delays in receiving adequate training, financing, and/or equipment.

The Board has recommended that the mobilization process of activate/train/deploy radically change to a train/alert/activate/deploy process. The best way to increase the speed, agility and responsiveness of the mobilization process is to increase the state of pre-activation readiness.



Enhanced pre-activation readiness decreases the period between activation and deployment, thereby adding value to the RC as an operational reserve. It also maximizes the availability of deployment-ready units and individuals and enhances predictability.

The National Defense Authorization Act for Fiscal Year 2005, signed by the President in October 2004, recognized this fundamental change and enacted a provision which allows the Secretaries of the Military Departments to involuntarily call RC members to active duty for training as part of the existing involuntary call-up authorities. The Services are now examining how to best use this new readiness tool. The shift in the paradigm was successful.

### **Create a Web-Enabled, Joint Mobilization Processing System**

Each Service has its own tracking and management process of mobilization, which are neither standardized nor interoperable across the joint community. Combatant commanders and joint planners have indicated a need to develop a common system in order to track reserve units and individuals.

During the USJFCOM Mobilization Process Reform workshops, each of the Services demonstrated the capabilities and functionalities of their respective mobilization processes. A consensus was reached that the Navy/Marine Corps Mobilization Processing System (NMCMPs) had the required capabilities and would be suitable for a Joint Mobilization Processing System.

The Board fully endorses the further exploration of utilizing the NMCMPs as a Joint Mobilization Processing System and adapting it as necessary to maximize the benefits for all concerned.

### **Streamline Access to the IRR**

Services are close to exhausting their pool of IRR members who are willing to volunteer for activation in support of the GWOT. While the IRR should not be considered a first choice in meeting additional manpower needs ahead of the AC and drilling units and individuals, the Services should have more flexibility to involuntarily activate IRR

members to resolve deployment shortfalls. Most IRR members have an additional service obligation once they complete the Active Duty /Selected Reserve portion of their enlistment contract.

The Board recommends that the DoD and the Services improve the relevance of the IRR population. Greater flexibility in accessing and mobilizing members of the IRR would add both value and relevance. A more viable IRR will provide an additional manpower resource in filling the critical requirements of the RC Services and combatant commanders.

### **Individual Medical Readiness**

The state of individual medical and dental readiness prior to activation has a tremendous impact on individual RC members, on overall unit readiness, and on the effectiveness of the mobilization process. Medical readiness standards are Service specific and there is no way to determine what the actual percentage of the total force is available for deployment in advance of a member reporting for mobilization processing.

The board recommends that a common, DoD-sponsored common tracking system be developed to provide a pre-mobilization medical readiness picture across Service lines. One advance in this direction has been the policy for standardization of individual medical readiness reporting issued by the Office of the Assistant Secretary of Defense for Health Affairs, and which the Services are implementing.

### **Resourcing Medical Readiness**

Additionally, RCs have difficulty in complying with annual medical/dental readiness requirements because the Defense Health Program only funds RC medical and dental care for RC members who are on active duty for more than 30 days. The National Defense Authorization Act for FY 2004 contained provisions that improved the access to health care services for many RC members and their families. However, health care access and medical readiness are not synonymous.

Section 701 authorized the Service Secretaries to provide medical/dental care necessary to meet

applicable medical and dental standards for deployment to RC personnel being activated for more than 30 days. However, no appropriation was authorized to support the measure, leaving the funding burden to the Services. Additionally, Section 701 is only available to members who are being ordered to active duty for more than 30 days. Section 703 of the Act provides healthcare benefits upon notification or 90 days in advance at a possible cost to the individual.

Compounding this problem further, RC members often are unable to use medical and dental treatment facilities for statutory and regulatory screenings because treatment facilities do not have sufficient resources to provide the necessary screening and care. The following approaches could significantly improve this deficiency: Implement DoD Individual Medical Readiness standards; improve the categorization and tracking of individual medical readiness of all RC members; and resource medical and dental readiness at a level that will allow RC members to meet/maintain the statutory and regulatory requirements for medical and dental screening and readiness standards.

The Board recognizes that keeping all RC members fully ready, medically and dentally, is very costly; however, with our continued reliance on the RCs, the need exists to determine the best alternatives to achieve this goal. The Board recommends DoD evaluate joint medical solutions and ensure DoD policies and statutes are sufficient to support cost effective medical and dental readiness of our RC members.

Every effort must be made to provide Commanders the tools necessary to accomplish their responsibility of ensuring medical and dental readiness for their units.

### **Predictability of Deployments**

The data and input received by the Board from and through its visits to the combatant commands, reserve units, and Citizen Patriot Forums consistently shows that the crux of the matter when it comes to reserve personnel and mobilization is predictability of deployment. The patriotism and dedication to duty of each reservist has been above reproach.

Each has been and remains willing to serve the country and the military service to which he or she is assigned. However, the inability to plan a life inclusive not only of military duty, but within the circumstances of a civilian job and family, is recognized as the most detrimental aspect of reserve personnel employment in the GWOT.

Each of the respective services has taken great strides in developing deployment cycles which would bring a degree of predictability. Although the preliminary guidance from DoD appears to use a 1 in 6 model (one deployment every six years), the Board offers and endorses LTG Helmly's recommendation that the deployment cycle should read 1 in 5. This 'shorter' cycle would provide the services with a greater manpower pool with better flexibility and still provide the overall desire of predictability.

This predictability would be welcomed by the individual reservists and applauded by their respective employers. Nothing is more disruptive to a business, especially smaller and reservist-owned businesses, than to have an employee or business owner activated with little or no warning, thus preventing thorough transition planning in advance. Likewise, the unpredictability of deployment start date also influences the completion (demobilization) date, thus preventing businesses to hire replacement personnel correctly on a short-term basis. Emphasizing predictability of deployment can only equate to a win-win situation for all concerned parties.

Finally, overwhelming anecdotal evidence remains that the mobilization process remains one of "hurry up and wait," where the reservist and his or her family and employer bear the brunt of the inefficiency. Sadly, this is true in both involuntary and voluntary mobilizations. Alerts are issued and orders are frequently promised, but do not materialize. In other cases, individuals and entire units are given less than three days notice to report to the mobilization station. Similar stops and starts plague the demobilization process as well.

The entire chain of command continues to work hard to improve the mobilization process and great strides have been made, but much work remains to be done to maximize predictability and minimize the stress of deployment upon the RC member.

The nation's greatest and most sustained call on our Reserve component (RC) members, for long and possibly longer durations to support our National Security requirements, has increased the level of attention focused on pay, incentives, benefits, entitlements and compensation issues rises exponentially. The current military environment has forced the Services to use RC's in ways that are not fully supported by the existing compensation programs. The Reserve Forces Policy Board (RFPB) continues to hear recurring themes of equity and compensation issues between the Active components (ACs) and RCs. These comments are voiced most often as members of the RFPB visit the Combatant Commanders and deployed RC forces supporting the Global War on Terrorism (GWOT).

Equity in pay and benefits remains a concern for many RC members and for the members of the RFPB. Identifying the inequities and proposing solutions through DoD will continue to be a priority for the RFPB.

Reserve service members are called up to support this nation from every walk of life. Therefore, regardless of the component to which a service member belongs —Active, Guard, or Reserve—the pay and benefits for performing the same duty in the same location under the same conditions should be the same. To the RFPB this means the entire compensation package, not limited to just basic pay, but including incentives, bonuses, special pays and such benefits as Basic Allowance for Housing (BAH), medical and dental care, per diem, and family support programs, should be the same.

Recognizing the importance of these issues to the future of our Total Force, Congress and DoD have rightly focused their attention and efforts to address and correct many of the problems and concerns of our RC members. Most notable of these efforts are improved health care benefits, full commissary privileges, hostile fire and imminent danger pay and new tax breaks. However, there remain critical issues and areas where the Board feels that additional work and policy or legislative change may be required.

Current laws and regulations covering per diem, special and incentive pay, housing allowance, death benefits and other benefits and entitlements do not cover the way DoD is using our RCs. These compensation issues must be addressed if we are to continue to attract and retain the numbers and caliber of personnel needed in our RCs to meet military requirements. As these issues are examined we must be aware of both the statutory and budgetary implications associated with the recommended changes.

A recurring issue voiced to RFPB members has been the inconsistency in the method used by different Services to interpret and subsequently pay travel claims. All the ACs and RCs are compensated using the Joint Travel Regulation (JTR) to compute eligibility for and amounts of payments for travel related expenses. The issue arises from the interpretation of the JTR, which seems to be different from one component to another. The Board sees this difference among the components as a significant morale issue. It is impossible to answer RC members who ask why their per diem payment or travel allowance differs from members assigned to a different component, especially when the members are stationed in the same location, performing the same duty. The RFPB has heard this complaint over many years; however, the increasing use of our RC members, particularly in a deployed status, has raised the intensity level and visibility on this issue.

On the surface this appears to be an administrative issue that could be easily fixed. However, when the RFPB has dug deeper into specifics, we always came away with the same response: this is a legal interpretation of the JTR. The Board does not view this as a systemic problem with the JTR, but rather a problem with the many different interpretations applied to these regulations. The Board unanimously supports any efforts aimed at simplifying and clarifying travel and per diem entitlements to provide uniformity of interpretation and equal payment to all our members. Our RC members are daily carrying out hazardous missions and deserve fair and equal treatment under the regulations.

As previously noted in the RFPB's Annual Reports for 2002 and 2003, feedback from reservists and their families continues to indicate that income protection upon mobilization is an important issue for many RC members. Many of these members can and do earn more in their civilian jobs than they earn when mobilized for active duty. The loss of income can cause many problems for the members and their families. A previous attempt to remedy this issue with a mobilization insurance system met with disastrous results and was quickly terminated by DoD. The current level of dependence on RC forces to support military commitments at home and abroad makes the insurance solution financially unsupportable without a huge outlay of funds from DoD's already stressed budget.

While there does not appear to be an easy answer to this issue, the RFPB continues to support and encourage all efforts to review the many proposals and combinations of proposed solutions to provide relief. This has the potential to become a significant recruiting and retention issue that will not go away and must not be placed in the too-hard-to-do box and forgotten.

Since the increase in OPTEMPO from the GWOT, which caused more frequent deployments for longer durations, the issue of Basic Allowance for Housing (BAH) has become an even greater concern for reservists on duty for less than 140 days who are not serving in support of a contingency operation. Under current law, SECDEF has the authority to establish a housing allowance rate for RC members who are on active duty for less than 140 days, which is presently authorized as BAH-II.

BAH-II is a flat rate allowance based on grade and dependency status, but is not adjusted for location. In comparison to regular BAH, the average BAH-II rate is currently about \$400 per month less. In high cost areas, the BAH-II rate is significantly less than the BAH-I rate. While this disparate payment system results in substantial cost savings to DoD, RC members serving tours of duty for less than 140 days receive significantly less housing entitlement money per day than their active duty counterparts. While there is an exception for those members serving in support

of contingency operations, the separate BAH rate still applies for non-contingency duty. These distinctions between AC and RC members based solely on monetary considerations are no longer supportable.

When the 140 day threshold was established 20 years ago, RC members were employed in a significantly different manner than they are today. RC members interested in serving tours of duty for less than 140 days are faced with a disincentive to volunteer, as their amount of BAH II is less than that of their active duty counterparts and other RC members serving longer than 140 days. Because of our increased reliance on RC members, the need for improved retention and to encourage volunteerism, the RFPB recommends the Services, RCs, and DOD actively seek policy or other solutions to resolve BAH inequities. Specifically, the Board recommends that a selected committee review the possibility of have only BAH-I for all RC members on active duty for any period of time.

Family readiness is another area that remains of great concern to the Board. As RC members are called to active duty repeatedly over a short period of time, or extended on active duty for long durations, the strain on the families at home becomes a morale and retention issue. In the traditional RC role of inactive duty and limited active duty for training, family readiness did not receive much attention. The Board is aware that there are new programs within DoD, the Services and the RCs addressing this issue and applauds these efforts to alleviate this problem. However, the Board continues to hear from deployed RC members that their ability to perform their mission is directly and adversely affected by family issues at home.

Most of the complaints received by the RFPB are directly related to information flow. Many families have been left in the dark regarding the duration of the mobilization and the date the RC members will return home. Also, comments from RC members indicate a need for increased emphasis on keeping RC members' families current on benefits and entitlements, and where to go to get questions answered or needed services provided.

Often RC family members and even a significant number of RC neither have active duty experience nor live in the vicinity of military installations, resulting in a large knowledge gap regarding benefits, entitlements, and support services. Thus, extended active duty becomes a whole new world to many of these RC members and their families. The Board believes strongly that family preparation prior to deployment, proper education of the member and the family and, most of all, frequent and continuing communication between the RCs and the families are the keys to successfully meeting this challenge. This is a command function, and commanders at all levels must emphasize the importance of family

readiness as a force multiplier. In that regard, family readiness training, like individual and unit readiness training, is most effective when conducted well in advance of activation.

The Board also recommends the services and RC consider an online system to give family members both close to and far from military installations a means to communicate with military family support organizations and request assistance when family members are deployed. The Services do a great job of taking care of active duty families; thus we must keep working to enhance the level of care provided to our RC members' families.

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# *Transforming the Reserve Components*

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In the Fiscal Year 2002 and 2003 Annual Report of the Reserve Forces Policy Board, the topic of “Transformation” was addressed. The primary focus of the chapter on Transformation concerned the relevancy of the Abrams Doctrine in the 21st century and the potential positive and negative impacts of not retaining the doctrine. Today’s increased reliance on the RCs is directly related to the Abrams Doctrine, total force policies, force downsizing, increased mission demands, and the fact that the “threat-based” approach of the past decade has been replaced by a “capabilities-based approach.” However, this doctrine was developed in another era of warfare.

In general, from the close of World War II, our forces were designed to counter the Soviet threat. Though there was not a direct great power war, the opposing sides did engage in smaller, subject-state conflicts. With the conclusion of the Vietnam war, one of the political ramifications was that the Nation, as a whole, did not participate in the war effort. Thus the Abrams Doctrine envisioned, through the extensive use of the Reserve components, that the next conflict(s) would involve a larger number of the civilian population. For the first Gulf War, the doctrine worked as advertised – however, one must keep in mind that that conflict was against a clearly defined nation-state and of short duration.

The great power war on which we were focused for nearly five decades was decisively changed with the events of 11 September 2001. One can make a credible case that events on a smaller scale prior to this date were portends of the future, however, it cannot be denied that the conventional state level conflict shifted to the ill-defined, non-nation state collection of entities. The Global War on Terrorism (GWOT) is a conflict against an ill-defined entity and of an unforeseen duration. To counter such a decisive shift in the threat, the spirit of Abrams Doctrine should be retained however, the execution as it pertains to the Reserve components should change.

Even though the Services have already been actively engaged in transforming, there has been a more concerned effort as a result of the lessons

learned from the current contingencies, emerging challenges, and additional guidance from the SECDEF.

All of the services have developed transformation visions. The Army’s transformation project promises to deliver an “Objective Force” with a Future Combat System that will be responsive, deployable, agile, versatile, lethal, survivable, and sustainable.

As part of the Army’s plan for increased flexibility in responding to an asymmetric threat, modular organizations are being created. The Army, including the Army National Guard (ARNG), will restructure its organizations to create forces that are more stand-alone and alike (“modular”) while retaining their broad-spectrum capability.

Modular force conversion will create a larger pool of units to fulfill strategic commitments, standardize unit designs, make units more adaptable to the range of missions—from peacekeeping to war, move from division-level (larger) to brigade-level (smaller) stand-alone units, make units capable of deploying more rapidly, and improve the Army’s ability to tailor units and integrate them among components and with other Services and nations.

The Air Force’s Vision 2020 promises “Global Vigilance, Reach and Power” through a full-spectrum aerospace force to control and exploit not only the air but also space. Air Force assets are to be able “to find, fix, assess, track, target, and engage any object of military significance on or above the surface of the Earth in near real time.” Marine Corps Strategy 21 and the Corps’s “Operational Maneuver from the Sea” doctrine promise scalable, interoperable expeditionary forces at a high level of readiness. For the Navy, *From the Sea and Forward . . . from the Sea*, post-Cold War visions that profoundly reoriented the Navy away from blue-water fleet-on-fleet engagements to projecting power ashore in the littorals has evolved into *Sea Power 21* which is focused as much on how the Navy will fight in the future as on where it will fight.

Since each Service is attempting to exploit the opportunities presented by modern information technologies and is responding to the overarching guidance provided in such documents as Joint Vision 2020 and the National Military Strategy, there are many commonalities across the individual visions. Each Service claims, to one degree or another, to be expeditionary; even the Army is lightening its forces, in order to increase mobility and sustainability. Each vision also focuses on the ability to strike adversaries with a variety of weapons; no potential target anywhere in any environment—land, sea, air, space, or cyberspace—will not, in the end, be vulnerable to U.S. forces.

Strike operations are to be enabled by “information dominance”—which, reduced to its essentials, means improving the intelligence available to all echelons, but especially shooters. A premium is placed on precision, speed, agility, flexibility, adaptability, and connectivity. Operations are to be conducted in parallel rather than sequentially. All of the services embrace the requirements for jointness and interoperability

The Services recognize the importance of achieving strategic surprise, reducing stress on high demand—low-density career specialties (active and reserve), and streamlining our reserve management practices in order to retain a strong, relevant Reserve Force. The December 2002 *Reserve Component Contributions To National Defense* report focused on two themes for transformation, which were rebalancing the force to enhance capabilities and creating flexibility in force management.

The Services have successfully implemented measures to improve the force mix and early reliance on involuntary mobilizations. For example, between fiscal year 2005 and 2009 the Army will rebalance over 100,000 spaces of force structure in order to improve force readiness and ease the stress on the Guard and Reserve.

The Air Force is organized and funded for the integration of RCs into every aspect of the Air Force mission. Their Air and Space Expeditionary Force construct allows for maximum use of volunteers, thus, minimizing the need for

involuntary mobilization within the first 15 days of a rapidly developing contingency.

The Navy Reserve contains a significant portion of the Navy Airlift capability and Maritime Patrol capability, yet they are fully integrated to the point of seamless operations.

Beginning in fiscal year 2002, the Coast Guard began commissioning the first of thirteen Maritime Safety and Security Teams for domestic security operations, reducing the need for Reserve-staffed Port Security Units to respond to local contingencies. Port Security Units are designed to support the Combatant Commanders overseas in strategic ports of debarkation. Every Service has already made structural changes in the ACs and/or RCs that reduce stresses on critical skills and enhances capabilities. Many of these changes began before September 11, 2001, though now the need to continue is fully recognized. In some cases changes in reserve management policies are being implemented to improve volunteerism.

The Board concurs with the current direction and measures to rebalance the force and develop innovative management practices; however, it recommends that SECDEF consider one organization to guide this transformational process. This will improve consistency, balance, the development and sharing of ideas and best business practices, and ensure the right policies and legislative proposals are fully developed.

In *The Fiscal Year 2003 Annual Report of the Reserve Forces Policy Board*, a conclusion of the Board was that we must fully explore the changing contract between the RC member, his or her family and employer and his or her Service, the Department of Defense and America. In 2004, the Board focused efforts on framing this contract. The necessity for maintaining first response capability, as well as the need to surge when required, has, in part, driven the need for this report to address these matters.

An essential element in the Transformation of the Reserve Components is the condition upon which the contract between the individual and his/her respective Service is executed. No longer are reserve personnel considered weekend warriors;



they are, indeed, vital to the active component and vital to any successful prosecution on the GWOT. How has the Board examined this contract?

## Transforming the Contract

At the urging of the RFPB and other groups, the transformation of the contract with the reserve personnel made considerable strides in the passage of the FY 2005 National Defense Appropriations Act signed by President Bush on 28 October 2004. Some of the strides include:

1. Elimination of the 180-day rule. Section 416 creates a new strength accounting category for RC members serving voluntarily on active duty or full-time National Guard duty to provide operational support. What is critical in this section is that it retains reserve members in a reserve status for up to 3 years while on active duty (as opposed to changing the status to active following 180 days). It establishes a strength ceiling for each Reserve component that limits the number of its members who are on active duty on any given day, but imposes no grade ceilings.
2. Section 511 modifies the stated purpose of the Reserve Components. It authorizes striking the phrase “during and after the period needed to procure and train additional units and qualified persons to achieve the planned mobilization.” This section supports the change of the Reserve components from a strategic reserve to an operational reserve, and the shift in paradigm from “activate, train, and deploy” to “train, activate, and deploy.”
3. Section 618 increased the RC reenlistment bonus features and extended the eligibility from 14 yrs to 16 yrs. In addition, the section promulgates an increase from \$5,000 to \$15,000 for 6 year reenlistments; an increase from \$2,500 to \$7,500 for 3 year reenlistments; and an increase from \$2,000 to \$6,000 for a second 3 year commitment. These payments can be done in a lump sum or in installments. What makes this a very attractive benefit is that this section eliminates paying the bonus **ONLY** once to a member.
4. TRICARE benefits extended to RC personnel can be found starting in Section 701. The section authorizes SELRES members who have served 90 or more consecutive days in support of a contingency operation and agrees to remain in the Selected Reserve for at least one year to use TRICARE Standard for the member and immediate family. The member earns one year of eligibility for each 90 consecutive days of qualifying active duty.
5. The FY2005 NDAA also makes permanent the early access to TRICARE for RC members who are alerted for activation in support of a contingency operation and their families at the later of: (1) 90 days before commencement of active duty or (2) the date of the delayed-effective-date active-duty order.

The above five issues highlight the transformation of the fundamental contract between the RC individual and the services supported by the Reserve Forces Policy Board. As with these successes, there were others not realized.

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## **Transition To and From Hostilities**

The Reserve Forces Policy Board recognizes that one of the large roles that the Reserve Component (RC) has played over the past decade and certainly will play in the foreseeable future is in the time of transition to and from hostilities. This period is variously described as Stability and Reconstruction Operations (SRO), Peacekeeping, Phases IV and V of the war fighting cycle, and as transition to and from hostilities. Both in Afghanistan (OEF) and Iraq (OIF) in recent years, the importance of the crucial time period immediately following the end of traditional hostilities has been demonstrated.

We are all familiar with the observation that it is not only necessary to win the war, but it is also just as critical to win the peace. It is during this transition to and from hostilities that the RC, working closely together with the Active Component (AC) and with the entire interagency process and assets that it can bring to bear, makes an enormous contribution. All of the Reserve components play a substantial role in post-conflict activities, but it is the Army RC that have the most personnel engaged. Their participation ranges from units such as Civil Affairs, Psychological Operations, Medical, Military Police and Engineers, through combat brigades of the National Guard.

Over the past fifteen years, the U.S. has been involved in seven major post-conflict Stabilization and Reconstruction Operations, and has contributed to 10 more. Failed and failing states have become breeding grounds for terrorism, crime trafficking, and humanitarian catastrophes that threaten U.S. interests. The need for SRO has grown and its success is essential to a sustainable exit strategy for military and peacekeeping forces.

## **RFPB Forum on Stability and Reconstruction Operations.**

The Board opened the year with a forum on Stability and Reconstruction Operations co-hosted by the Civil Affairs Association and held at the

Reserve Officers Association headquarters. Dr. James Carafano, senior fellow for national security and homeland security at the Heritage Foundation, opened the session with the reminder that “History helps us understand who we are by understanding what we were.” He covered the history of United States involvement in Stability and Reconstruction from WWII through OIF and OEF. He was followed by a series of panels of distinguished scholars, military personnel and senior civilians who had played active and recent roles in SRO.

Dr. Carafano stated that four key principles had driven U.S. policy in post-conflict ops:

1. Keep the population from starving.
2. Restore critical infrastructure.
3. Provide a secure environment.
4. Legitimize the government.

He went on to observe that nations rebuild themselves and that the military creates the conditions for nation building. He stressed “rhythms” of how the United States has engaged in transitions to and from hostilities:

1. We forget previously learned lessons and always start from scratch.
2. The goal of the military is to fight and win the Nation’s wars – everything else is wasteful.
3. During the 20th century, all post-conflict work was done by the military. The military was the only USG entity with an expeditionary or crisis capability.
4. As a result of how coalition operations evolved, each participant received its segment or partition of the area to be restored. This may not be true any longer with the success of SRO dependent more and more on coalition and indigenous buy-in.
5. The importance of planning was stressed. It was noted that the military was very good at planning. The post-conflict phase either did not receive the emphasis of the conflict planning, or it was done in a way that tended

to address issues as if we were fighting an enemy and not reconstructing a nation.

Dr. Carafano summed up his observations by noting that winning the war has been our primary task; we have not historically integrated Civ-Mil planning; and we have not fully engaged our allies in the post-conflict effort.

The discussion panels were composed of senior United States Agency for International Development (USAID) advisors, and military speakers recently returned from OEF and OIF or involved in doctrinal development, addressed various aspects of SRO. Highlights of their observations included:

1. A call for two new Divisions (one AC, one RC) that would focus on SRO. This was the result of a National Defense University study made at the request of Admiral Cebrowski of the Office of the Secretary of Defense, Office of Force Transformation. Dr. Baranick presented the reasoning and policies behind this recommendation that was released just prior to the forum. The units would be joint, modular, and work extensively with Non-Government Organizations (NGOs).
2. Several speakers noted that the interagency process for planning and responding to SRO was in need of substantial overhaul.
3. USAID speakers noted five areas they felt essential to their ability to function and to have a successful SRO:
  - a. Civ-mil must be integrated with the maneuver elements of the military to provide humanitarian relief
  - b. Basic service such as electricity, health, education and security must be restored.
  - c. Food production must begin – it is urgent to get the indigenous population underway with efforts to feed themselves.
  - d. Control over local issues must be turned over to locals as soon as possible –the military commander need not address all problems.
  - e. Private sector growth must be promoted.

4. Data collection and information management are key issues in SRO that need dramatic improvement.
5. It was noted by several speakers that RC components, especially Civil Affairs, played a key role in both the original entity set up to address SRO in Iraq, the Office for Reconstruction and Humanitarian Assistance (ORHA) under retired Lieutenant General Garner, and in the Coalition Provisional Authority (CPA) under Ambassador Bremer.

## **Major Board and Staff Activities in SRO During 2004.**

SRO was one of the hot topics in both military and civilian circles as events in Iraq and Afghanistan focused attention on the importance of SRO. The RFPB and staff participated in a number of efforts throughout the year that related to the development of new ideas and policies about SRO.

- **USAID.**

A close liaison was maintained with USAID and ex-officio Board member Andrew Natsios, the USAID administrator and retired USAR officer with vast Civil

Affairs- related experience. Natsios was a keynote speaker at the May RFPB Symposium conducted at Ft. McNair and he addressed many of the issues relating to cooperation between the military and the interagency process. USAID is considering sponsoring a major program related to SRO later in 2005. If such a program is held, it is likely that they will seek support from DoD and the Board in program development, participation, and administrative support. USAID has also created a new military liaison office to specifically work on SRO issues with DoD.

- **Army War College – Rule of Law Conference.**

A staff member served both in the development of and as a Facilitator during a Rule of Law Conference sponsored by the Army War College in July. This conference brought

together leading NGO representatives, military officers and academicians to review and make suggestions concerning the implementation of Rule of Law in the post-conflict setting.

- **Department of State – Office of the Coordinator for Reconstruction and Stability.**

The Board and staff also worked closely with a newly-created office at the Department of State, the Office of the Coordinator for Reconstruction and Stability (S/CRS). These efforts included meetings with their staff on issues of mutual interest and culminated in January of 2005 with Ambassador Carlos Pascual, the head of this new, highly visible office, giving the keynote luncheon address at the Board's quarterly meeting. In addition to briefing the Board on the work of his office and his expectations for it, he also reached out to DoD and welcomed the close cooperation between the Departments on matters relating to SRO. Ambassador Pascual has made an extraordinary effort to meet with other leaders of DOD, NDU, AWC, NWC, SOCOM, CENTCOM, EUCOM SOUTHCOM, SOLIC, and USACAPOC, among others, in striving to close the gap in interagency cooperation that was highlighted at our January forum and to provide support for training and exercises in the SRO area.

The ultimate result of the S/CRS efforts will be to ease the burden on DOD and especially the RC components of DOD, in the SRO environment. The military has almost exclusively done the primary work in this field for over a half century. But with the maturation of the S/CRS, it is expected that the substantial core of civil assets will be trained and ready to engage in SRO – including pre-planning and operational efforts. Their goal is to prepare for and manage conflict.

Over the next year or two, the S/CRS will grow to a staff of about 80 full-time employees dedicated to leadership and coordination of SRO. They will be supported by a trained Active Response Corps of 100; a Standby Corps of Active Response Corps graduates of 400; a

Technical Corps for design and management in areas such as rule of law, governance and economic assistance, and a series of Advance Civilian Teams who will be capable of deploying at the brigade or division level. These may be the foundation of future Provisional Reconstruction Teams (PRTs) that have been used successfully in Afghanistan. The beneficiaries of this added emphasis on the civilian side of the USG will be the RC troops who have had an exceedingly high Optempo in the SRO area for the past decade.

- **DOD.**

The Department of Defense has actively responded to needs of 21st Century warfare and especially to the component of warfare we call post-conflict operations or transition to and from hostilities. Many entities within DoD have initiated studies, programs, research, or revisions of doctrine to stay abreast of requirements to "Win the Peace."

A lead office has been the ASD(SO/LIC) which is working toward a DoD Directive on Capabilities for Stability Operations. At the conclusion of calendar year 2004 the final Directive had not been completed, but a draft had been prepared and released that outlines what the final directive might reflect. Key points of the draft directive include:

1. The Secretary of the Army will be the Executive Agent for Stability Operations.
2. In the policy area, "stability operations shall be given priority and attention comparable to combat operations and be explicitly addressed and integrated across all DoD activities including doctrine, organization, education, training and exercises, material, leadership and personnel development, facilities, and planning."
3. The immediate goal of SRO is "to provide the population with security and restore essential services." The long-term goal is "to develop indigenous capacity for securing essential services, a viable market economy, rule of law, democratic institutions, and a robust civil society."

4. It is provided that “Assistance and advice shall be provided to and sought from the Department of State and other U.S. Departments and Agencies to develop stability operations capabilities.”
5. Regarding personnel, the USD(AT&L) is directed to develop options for the Secretary of Defense “on shortening the process for securing contract support in stability operations ....” The USD(P) is to identify and utilize a variety of methods “to recruit civilians for service in stability operations ....”
6. Military-civilian teams are to be designed to catalyze citizen-driven, bottom-up economic and social activity and good governance ....”
7. The Commanders of the Regional Combatant Commands are to designate the appropriate military officer as the Joint Commander for stability operations.
8. The Commander of JFCOM is to explore new concepts for stability operations as part of the joint experimentation program. Part of this task will be the development and conduct of training exercises for innovative stability operations.

The points noted above only reflect several key points in the draft directive, but it is clear that many of these points reflect issues developed at RFPB forums and the Symposium. The net result for the RC will be a much higher emphasis on stability operations and the probability that the interagency process – especially the Active Relief Corps of the S/CRS – will be enhanced, that the civilian Departments of the USG will play a greater role in SRO, and that the RC personnel will see some relief from the heavy burden they have borne so admirably in this field since 1990.

## Conclusion

The RC has been in the forefront of the planning and execution of Stability and Reconstruction Operations for over a decade. With the enormous efforts underway in Afghanistan, Iraq, and the Balkans, and numerous other smaller efforts, there have been seventeen occasions in the past 15 years in which DoD has engaged in SRO activities. The high Optempo has resulted in intense engagement by DoD, the interagency process, and leading think tanks.

In the latter category, the Center for Strategic and International Studies (CSIS) published an excellent overview entitled *Winning the Peace: An American Strategy for Post-Conflict Reconstruction*. As John Hamre and Gordon Sullivan stated in their preface “Failed States matter. The United States and the international community will have to develop a strategy to enhance capacity for pursuing post-conflict reconstruction. They pose not only huge humanitarian challenges but national security challenges as well.” The United States Institute for Peace also has developed a comprehensive series of programs and publications on the topic.

The RFPB through forums and symposiums has tried to highlight these other efforts such as the work of the United States Army Civil Affairs and Psychological Operations Command (USACAPOC) and the Civil Affairs Association. The efforts of SOLIC with its imminent Directive on Stability Operations and those of the newly created Office of the Coordinator for Reconstruction and Stability at the Department of State go a long way toward meeting the challenges posed to them. We will continue to work with these and entities, such as USAID, to ensure that the perspectives and interests of the RC are brought to bear on this topic – one that will soon likely be given a priority equal to combat operations.



# *Reserve Components in Homeland Security (HLS)/Homeland Defense (HLD)*

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In the aftermath of the tragic events of September 11, 2001, our country has a more sanguine view of its challenges and opportunities to ensure the security of our Homeland. As elements of the Armed Forces, the Reserve Components of all services are engaged in Homeland Security (HLS) and Homeland Defense (HLD). While HLD generally refers to protective measures and actions undertaken against external threats to this country and its interests abroad, HLS is the more encompassing and widely understood term that generally refers to preventing, preempting, or responding to threats within our borders, whether they are from external or internal agents.

The most important mission of our Armed Forces is to defend the Homeland. The Department of Defense is the Lead Federal Agency (LFA) for Homeland Defense activities, while the Department of Homeland Security (DHS) is the LFA for Homeland Security. Northern Command, or NORTHCOM, is the operational Combatant Command (COCOM) responsible for HLD. NORTHCOM's mission of HLD has three primary elements: military defense (air, space, missile, and maritime), force and infrastructure protection, and support to civil authorities.

NORTHCOM has some 503 billets for Reservists from all seven components that have been validated for assignment in all major staff areas. However, as the respective services are continuing to program the billets and assign personnel, only about 55% of the validated billets have been authorized (funded). And of those funded billets, only about 30% of the billets at NORTHCOM, and 61% at NORAD, are filled.

While NORTHCOM has the lead role to provide command and control for HLD, it also has responsibility for coordination of support to civil authorities. To that end, elements of the Army National Guard and Air National Guard are positioned to operate in either a federal status under Title 10 or in a state role under Title 32. In fact, an initiative by the Chief, National Guard Bureau to establish Joint Headquarters Commands

in each state, territory and the District of Columbia provides a support extension to NORTHCOM by consolidating command/liaison elements of each service for specific response requirements under HLD. While operating in a Title 32 status, Guard units are not encumbered by the Posse Comitatus Act (and accompanying DoD policy) that precludes the Armed Services (except the Coast Guard) from engaging in law enforcement activities.

The National Guard is a unique dual status, citizen-soldier force that can be activated by the Governor in support of state emergencies and also federalized to support national contingency requirements. There are three categories of service in which members of the National Guard may be called to serve:

1. State active duty (state commanded, state financed);
2. Service under Title 32, U.S. Code (state commanded, federally financed); and
3. Federalized service under the provisions of Title 10, U.S. code (federally commanded, federally financed).

Its dual status makes the National Guard a cost-effective, flexible force that can be deployed in a variety of circumstances. Past examples of such vital missions included security duty at major US airports; security of critical infrastructure facilities, such as bridges, nuclear power plants, and federal buildings; augmenting security at US borders; national security special events, counterdrug operations, and the Air Guard's missions to secure our airspace. Many of those missions continue today.

As stated in its 2004 Annual Posture Statement, the National Guard Bureau has identified seven major aspects of the Homeland Security mission for the National Guard:

1. Combating terrorism;
2. Military Assistance to Civilian Authorities;

3. Responding to chemical, biological, radiological, nuclear and high-yield explosives incidents;
4. Missile Defense;
5. Critical Infrastructure Protection;
6. Information Operations; and
7. Protecting the Nation's Sovereignty.

In addition to these mission areas, the National Guard Bureau's Office of Homeland Security will facilitate military support to civil authorities. Military support to civil authorities includes domestic disaster relief operations that occur during fires, hurricanes, floods, and earthquakes. Support also includes counter-drug operations and consequence management assistance, such as would occur after a terrorist event employing a weapon of mass destruction.

The National Guard Bureau serves as the Channel of Communication between the states and the Combatant Commander of U.S. Northern Command and the Adjutants General to coordinate and support the military support civil authority's roles within the states. The National Guard Bureau also provides situational awareness to the Commander of U.S. Northern Command to augment its ability to most effectively manage the overall civil support role of his command.

## **The Future of the National Guard in Homeland Security**

The fight against terrorism and the protection of our homeland is expected to be a protracted endeavor much like the Cold War. The National Guard is expected to assume an expanded role in Homeland Security. While some have suggested that the National Guard should be reoriented, reequipped, and retrained for the Homeland Security mission, the reality is that the National Guard is already an integral part of the Army and Air Force Total Force mission capability.

In the past the resources, personnel, equipment and training provided for the war-time mission

was sufficient to allow the National Guard to also fulfill its local and state support role by responding to local disasters and military support to civilian authorities. However, times have changed. The threat posed by well-financed, sophisticated and determined international terrorist groups has raised the bar as to what the National Guard must be able to do. While the National Guard will continue to maintain a high state of readiness for overseas operations, it must also better prepare itself to respond to the Homeland Security mission. The obvious solution is to provide additional training, resources and personnel to the National Guard so that it will be able to meet the increased demands of the Homeland Security mission while still maintaining its ability to execute its Total Force requirements.

Over the next year, the National Guard Bureau will take the lead in improving the posture of the National Guard for its homeland security mission. The National Guard Bureau will work with the States as they perform a mission area analysis to determine what additional capabilities are needed to accomplish the homeland security mission and will utilize a systematic programmed approach designed to build our Homeland Security posture for the future.

These are the features of that program:

1. Consolidate the Homeland Security requirements of the 50 States, territories and the District of Columbia. (States know the actual operational requirements better than anyone).
2. Validate these requirements at the National Guard Bureau level and craft them into packages for submission to the Army and Air Force as requirements that can be built into programs for funding.
3. Use the same requirements to attract emerging funds as appropriate from other government agencies and from any supplemental funding that might occur.
4. Use developed requirements to advise and educate agencies, offices, commands, and leaders that have an interest in supporting Homeland Security.



5. Build funded programs from valid requirements that insure the success of Homeland Security by using a systematic long-term approach. A long-term approach is needed to insure a sustained, comprehensive protective posture for our nation.

As previously stated, DHS is the LFA for Homeland Security. The nation's fifth armed service, the US Coast Guard (USCG), is the agency responsible within DHS for Maritime Homeland Security. As the LFA, USCG is supported by DoD in this role. Of course, USCG supports DoD as the LFA in Homeland Defense.

The roles of the Army Reserve, the Air Force Reserve, the Navy's Reserve and the Marine Corps Reserve are less well defined. Each service has provided personnel in support of Operation Noble

Eagle and similar missions. Each remains ready when called.

All the Reserve Components (RCs) have varied roles in both HLD and HLS. All are critical to the success of the Total Force. It should be noted that Congress has directed, in Section 513 of the FY05 National Defense Authorization Act (NDAA), that the Commission on the National Guard and Reserve review the roles and missions of the Reserve Components. Specifically, the Commission will review how units and personnel may best be used for the military mission of Homeland Defense and the shared mission of Homeland Security. In addition to this special Commission, the Act also requires the Secretary of Defense to conduct annual reviews on RC roles and missions.

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## *OPTEMPO Impact on Attrition*

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Much concern has been expressed over the anticipated impact of OPTEMPO on retention and recruiting in the RC. As deployments increase in both frequency and duration, the disruption of the reservist's civilian life is necessarily more burdensome. A recent study conducted by the Center for Naval Analysis sought to quantify that impact. Preliminary results of that study were encouraging.

Although loss rates across the Reserve components are generally higher than in FY 2000, several trends were noted:

- Loss rates for personnel who were never activated at all are higher than those of activated reservists who deployed to theater. This would seem to refute the common perception that increased deployments mean decreased retention. Instead, it seems that deployment in theater actually decreases attrition, not retention.

- Loss rates for personnel who were activated, but not deployed to theater are higher than both those who deployed to theater and those who were never activated at all. This would seem to indicate that reservists who are activated want to be used “in the fight” rather than serve in CONUS.
- Loss rates generally increase with length of active duty period.
- Multiple activations did not increase the loss rate, which remained similar to those personnel activated only once.

The Board recommends that public affairs assets of DoD and the Reserve components address the apparent misconceptions of the public and the mass media regarding the impact of OPTEMPO on retention and recruiting by publicizing the results of this and other studies with favorable results.

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# *Joint Professional Military Education and Joint Officer Management*

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It is obvious even to the casual observer that the Reserve Components (RCs) are being utilized more frequently in today's Global War on Terrorism (GWOT), Homeland Defense activities, and as responders to natural disasters. Joint Operations and the Reserve Component participation are indistinguishable. Full integration of the RCs in Joint Operations is no longer an idea, but a reality. Given our current strategic situation, National Security policy and future commitments, the future utilization of the RCs is not likely to change from that of the past three years. During the past year, the Reserve Forces Policy Board (RFPB) closely watched the progress being made in RC Joint Officer Management and Joint Professional Military Education (JPME).

As discussed in 2003 Annual Report of the RFPB, Joint Officer Management and JPME are inextricably linked. Understanding service cultures, practices, and procedures are fundamental to successfully operating in the joint environment, whether at a headquarters or at unit level. Service members coordinating joint operations must know joint procedures, capabilities, and doctrine.

RC members are now serving in increased numbers and frequency on joint staffs and in joint billets. This trend will continue as the RC continues to be integrated into the Total Force. Therefore, it is intuitive, RC members must receive both JPME and joint duty experience to maximize the effectiveness of the Department's initiative to adhere to the Goldwater-Nichols requirement on joint force integration. Without the RC member receiving the education or the opportunity to serve in joint billets, the RC member will never become fully qualified as a Joint Service member; and with the continued use of the RC, the Department will not be utilizing its best resource, the RC member, as efficiently and effectively as possible.

Congress mandated Joint Professional Military Education (JPME) for active component officers in the Goldwater-Nichols Act of 1986. Title 10 USC, Chapter 38, Section 666 directs a parallel effort for Reserve component officers in that: "(t)he

Secretary of Defense shall establish personnel policies emphasizing education and experience in joint matters for reserve officers not on the active-duty list. Such policies shall, to the extent practicable for reserve component, be similar to the policies (for the active components)."

The Defense Authorization Act for fiscal year 1999 directed that a course "similar in content to, but not identical to" the in-residence course for field grade officers be developed which would include periods of in-residence training as well as distance learning. The development of the reserve component Advanced Joint Professional Military Education (AJPME) course answered these requirements.

DoD Instruction 1215.20, September 12, 2002, RC Joint Officer Management Program, provides policy and guidance for RC Joint Officer Management. This instruction provides guidance for identifying and validating RC joint positions, tracking officers with joint experience and education, and managing the program to ensure an adequate pool of joint qualified officers are available to meet staff requirements. The Reserve Forces Policy Board endorses this instruction and calls for its full implementation.

The Joint Forces Staff College has been successful in their innovative Advanced JPME pilot program by incorporating both distance learning and phased resident options to the RC member. The course is presented in 38-week segments, three of which consist of in-residence 'face-to-face' time. Access is granted through a password-protected portal for distance learning. The first 'face-to-face' period occurs in the 11th week utilizing approximately 6 days of inactive duty training. The second 'face-to-face' occurs during the last two weeks of the course with the individual in-residence utilizing annual training.

Course subject matters include military command establishment, Military Operations Other Than War, force capabilities, theater strategy, deliberate planning and crisis action planning. Included, also, is an all-encompassing engagement as a conclusion.

The first classes (AJPME classes 04-01 and 04-02) graduated 60 reserve component officers: 18 Army Reserve, 3 Army National Guard, 13 Air Force Reserve, 1 Air National Guard, 22 Naval Reserve, and 2 Marine Reserve. Ongoing and future classes (classes 05-01, 05-02, and 05-03) shall have combined 35 Army Reserve, 3 Army National Guard, 29 Air Force Reserve, 2 Air National Guard, 34 Navy Reserve, and 5 Marine Reserve.

The RFPB applauds the efforts of the National Defense University and the faculty and staff of the Joint Forces Staff College for bringing the education of reserve component personnel to fruition.

Despite completing the AJPME, the reserve component personnel are unable to become a fully qualified Joint Specialty Officer (JSO) billeted in a Joint Duty Assignment. RC members serving at the Office of the Secretary of Defense (OSD), Joint Chiefs of Staff (JCS), Unified Combatant Commands and Joint Task Force headquarters are not given credit for “joint duty” experience because their billets are not designated as Joint Duty Assignments.

In many instances, the problem is further complicated by the fact that some of these RC personnel are assigned to billets considered liaison positions within the organizations and thus, not included in the organization manning/authorization document. This situation is most common with RC “fulltime support” personnel in the Army

National Guard, Army Reserve, Marine Corps Reserve, Naval Reserve, Air National Guard, and the Air Force Reserve.

Most recently, OSD has put forth a legislative proposal for fiscal year 2005 to permanently waive the requirement for RC Chiefs to have significant joint duty experience. The Board recommends that the Joint Officer Management program should be appropriately supported and managed to preclude the need for a waiver to be appointed as an RC Chief.

To date, compliance with this DoD Instruction has been limited. The Board believes that DoD Instruction, 1215.20 can be a catalyst for change to address the systemic problems that are seen as barriers to the full integration of the RC-Joint Officer Management Program.

## **Recommendations of the Reserve Forces Policy Board**

1. The board recommends that there be established by the Joint Staff requirements for reserve officers to attain the Joint Staff Officer qualification and complete the JPME at designated points of their respective careers.
2. The board further recommends that the Joint Staff, specifically the J1, identify joint positions and establish a Joint Duty Assignment – Reserve listing, thereby accrediting reserve component personnel.

The National Defense Authorization Act of 2005 (NDAA05) was adopted by Congress in October and shortly thereafter signed into law by the President. It authorized \$447.2 billion in budget authority for the DoD and national security programs of the Department of Energy (DoE).

Congress was very responsive in 2004 in addressing legislative items of interest to the reserve components. Areas addressed included increases in military manpower, increases in military technicians, and numerous amendments that either augmented present benefits or created new ones. Healthcare issues were a major concern that had been repeatedly brought to the attention of Congress by DOD and others. These issues were ultimately addressed in a myriad of ways that will mean enhanced benefits and greater access for members of the reserve components.

Chairman Duncan Hunter (R-Mo) of the House Armed Service Committee included in his statement on the legislation the following:

*“This legislation is for the troops. We owe them our gratitude for defending our freedom. The bill ensures that we protect our troops on the battlefield while supporting their needs at home.”*

Recognizing the enormous role and change in role that the reserve components now have in our national defense structure, Congress authorized the creation of a new Commission on the Guard and Reserve. It will come into being in early 2005 and is tasked with reviewing (1) the roles and missions of the National Guard and the other reserve components of the Armed Forces, and (2) the compensation and other benefits, including health care benefits, that are provided for members of the reserve components under the laws of the United States. Its report will likely be completed in early 2006 and it will doubtless be the foundation for numerous new policy and legislative initiatives regarding the Reserve Component. It is the intent of this Board to fully cooperate and assist the Commission in conducting its business.

The following are highlights of the NDAA05 as they relate to the Reserve components.

### **Commission on the Guard and Reserves.**

The Commission will consist of thirteen members with the Chairman being selected by the SecDef. The members will be selected by the Congress (10) and SecDef (3). As noted above, their charge is to review the roles and missions of the reserve components and to review issues related to compensation, healthcare, and other benefits. The Commission will begin its work within thirty days of all members having been named to the Commission. This means the Commission is likely to begin its work by the spring of 2005. It will issue its report one year from its start date, which suggests the report will probably be issued by March 2006.

The Commission has a broad mandate to include:

- Assess the current roles and missions of the reserve components and identify appropriate potential future roles and missions;
- Assess the capabilities of the Reserve components and determine how the units and personnel may best be used to support military operations and achieve national security objectives including homeland defense;
- Assess the current organization and structure of the National Guard and other reserve components as well as future plans of DoD relative to this;
- Assess the manner in which the National Guard and other Reserve components are currently organized and funded for training and identify what best supports the achievement of training objectives and operational readiness;
- Assess the effectiveness of the policies and programs of the National Guard and the other reserve components for achieving operational readiness and personnel readiness, including medical and personal readiness;

- Assess the adequacy and appropriateness the compensation and benefits provided including the availability of health care benefits and health care insurance;
- Assess the effects of proposed changes and benefits on military careers in both the regular and reserve components of the Armed Forces;
- Identify feasible options for improving compensation and other benefits;
- Assess the traditional military career paths for members of the National Guard and other reserve components and identify alternative career paths that could enhance professional development; and
- Assess the adequacy of the funding provided for the National Guard and reserve components both for equipment and personnel.

Following completion of the Commission's work the SecDef is tasked with annually reviewing (1) roles and missions of the reserve components, and (2) the compensation and benefits provided for the reserve components.

### **Facilities enhancements.**

\$921 million was recommended for facilities enhancements for the Reserve components.

### **Increase in Active Guard/Reserve (AGR) Authorizations.**

The number of reservists who can serve on active duty in the Active Guard and Reserve program was increased by 1,669 (2.4 percent) over the previous year's authorization. Some of these new personnel will provide seven or more Weapons of Mass Destruction-

Civil Support Teams. There will be a 950 person increase in military technicians.

### **Enhanced Benefits.**

Special pay and benefits were extended through December 31, 2005 including such things

as the reenlistment bonus, enlistment bonus, affiliation bonus, prior service enlistment bonus and various benefits for health care professionals among other things.

### **Management of Reserve Component members.**

Essentially, the NDAA eliminated the 180 day rule and replaced it with a ceiling that permits up to 37,000 reservists to serve voluntarily on active duty for up to three years over a four-year period before they are counted against active duty end strengths.

### **Mobilization improvements.**

The new law repeals the prohibition that had existed on mobilization for training. It permits the involuntary call-up of reserves to active duty for training as part of the existing involuntary call-up authorities (10 USC 12301, 12302, 12304, and 12306). This will increase reserve readiness, shorten time between mobilization and deployment and provide for a more orderly, predictable and effective mobilization process.

### **Purpose of the Reserve Components.**

To more accurately reflect the purpose of the reserves their statutory purpose was amended to reflect the requirement for them to provide trained units and qualified persons, not just as the result of involuntary mobilizations, but whenever more units and persons are needed than are in the active components.

### **Healthcare.**

Sweeping changes were adopted to ensure the medical and dental readiness of reservists. The SecDef is to ensure that the services have systematic processes for providing health examinations and assessments. TRICARE benefits were extended for dependents and deductible payments were waived for dependents of reservists called to active duty for more than 30 days.



Numerous other TRICARE benefits were created relating to dependents of reserve members, provision of benefits after separation from active duty, and other issues of concern to reservists. These are rather technical in nature and reference should be made to the language of the law and supporting regulations and descriptive materials that are being developed.

### **National Guard Bureau Succession.**

The senior officer of either the Army or Air National Guard of the United States on duty with the National Guard Bureau would assume responsibility as the acting Chief of the NGB if the Chief vacates the office or if he or she otherwise is unable to perform his or her duties.

### **National Guard Homeland Defense Activities.**

The SecDef may allow for federal funding of guard members to perform homeland defense activities under 32 USC 502(f) for up to 180 days (plus 90 days in extreme circumstances). Members serving under this authority will not count against AGR strength or grade controls.

### **Navy Reserve – Name Change.**

Allows redesignation of the Naval Reserve as the Navy Reserve.

### **Waiver of Joint Duty Experience.**

A two year extension (to December 31, 2006) of the SecDef authority to waive the joint duty experience to be appointed as chief or director of a reserve component.

### **Air Force Blended Wing Concept to be Studied.**

The SecAF is to report on characteristics and locations of blended wings, how the current blended wings are functioning and future plans. The report is due by March 1, 2005.

### **New Program to Bring Persons with Specialize Skills into the Military.**

DoD is to submit a plan for special or lateral entry of persons with specialized skills for duty involving the use of such skills. A study is to be prepared on a Civilian Skills Corps that would make civilian volunteers rapidly available on a temporary basis to support the armed forces. The study is due no later than March 31, 2005.

### **Civilian Pay Permitted for Mobilized Reservists.**

This provision will permit reservists serving in support of a contingency operation to receive pay from their civilian employer.

The above are highlights of the bill and we urge a reading of the entire bill and supporting reference material. The text of the bill can be found at [www.loc.gov](http://www.loc.gov) by utilizing Thomas and inserting as appropriate the name of the bill – the National Defense Authorization Act of 2005.

A number of proposals made by various entities relating to the reserve components were not adopted including such things as lowering the age of retirement at which benefits may be drawn from 60 to 55; extending the age limits for Reserve and National Guard General and Flag officers; strength distribution for USNR flag officers; and the ability for RC members to perform developmental testing and new equipment training.

### **Testimony of Chairman Zapanta before the House Armed Service Committee.**

Chairman Zapanta testified before the Subcommittee on Total Force of the House Armed Services Committee on March 31, 2004. This was the first appearance by a Chairman before Congress in several years. He addressed a number of issues including: mobilization, changes to support pre-mobilization training, the need for more flexibility to better support volunteerism,

the need for a joint automated tracking system for reservists, the urgent need for improved medical and dental readiness, as well as issues relating to enhance family support, employer support, and the need for improved force management and rebalancing. He also made special references to issues of fairness and equity relating to the Reserve components (pay and benefits), the necessity to stress jointness, and the tremendous role the Reserve components play in stability and reconstruction operations. He concluded his remarks with the following statement:

*“Our Guard and Reserve personnel serve in a force that is the single most technologically advanced in the world and we are continually asking them to do more. If we continue to utilize Reservists at the pace we are today, we must*

*develop the best possible compensation and incentive package, and sensitize our leadership to ensure fair and equitable treatment. Though our Guard and Reserve members are true citizen patriots and fully understand their responsibilities and service, we are concerned that the stress on their families and employers along with existing fairness and equity issues may have a negative impact on recruiting and retention in the coming months. In these turbulent and, indeed, watershed times, it is essential that the Reserve Forces Policy Board continue to be a viable, independent source of policy advice to the Secretary of Defense and at the same time meet its role of keeping the President and Congress informed with our annual report. Thank you for this opportunity to testify on behalf of the extraordinary Guard and Reserve men and women who serve our Nation.”*

## *Conclusion*

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To borrow the words of Thomas Paine, “(t)hese are the times that try men’s souls.” Our nation and its defenses continue to be tested, both at home and abroad, by our enemies. The Reserve components play a larger role than ever before in meeting the challenge of those tests.

The Reserve components are a national treasure. They embody the highest principles of patriotism and selflessness as originally reflected in the militia, qualities that have withstood the

tests of time and been passed from generation to generation. The challenges ahead for the Nation, the Total Force concept, and the Reserve components are enormous.

The Reserve Forces Policy Board will continue to lead the way in making suggestions regarding the future roles, organization and benefits of the Reserve components as we continue the Global War on Terrorism and meet the challenges of the Twenty-first Century.

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# *APPENDIX I: RFPB Symposium, May 2004*

## *Strategic Challenges: Reserve Components Leading from the Future*

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### **Executive Summary**

*A Symposium at*  
National Defense University  
Fort Lesley J. McNair, Washington, DC  
May 18-19, 2004

### **Strategic Challenges for the Reserve Components: Leading from the Future**

#### ***Purpose***

To provide a forum for senior defense policy makers and strategic military leaders to review critical issues relating to the Reserve components (National Guard and Reserve) in the new Total Force vision for the 21st Century. The symposium featured key segments on personnel and readiness, a template for reorganization of certain elements of the Department of Defense, commentary on interagency cooperation and stability operations, and new developments in Homeland Defense. It will serve to establish a new common ground for understanding present and future roles for the Reserve components. The symposium served to inform the Secretary of Defense and Congress concerning the policy debate regarding the way ahead for the Reserve components.

#### ***Objectives***

To examine and discuss:

- Transforming and Rebalancing the Reserve components toward a Future Total Joint Force.
- The Role of the Reserve components in Stabilization Operations and Homeland Defense.

### ***Highlights***

- The mobilization process continues to have significant issues but is receiving high-level attention within JFCOM and DoD.
- Interagency cooperation must be enhanced, especially to address stability and reconstruction operations.
- Rebalancing the Reserve component is necessary with the changing challenges of GWOT.
- Homeland Defense is developing along new, cooperative lines, with the creation of Northern Command and new programs increasing the role of the National Guard.
- The realization that the Reserve components are critical in the development of the Total Force and in Homeland Defense is now a given.
- Major problems facing the Reserve components include: inadequate equipment, inequitable pay and benefits (in some circumstances), and various health care issues.
- New and challenging demands on the Reserves dictate a rethinking about the “compact” between the Reserve member and the Government as it relates to such things as employment terms, benefits, and the type and length of service that is required. We must ensure appropriate compensation and establish predictable terms of service that meet the needs of both the Government and the service member.
- Operations such as Stability and Reconstruction, Peacekeeping, and transition to and from hostilities, are not lesser-included aspects of war fighting, but need to be treated and resourced as unique missions in their own right and receive the same priority as the war fighting mission.

## ***Introduction***

The Second Annual Reserve Forces Policy Board Symposium had the theme, “Strategic Challenges for the Reserve Components: Leading from the Future.” The importance of the Reserve Components in the continuing Global War on Terrorism and the high tempo of Reserve Component deployment to support Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF) emphasized the relevance and timeliness of the subject matter. Distinguished leaders in the field of the various topics of the symposium presented keynote addresses and they were followed by panels consisting of uniformed and civilian experts. Many of the Reserve Components’ Service Chiefs and the Assistant Secretaries participated. Most of the state Adjutants General participated or were in the audience, as well as representatives from consulting firms, contractors, and various DoD agencies.

## **Summary of Proceedings**

The following reflects highlights of the various discussion topics.

### **National Military Strategy: Reserve Component Implications**

The intense dialog on Defense Transformation was not solely a product of 9-11, although that tragedy clearly focused our attention on the need to transform our forces into an entity responsive to the new world order. Transformation must proceed while key elements of the current structure remain intact such as: dependence on an all-volunteer force and the continued concept of the Total Force consisting of a seamless Active and Reserve component.

A growing reality, however, will be that the Reserves and National Guard are an operational and not just a strategic reserve. The use of the Reserve Forces will have spikes and valleys of usage. The use of the Reserve Forces should also develop with the goal of utilizing volunteers to the greatest extent possible in order to reduce the stress on the reserve and employer base.

Secondarily, the use of Reserve Forces should be developed in a predictable mobilization cycle so that the forces and the employers can expect a mobilization only once in every 5 years, or as developed according to the Services’ unique operational requirements. Reserve and National Guard units need to be rebalanced to include or increase the critical fields such as communication, military police, civil affairs, military intelligence, and linguists.

We must also reexamine and change antiquated perceptions and rules; eliminate the artificial 179-day rule that limits the time of service of a Reserve member; and explore a career path allowing personnel to move more readily between the active and reserve components.

Increased focus must be given to improving the pay and personnel systems to better care for and treat our personnel. We should develop an employer database in order to better understand the demands and consequences to employers and communities of mobilization. We also need to tap into the a rich civilian skill pool. Improved training can limit deployment time. Mobilization and deployment should become a single step with pre-mobilization training already successfully accomplished.

The Force must be restructured so that the need for cross leveling of personnel and equipment is minimized and made more efficient. Personnel and health readiness should be improved so that those mobilized are deployable without undue numbers of medical or personnel holds. Decision-making on the make-up of the fighting force should be decentralized to the lowest effective level so that the right mix of skills, people and units are chosen. We should rely upon existing structures rather than developing whole new structures even if there are some institutional impediments such as adapting the IRR adjusting for spikes in the requirements for manpower skills as interpreters or IT experts. Finally, we need to reinvigorate the ideas of the classic minuteman citizen soldier.

## *Force Transformation*

The era of defense and national security that we live in is one that requires us to not just react, but to be more preventative; not to just keep bad things from happening, but to actively keep the world operating safely; not to focus only on the big threats, but to deploy in depth to deter more minor threats as well.

Even though we are organized vertically (i.e., diplomatic, economic and military organizations) we are faced with threats that impact horizontally against our economic, social, and military interests. We have choices to make as to whether to intervene in the myriad of crises not fully within our control. In fact, these crises more often develop in the “Non-Integrating Gap” of nations and regions that do not share economic, diplomatic, social or defensive interests with the United States. The current world order results in large scale, global wars being not nearly as likely to occur because effectively governed nations take action and have a stake in ensuring stability.

Stability is a requirement for economic growth. Current conflicts are of short duration, but require longer post-conflict time and effort for stability and reconstruction (S&R). The new military metrics are agility, adaptability, information access and small unit structures. This structure and the S&R mission, in turn, is especially suited for the use of Reserve Forces due to the “civilian” nature of the post-conflict mission of nation building.

While the Guard and Reserve are prepared to change, there must also be a change in the organization and thinking at the DoD level. The Guard is still neither resourced nor manned for many of the future missions for which it may be called – it must transform.

Numerous Force Transformation issues need to be addressed, including:

- What roles and missions should the Guard and Reserve have?
- What should be the relative emphasis of the Guard’s overseas missions?

- What capabilities should reside in the Guard and Reserves?
- What changes are needed in manning and management for the Guard?
- What should be the nature of the contract between the Government and Reserve Components?

Numerous of the missions for the Guard and Reserve (e.g., stability and reconstruction operations) need to be treated as objectives in their own right and not just as lesser included components of war fighting. While we need to rebalance to create more depth for the Guard and Reserve in critical areas, we also need to be clear about what we want the Guard and Reserve’s role to be (e.g., more Homeland Defense and less overseas operations). We must then integrate, train, and equip as appropriate.

The Guard can and has played an important role in developing an international coalition force. Familiarity of training between Guard and foreign forces brings respect and cooperation. The war on terrorism won’t be won in the short term, but is long term, and relationships need to be nurtured and then seamlessly handed off to successors.

Professional military education, especially in the senior service schools, needs to include information on Guard and Reserve capabilities and utilization so that Jointness is developed to include more than just the Active Component. Jointness should be expanded to include inter-service, interagency, and multinational concepts. Overall educational training should be sure to take advantage of the military’s Distance Learning Program.

Predictability of deployment should be enhanced to reduce the stress on employers and service members. This predictability can be achieved by placing the units in a set mobilization rotation schedule. Perhaps the most important element of the predictability is having a reasonably accurate sense of the duration of mobilization.



## ***Beyond Goldwater–Nichols***

Currently there are three major staff elements: the Office of Secretary of Defense; the Joint Chiefs of Staff; and the Service Secretaries and their staffs. Yet, too many things are still run from the OSD. Certain lesser staff functions should be disestablished as unnecessary. A greater organizational problem involves the Service Secretaries. While endowed with the legacy of tradition, they now primarily function as policy assistants with little or no operational role since military operations are conducted through the Combatant Commanders or the Defense Agencies. The Service Secretaries remain important, however, to assure civilian control of operations, not staff oversight. Resources are allocated to and people are motivated toward their service, but organizational structures must be developed to bridge across the services to accomplish the inter-service, interdepartmental, and international missions.

The Reserve components are essential to the Department of Defense. The Reserves and Guard provide a unique civilian connection to the military, in that the American people usually connect best with military operations when the Reserve and Guard are involved. This connection is based on the historical role of the Reserves and Guard as a strategic reserve and continues even though the Reserve Forces are an operational reserve, more frequently called to duty. Due to this conspicuous, but changed role, there is a renewed need to develop new concepts for structuring, compensating and equipping the Reserve components.

Congress is generally willing to support the Guard and Reserve. Congress is looking for clear and coordinated direction as to what the Guard and Reserve need and they will respond.

Political impediments exist to building a constituency for interagency cooperation. The RFPB is addressing the issue, in part, by including in an ex officio capacity on its board the administrator of United States Agency for International Development (USAID). It is also working with NGOs, the executive branch and the Congress to support government reform efforts

lead toward interagency cooperation, especially to meet post-conflict missions.

The Abrams Doctrine, the concept of requiring the mobilization of the Guard and Reserve in times of conflict to reflect that it is the nation is going to war, not just the Active Component, matches well with rebalancing the Force. The proper balance of Reserve and Guard assets permits the Reserve components to be interjected into operations of many kinds and clearly identifies that the nation is in a conflict.

Transformation requires numerous assets for the varied missions. There is a need for an expeditionary force, akin to the Marines, and a sustaining force, with the resources of the Army.

Transformation also must remain flexible so as not to deprive the Governors of necessary Guard resources for their State's requirements. We must also use care not to eliminate programs and skill sets, which, while currently unneeded, may reappear.

## **International Development – The Key to Turning Around Failed States**

The new world order is one where the United States is not threatened by powerful states, but by failed states and non-state terrorists. Failing and failed states can only be turned around by economic development. USAID focuses on funding infrastructure development as the means of fighting the Global War on Terrorism. USAID also works closely with the military in Stability and Reconstruction (S&R). Civil Affairs units play a key role in economic development and the Reservists who make up the bulk of Civil Affairs assets are crucial in the S&R missions.

Reconstruction is a long-term effort, to be accomplished over many years, and must rely upon good local leadership. USAID works with the local leaders at all levels to build their power and credibility. It works with a nation's leaders to allow them to direct funds and projects, which will enhance their control and influence. For example, the road building in Afghanistan is important as infrastructure development, but also to fund regions and groups loyal to the Karzai



government. Eliminating impediments to the American supported government is also a proper form of assistance and projects are often not given away to belligerent local leaders. In failed states, local leaders often fear the Americans will abandon their country; if that fear gains credibility, the progressive leaders will leave or fail. The cooperation and support provided by the joint efforts of USAID and Reserve Forces are key factors in maintaining stability.

## **OIF Perspectives and Stability Operations**

A discussion of the hypothetical “three-block war” and the “strategic corporal” captured the difficulty of stability operations. This is the all too frequent situation where the soldier, within, say, a three-block area, is faced with tasks such as the use of lethal force to neutralize a hostile force, the need to perform peacekeeping diplomacy with a local delegation (or mob), and the necessity of rendering humanitarian aid to a needy civilian. Should the soldier involved, whether a senior officer or, more likely, a corporal, react inappropriately in any of these situations, then the course of the entire operation is endangered. Similarly, a proper response can mean a major step in winning the hearts and minds of the people.

USAID work with the Civil Military Operations (CMO) forces to provide humanitarian assistance, disaster relief assistance, economic and democracy development. USAID and the CMO teams plan together and there are numerous examples of real life, strategic corporals, primarily Reservists, using their civilian experience to help develop local businesses and governmental organizations. Many of the ancillary activities of stability and reconstruction operations were formerly in an annex of the operation plan, but they are now included in the main operation plan, reflecting the increased recognition of this aspect of the military mission. Ultimately, the responsibility for success in rebuilding a nation rests with the host nation leaders. The training and resources the US gives these leaders is critical for them to do their jobs and take charge of the mission.

The review of the initial Iraqi Occupation Authority reveals that while there was an

interagency makeup, the Agency representatives were assigned ad hoc with little coordination and planning, creating friction and confusion. Even OMB caused problems by creating roadblocks for use of the Commander’s Emergency Relief Program (CERP) funds. Information mismanagement and poor intelligence led to poor overall management and direction, which left a poor impression on the Iraqis and substantially harmed the expectation of success that the occupation had initially engendered. The information operation is still not working properly and the use of contractors is poorly coordinated and targeted. The dilapidated infrastructure and initial, unchecked looting further damaged the expectations and realization of achievements. Nonetheless, an on-schedule turnover of governmental responsibilities to Iraqis is probable. A majority of ministries is already under Iraqi control and the interagency task force is functional.

Reserve Force Transformation is underway to meet stability and reconstruction operations. For example, the Marines are reducing their heavy equipment units and transforming to light infantry, civil affairs, and military police. Similarly, the Guard is converting artillery units to military police and adding military intelligence and civil affairs units.

## **GWOT and Homeland Defense**

There is an “away” game and a “home” game, and although we wish to fight as far forward as possible and take the fight to the enemy, it is a mistake to believe that the home game is just a lesser-included part of the away game. We must use all available tools for all theaters. For example, NORAD is engaged in both the home fight and looking over the horizon to prevent any foreign threat.

Some people mistakenly believe that the Global War on Terrorism (GWOT) will be a war of short duration, but the reality is more likely this fight will be multi-generational, like the Cold War. As in the Cold War, we will need to utilize intellectual capital and intellectual organizations such as academia and think tanks if we are to prevail. We are not going to win solely

by capturing and killing terrorists. We must change the environment that fosters the development of terrorists, especially the economic environment. A sound economic system in which the people have a stake will lead to the development of more democratic systems.

The air threat to the United States is greatly diminished. Terrorists will likely come at us in another way: by sea, by land, or by suicide. The right way is to not let the terrorists into the country and we are developing interdiction methods at sea to accomplish that goal. In most domestic scenarios, NORTHCOM will be in support and not in charge of defense. State and local security forces will play an enhanced role. For example, the Guard will be responsible for the security for the G-8 summit in Georgia with the Georgia TAG reporting dually to the Governor and to NORTHCOM. This model may also be emulated this summer for one or both of the national political conventions in New York and Massachusetts.

### **The Future of the Reserve Forces**

The Department of Defense, at the highest level, recognizes the stress on the Reserve Forces and the Department is working to rebalance the Reserve Force in order to relieve that stress. There is also concern about employer support and the realization that more predictability regarding mobilization time and duration is an absolute necessity. Each service will have to model its own Reserve Component in order to achieve the rebalancing goals suitable to that service's character and requirements.

Current estimates are that approximately 130,000 Reserve Force positions need to be skill realigned, which will result in fewer units of artillery and more such as military police, civil affairs, and psychological operations. There is also a review occurring of the proper way to contract out or civilianize many jobs currently being performed both within the Reserve Forces and the Active Component. Special care in contracting out these duties and responsibilities needs to be taken to avoid unintended conse-

quences. For example, while contracting out shore-based mess workers may be attractive, we cannot maintain navy mess sailors at sea 100 percent of the time.

The current model for Reserve Forces service is based on an industrial age workplace, but the times requires a more flexible, dynamic approach. Areas under consideration include a program allowing easier transition back and forth between active and reserve component service; greater use of volunteer forces; and utilization of retirees as volunteers. Compensation and benefits also need to be reexamined to ensure equity and to provide more immediate incentives. The idea of creating Joint Headquarter reserve regions was suggested as a way to achieve greater efficiency and enhance security.

The Army Reserve is a repository of critical skills, especially in the combat service support area. The Active Component needs to become much more knowledgeable about the Reserve Force capabilities and potential usage.

The Air Force Reserve relies heavily on volunteers and care must be taken not to go to the well too often. There is also a danger that rebalancing may eliminate skills needed for future conflicts.

State Defense Forces (SDF), unpaid volunteers except when mobilized, fulfill a multitude of duties ranging from color guards to emergency assistance as first responders. These forces exist in 23 states and have varying organizations, structures, and responsibilities. The SDF are an eager source of volunteers, which can supplement the Guard's homeland mission both on land and in our waterways.

### **The Role of the Reserve Components in Homeland Defense**

NORTHCOM, formerly primarily an air capability, now is a Unified Combatant Command, which is capable of better defense than prior to 9-11. NORAD regularly flies combat air patrols over metropolitan areas and critical

infrastructures on a nonscheduled basis and is trained to respond to threats. This air capability is largely dependent upon Air National Guard and Air Force Reservists.

NORTHCOM is expanding its role to encompass maritime defense comparable to the well-developed NORAD model. The danger of a WMD attack via a maritime route is much more likely than an air attack. The maritime reach extends hundreds of miles off the coast and the nature of the threat and the course of actions to be taken do not allow for us to wait for a specific threat to be identified. The effort must be to deter or detect the threat before it materializes.

The expanded Maritime defense requires that the Navy and Marine Corps Reserves need to address this mission. These services need to reprise their historic role of boarding and searching potential maritime threats.

The land defense domain presents more complex issues of law and policy. The classic domestic first responders are not military forces, but rather civil law enforcement and health and safety workers. The military, however, can and will be used to protect infrastructure and to repel military threats.

The National Guard has a traditional role in emergencies, working with FEMA and pursuant to a Presidential and/or state governor declaration, but its current ability to respond to certain threats is limited. The chemical, biological, radiological threat response does not include extraction or quarantine capabilities, although that function is being developed, budgeted and funded. The Guard is finally being equipped to act as a local response team in a chemical, biological, radio-logical threat situation. Crisis response teams are being gradually equipped nationwide through various Guard units. Additionally, DoD can play a role in identifying critical infrastructure vulnerabilities and direct the Reserve Components to address the threat.

A new function, under title 32, of using the Guard for large-scale protective missions, such as the G-8 conference in Georgia and, perhaps

the national political conventions this summer, is also being established. In these missions, the Guard will be the unified command, along with Federal defense and civilian resources. The Guard commander will report both to the Governor and to NORTHCOM and will control resources of both. The Posse Comitatus Act doesn't apply to the Guard and therefore the Guard can act more broadly in providing the necessary protection for these types of events.

While issues relating to the constraints on military use in law enforcement arise because of the Posse Comitatus Act, there are numerous and wide exceptions. However, where the Act applies, a Presidential declaration or memorandum of understanding cannot be used to get around the restrictions. The military cannot aid law enforcement, but it can provide equipment, which the civil authorities can man and use. The Act does not apply to the National Guard in its Title 32 or state duties, nor does the Act apply to the Navy, Marines and Coast Guard operating offshore. The greatest exception for the military with respect to the Act is the military purpose doctrine, which allows the military to act to defend the homeland against any and all threats, but not in a law enforcement mode. Moreover, the military has no interest in the law enforcement mission; the Department of Defense has told Congress that it does not propose any changes to the Act.

The current threat is distinguished by the "superpower individual" because of the destructiveness of the potential weapons of terrorism.

The Coast Guard has mobilized virtually all of its Reserve Forces. About 70 percent were called up immediately after 9-11 and used in the full range of maritime roles. Because of the high reliance on the Reserves, a reserve strategic assessment has been performed, reviewing and addressing issues in all major areas including: the Force mix and mission, pay, training, recruiting, and physical well being.

Synergies and cooperation between the Reserve components and the civilian authorities enhance homeland defense. The National Guard has important resources to share with domestic

agencies for homeland security. The challenge is to improve and enhance the local capability. The Reserve components have the civilian sensibilities to better interact with the civilian authorities than the Active component and the organizational and logistical base to call upon for the emergency needs of homeland security.

Non governmental organizations also have a role to play in the community. An example is the Guardian Angels, a group that is based on the premise that there is a moral obligation of the community to protect the community from crime, drugs, and terrorism. It operates in collaboration with local authorities and the community to build neighborhood security.

### **Our “Militia. Citizen Soldier” Heritage**

The history of the militia and National Guard was reviewed, including the reshaping of the Reserve components to meet the new threats to the Nation and the development of the Total Force Concept. In the past, the citizen soldier concept worked well because the Reserve and National Guard were mobilized for only short periods of time. 9-11 fundamentally redefined the nature of the defense mission, requiring fighting non-state actors both abroad and at home. The term “weekend warriors” is no

longer applicable. The Reserve Forces are now engaged in the greatest mobilization in history with nearly 200,000 Reservists mobilized.

The Homeland is more vulnerable because of the overseas deployment and thought should be given to dedicating a separate part of the National Guard or other citizen volunteers to homeland security. Domestic security skills are different than the soldier skills required overseas. Reserve personnel must be trained and properly organized to perform a domestic security mission.

Participants were reminded that we are setting the conditions for the continuing use of defense forces in the long war we confront. Rebalancing the Force will proceed with the articulated assumptions of Force Structure and Mission as set by the Service Chiefs. Stability Operations and Homeland Defense will be central themes in determining a what a proper rebalancing of the Force will be.

The Reserve and Guard, as Citizen Patriots, are vital to connect the defense mission with the American people. The compact with the Reserve Forces and the Government needs to be reviewed and revised to acknowledge the active and changing role of the Reserve Components so that the tradition of the Citizen Soldier can be maintained.

# RFPB Z - Mail



*Office of the Secretary of Defense*  
*Reserve Forces Policy Board,*  
*The Honorable Albert C. Zapanta, Chairman*

Vol 2 No. 1

### DEPUTY SECRETARY OF DEFENSE SPEAKS AT ANNUAL BOARD MEETING

The annual Board and Alumni meeting was held in the Pentagon on 8 Oct and at the Army Navy Country Club 9 Oct 2003. The Chairman, the Honorable Mr. Albert C. Zapanta, called the meeting to order at 0830 8 Oct.

A visit and remarks by the Deputy Secretary of Defense Honorable Dr. Paul D. Wolfowitz highlighted the morning session, which also included presentations on BRAC, legislative and DIMHERS updates, and an overview of the Merchant Marine Academy.

### Mr. Wolfowitz presents LTG Casey with his Board certificate at the 8 October meeting



The Board held its initial Executive Session that afternoon with New Business discussions focusing on review and acceptance of the July minutes, the revised Citizen Patriot award criteria, discussion of the Board trip to EUCOM in August, status of the Stabilization Force project, topics for the 2003 Annual Report and receipt of the

Proceedings Executive Summary as well as plans for the 2004 Symposium. The day ended with a reception hosted by Alumni President Brian Sharatt.

The second day's events were divided into two parts. More than 30 members of the alumni attended the morning sessions, which focused on the Department of Homeland Security, US NORTHCOM missions and functions, and a presentation by members of the Defense Science Board on their study concerning DoD's roles in Homeland Defense. A briefing was added to the afternoon session; the Army G-3 provided an insightful brief on Army Force Rebalancing.

### CITIZEN PATRIOT AWARDS PRESENTED

The annual alumni dinner and Citizen Patriot awards were presented that evening. The Citizen Patriot Award is the highest award conferred by the Reserve Forces Policy Board to recognize individuals and units who have demonstrated exemplary service to the Reserve Components at the national level. The recipients have made a substantial contribution to the nation's defense and to national security. Recipients have demonstrated a lifetime pattern of excellence.

The group award was presented to the "First Shot Club," a group of Navy reservists who fired the first shot of WWII, sinking a Japanese submarine in Pearl Harbor.

The individual awardee was Congressman G.V. "Sonny" Montgomery, 30-year veteran of Congress, retired Major General in the Mississippi National Guard, author of the Montgomery GI Bill.



# RFPB Z - Mail



*Office of the Secretary of Defense*  
*Reserve Forces Policy Board,*  
*The Honorable Albert C. Zapanta, Chairman*

Vol 2 No. 2

## **BOARD STUDIES POST CONFLICT STABILIZATION & RECONSTRUCTION**

The RFPB's focus on support to transformation is taking new form as the staff is engaged in looking at creative ways in which the Reserve components might both be organized and utilized for post conflict operations. Recent operations in Afghanistan and Iraq have highlighted the difficulties associated with stability and reconstruction efforts. We are exploring new ways to make available through the RC, the expertise and personnel required to accomplish this aspect of the mission.

One of the draft proposals we are developing for consideration is that of a universal command. Commanded by RC two-star general, the command would contain many of the specialties needed to effectively coordinate long-term post-conflict missions, including civil affairs specialties, military police, medical and others. We expect to brief the full Board on this proposal in January. It will also be the focus of a 1/2 day conference being held in conjunction with the Civil Affairs Association and ROA conference in mid-January.

## **SECDEF REQUESTS RFPB INVOLVEMENT IN FORCE REBALANCING EFFORT**

In October the SECDEF tasked the JCS to review how the RFPB can be involved in force rebalancing. This timely request serves to revitalize the RFPB mission at the strategic and policy level and will serve as an impetus to realign Board's current support structure. We recently met with the Vice Chief, VADM Keating to discuss the Board's support to the JCS and our charter.

*Seasons Greetings from the  
RFPB!*

The RFPB has a clear charter to provide independent advice to the SECDEF, report directly to Congress, and conduct liaison with members of the RC and with the American public as the third partner in the citizen- patriot-RC member contract. Given this strategic focus, the RFPB should:

- ✓ Provide SECDEF transformational advice on RC matters. Coordinate with JCS, Unified Commanders, OSD Transformation Office, and Military Departments.
- ✓ Direct the RFPB's annual business cycle to address issues related to force rebalancing.
- ✓ Ensure force rebalancing issues are addressed in the Board's annual report and in the 2004 Symposium.

## **FIRST SENIOR LEADERSHIP FORUM A HIT IN CHICAGO**

The RFPB's public-private cooperation effort came to life on 29 October with the first in a series of strategic war games involving CEOs of major companies who have a vested interest in homeland defense. This iteration focused on agricultural and food chain security and included CEOs from Kraft Foods, American Express, McDonalds, Union Pacific and many others. We were especially pleased to have representation from HLS and OASD/HLA there. As a result of "Silent Farmland," the Chairman of Oil-dri Corp. will take the lead in determining future follow-on events for the region.

Our friends AT Kearney and Buckner & Co are now even more committed to helping us with future events. The next strategic war-game will take place in March.

# **RFPB** **Z - Mail**



***Office of the Secretary of Defense***  
***Reserve Forces Policy Board,***  
***The Honorable Albert C. Zapanta, Chairman***

March 2004  
Vol 2 No. 3

## **BOARD BIDS FAREWELL TO MG RICH WIGHTMAN AND WELCOMES MG CHARLES (CHUCK) WILSON**

On 31 Jan 04, MG Wightman departed for his new job as the Deputy Joint Force Trainer for Education, Doctrine and Lessons Learned, Joint Forces Command. The Chairman requested MG Wightman remain and he accepted to continue to serve as an Ex-Officio member.

MG Chuck Wilson has been selected as the new Military Executive and his nomination is pending SecDef approval. MG Wilson is currently serving as the Deputy Commanding General for U.S. Army Reserve Command at Fort McPherson, Georgia.

## **SECOND QUARTER BOARD MEETING**

The second quarterly Board meeting was held 13 Jan 04 in the SecDef conference room at the Pentagon. Force Rebalancing was one of the main topics with ASD/RA discussion on the SecDefs initiative to fully engage the RFPB in the process. The RC Service Chiefs briefed on their rebalancing initiatives to date which in their own words still "fall short of the target". The guest speaker at lunch was Dr. Dov Zakheim, Under Secretary of Defense / Comptroller / Chief Financial Officer.

## **RFPB VISITS SOCOM AND CENTCOM**

On 13 & 14 Jan 04, members of the RFPB and staff visited the HQs at SOCOM and CENTCOM. General Doug Brown hosted the Board on the 13th and provided a full brief of the Special Operations Command and articulating its main missions. The briefings were intriguing, though provoking and eye opening. A SOCOM—RFPB Task group was established

On the 14th, the Board and staff spent the day at HQs CENTCOM and received in-depth briefings on the Afghanistan, Iraq and OIF II operations.

Both commands proudly conveyed the importance of the RC Soldiers, Sailors, Airman and Marines that are serving throughout the world and are pillars upon which the commands built and execute their many missions.

## **THIRD QUARTER BOARD MEETING**

The third quarterly Board meeting is scheduled for 20 & 21 April 04 at the Reserve Officers Association, One Constitution Ave, NE, Washington, DC.

On the evening of the 20th, the Board is hosting a reception, from 5-7 PM at the ROA in honor of the Guard and Reserve Caucus and Military Coalition. You are invited.

On 21 April, the RFPB will travel to JFCOM, Norfolk, VA to visit and receive an in-depth briefing on the Joint Warfighting Center operations.

## **RFPB ANNUAL REPORT**

We will submit our Annual Report, in April, to the SecDef and Congress. This year's Report is focused on mobilization, equity and joint training and other major issues the RC face as we support the GWOT. The Report will soon be posted to our web site and hard copy and CD format also available.

## **RFPB SYMPOSIUM 18 & 19 May 04**

Keep your calendars open—you'll soon be receiving your invitation. This years Symposium—"Strategic Challenges: Reserve Components—Leading from the Future" is scheduled and will be held at the National Defense University, Ft McNair, in Washington D.C.

## **WEB PAGE**

For current as well as historical information, visit the RFPB website at <http://www.defenselink.mil/ra/rfpb/>

Contact Col Sam Calderon at [samuel.calderon@osd.mil](mailto:samuel.calderon@osd.mil) with comments or requests for more information.

# **RFPB** **Z - Mail**



**Office of the Secretary of Defense**  
**Reserve Forces Policy Board,**  
**The Honorable Albert C. Zapanta, Chairman**

July 2004  
Vol 2 No. 4

## **THIRD QUARTER BOARD MEETING**

The Board meeting was held on April 20, 2004 at the Reserve Officer Association headquarters in Wash, DC. During the morning session over 15 representatives from the Military Coalition conducted a panel discussion regarding legislative issues that affect the Reserve components. The lunch keynote speaker was Medal of Honor recipient, Senator Daniel K. Inouye. The afternoon executive session consisted of a full agenda that continued the morning discussion about quality of life issues. During the late afternoon reception Senator Saxby Chambliss, Co-Chair of the Senate Reserve Caucus; Rep. Gene Taylor, Co-Chair of the House Reserve Caucus; and Mr. Michael Cline & Mr. Steve Strobbridge, Co-Chairs of the Military Coalition were recognized for their leadership and organization's support of the Guard & Reserve.

## **RFPB SYMPOSIUM** **18 & 19 May 04**

The 2nd Annual RFPB Symposium—"Strategic Challenges: Reserve Components—Leading from the Future" was a tremendous success. It was held at National Defense University in Washington, DC and attracted both outstanding speakers and a distinguished audience. Over 200 policy-makers, both military & civilians attended this two day event. It's proceedings will be placed on our web site. The Symposium reviewed critical issues relating to the Reserve Components in the 21st Century.

## **FOURTH QUARTER BOARD MEETING**

The fourth quarterly Board meeting was held at NORTHCOM, July 6-8, 2004. The meeting was combined with a visit to USNORTHCOM and Fort Carson, CO. The first day started with a visit to Cayenne Mountain Operations Center. The afternoon session consisted of an executive session working lunch followed by a Town Hall. The evening event was a Citizen Patriot Forum and reception that was held at the Adams Mark Hotel in Colorado Springs with over 50 prominent business and civic community leaders in attendance. On day 2 the Board visited Fort Carson and received numerous briefings regarding mobilization and training readiness of Army Reserve components. The last event on the agenda was lunch with soldiers at the Fort Carson Dining Facility Mess Hall.

## **ANNUAL ALUMNI MEETING & DINNER**

Mark your calendars for October 5-7, 2004. This years Annual meeting & dinner will consist of several events. On the afternoon of the 5th, the Board will meet in the Secretary of Defense's conference room from 1300-1700. During the first 2 1/2 hours the Board will receive reports from the Chairman of the various services Policy Committees and from a panel of command senior enlisted personnel. The Board will then have 1 1/2 hours to both review these presentations and have an open discussion of other issues. That evening there will be an Alumni icebreaker hosted by Mr. & Mrs. Bryan Sharratt, President Alumni Association and the RFPB. On 6 Oct 04, the Board convenes at the Army Navy Country Club to receive briefings from the Reserve Service Chiefs and the leaders of major military associations. The Alumni will meet separately to conduct their business. The two groups will then meet together in the afternoon to review items of mutual interest and adjourn by 1700. A reception and gala awards dinner follow. The capstone event will take place on the morning of the 7th with a Symposium at the Pentagon Auditorium from 0800-1200. The theme for the Symposium will be "Leading from the Future: Sustaining the Reserve Component in the Joint Fight." At 1215 the Board will reconvene for a further business meeting to: review issues that have come to their attention during the previous 2 1/2 days, to make appropriate policy decisions; and to determine the course of action and agenda for the Board for the following eighteen months. It is expected the Board will adjourn no later than 1430.

## **RFPB ANNUAL REPORT**

We submitted our FY 03 Annual Report for SECDEF signature. It will be forwarded to the President and both Houses of Congress. This year's Report is focused on mobilization, equity and joint training and other major issues the RC face as we support the GWOT. The Report will soon be posted to our web site and hard copy and CD format also available.

## **WEB PAGE**

For current as well as historical information, visit the RFPB website at <http://www.defenselink.mil/ra/rfpb/>

Contact Trish Elkins at [trish.elkins@osd.mil](mailto:trish.elkins@osd.mil) with comments or requests for more information.



# RFPB Z - Mail



## Office of the Secretary of Defense Reserve Forces Policy Board, The Honorable Albert C. Zapanta, Chairman

HTTP://DEFENSELINK.MIL/RA/RFPB

December 2004  
Vol 3 No. 1

### 5-6 OCT 04 QUARTERLY BOARD MEETING

The annual Board and Alumni meeting was held October 5-6, 2004 in Washington, DC. Following lunch in the Secretary of Defense's conference room, Chairman Zapanta made his opening remarks and introduction of the Senior Enlisted Advisors Council. The Council, comprising the seven Senior Enlisted Leaders of the Reserve components, and ASD/RA Command Sergeant Major, briefed the Board on vital issues they hoped the Board would endorse. The Board was then briefed by the Reserve components' Policy Boards and four Military Associations. The afternoon concluded with an update on legislative issues impacting the Reserve component.

On Oct 6<sup>th</sup>, the day began at the Army/Navy Country Club with a JFCOM briefing presented by MG Rich Wightman. The Board received briefings the remainder of the morning from the RC Chiefs or their representatives. Additionally, the Board held a teleconference call with Admiral Giambastiani (JFCOM Commander). The morning session ended with a CIOR and CIOR-M brief. LTG Steve Blum, Chief National Guard Bureau was the luncheon guest speaker. He provided an update on the Guard and their utilization in OIF and OEF. During the afternoon session, the Chairman hosted a Hail and Farewell ceremony for RADM Van Sice and RADM Duncan (arriving) and Maj Gen Speigel (departing). Alumni, staff, and guests were introduced followed by the alumni adjourning for their meeting while the Board went into executive session.

### ANNUAL ALUMNI AND CITIZEN-PATRIOT AWARDS DINNER- 6 OCT 04

During the dinner, the Citizen-Patriot awards were presented. The recipients of this award have made a substantial contributions to the nation's defense and to national security and have demonstrated a lifetime pattern of excellence. The Unit award was presented to the 200<sup>th</sup> and 515<sup>th</sup> Coastal Artillery of the New Mexico National Guard, who survived the 65-mile Bataan Death March, two members from the 200th attended the dinner. The individual award was presented to the Honorable Melvin Laird, former Secretary of Defense. Honorable John Hamre, Former Deputy Secretary of Defense and President of CSIS, was the dinner speaker. Congressman Steve Pearce, New Mexico 2nd District, also attended.

### RFPB ANNUAL REPORT

The FY03 Annual Report has been signed and is being published. It will be forwarded to the President and both Houses of Congress. The report is focused on mobilization, equity, joint training, and other major issues the RC face as we support the GWOT. The report will soon be posted to our web site and hard copy and CD will also be made available.

### RFPB 2002-2004 ACCOMPLISHMENTS

The RFPB Staff is consolidating a 3 year compilation of the Board's accomplishments. This presentation is a supplement to the RFPB's effort of education and outreach on behalf of the Reserve Components of the U.S. Armed Forces. It will be available on our website and for distribution in early 2005.

### RFPB UPCOMING EVENTS

- ◇ Quarterly Board Meeting, January 12, 2005
- ◇ Quarterly Board Meeting and Congressional Reception, April 19-20, 2005
- ◇ Annual RFPB Symposium, May 17-18, 2005 (tentative dates)
- ◇ Quarterly Board Meeting, July 26-27, 2005
- ◇ Quarterly Board Meeting and Annual Alumni Meeting, October 19-20, 2005 (tentative dates)

### BOARD MEMBERS HAIL AND FAREWELLS

Hail  
RADM Van Sice  
RADM Duncan

Farewells  
Maj Gen John Spiegel

### STAFF MEMBERS HAIL AND FAREWELLS

Hail  
Col Debra Larrabee  
COL Walter "Cary" Herin  
CAPT Gerald Golden  
LtCol Rickie Childs

Farewells  
COL Sam Nichols  
CAPT Wayne Stuart

*Seasons Greetings from the  
RFPB!*

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## APPENDIX III: FY 2004 Data Summaries

**Figure 1**  
**TOTAL MILITARY MOBILIZATION MANPOWER**  
Total Personnel = 4,610,534

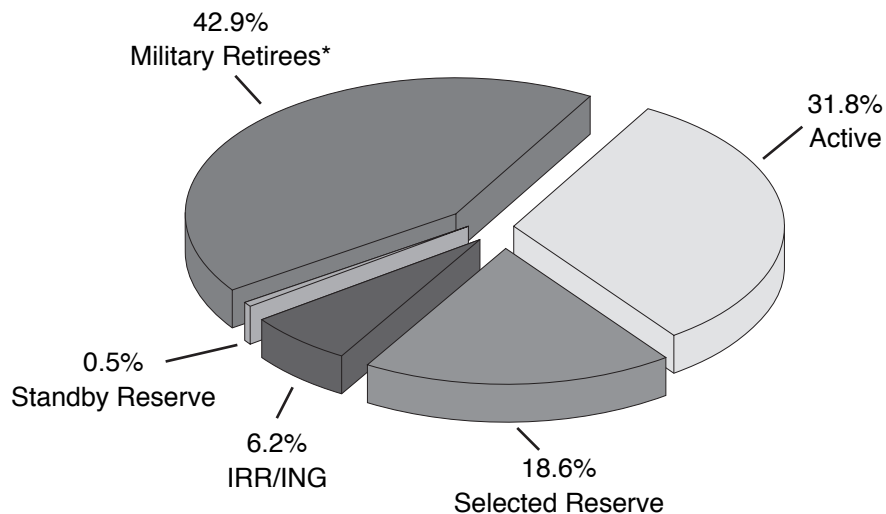
	Active	Guard	SelRes Reserve	Total	IRR/ING	Standby Reserve	Military Retirees*	Total
<b>Army</b>	499,543	342,918	204,131	547,049	116,160	715	681,777	1,845,244
<b>Navy</b>	373,197		82,558	82,558	66,085	2,502	484,405	1,008,747
<b>Marine Corps</b>	177,480		39,644	39,644	61,799	992	92,899	372,814
<b>Air Force</b>	376,616	106,822	75,322	182,144	37,015	17,340	684,891	1,298,006
<b>Coast Guard</b>	38,995		8,011	8,011	4,570	353	33,794	85,723
<b>Total</b>	1,465,831	449,740	409,666	859,406	285,629	21,902	1,977,766	4,610,534

	Active	Guard	SelRes Reserve	Total	IRR/ING	Standby Reserve	Military Retirees*	Total
<b>Army</b>	27.1%	18.6%	11.1%	29.6%	6.3%	0.0%	36.9%	100.0%
<b>Navy</b>	37.0%	0.0%	8.2%	8.2%	6.6%	0.2%	48.0%	100.0%
<b>Marine Corps</b>	47.6%	0.0%	10.6%	10.6%	16.6%	0.3%	24.9%	100.0%
<b>Air Force</b>	29.0%	8.2%	5.8%	14.0%	2.9%	1.3%	52.8%	100.0%
<b>Coast Guard</b>	45.5%	0.0%	9.3%	9.3%	5.3%	0.4%	39.4%	100.0%
<b>Total</b>	31.8%	9.8%	8.9%	18.6%	6.2%	0.5%	42.9%	100.0%

\* Non-disabled retirees

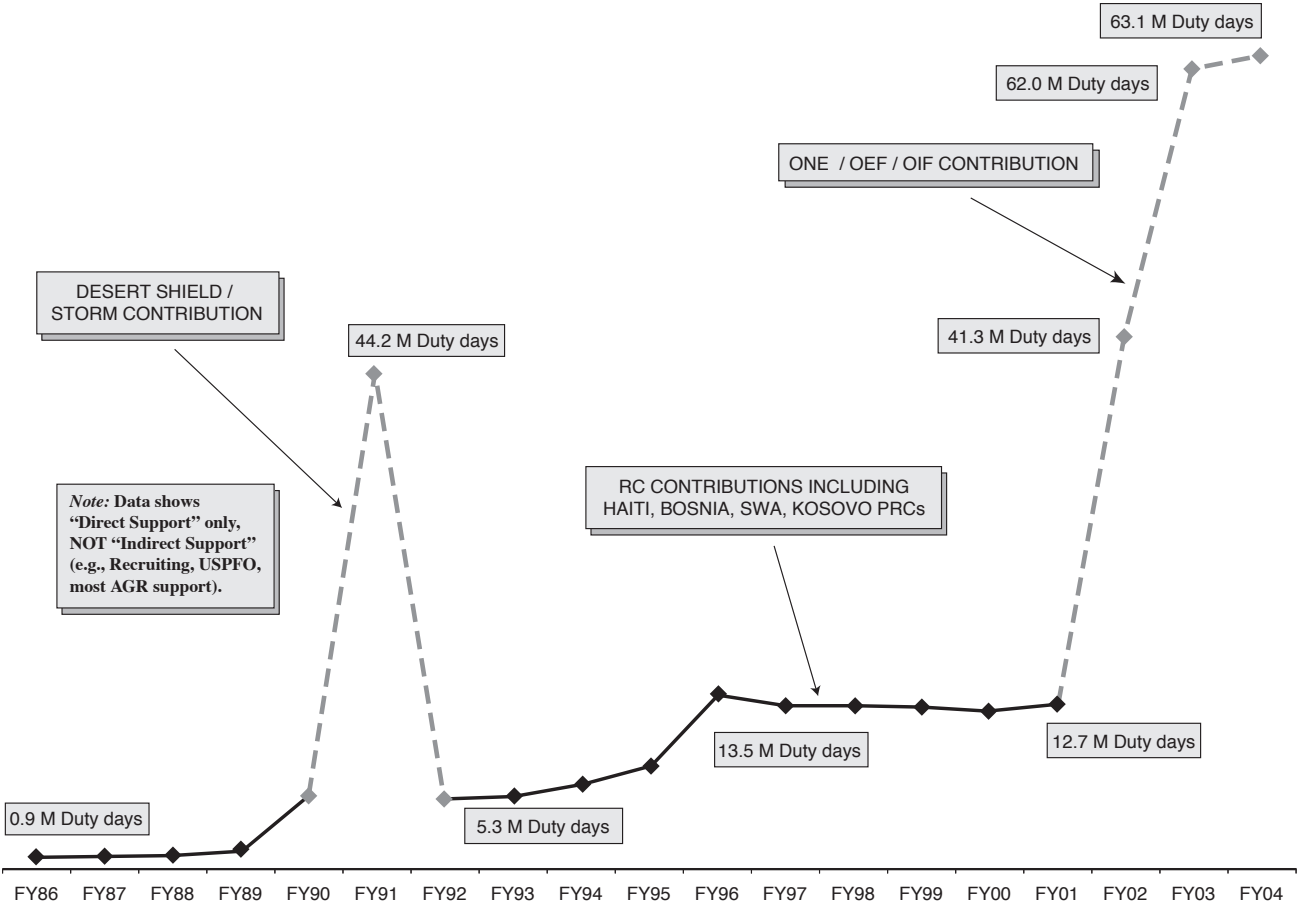
### TOTAL MILITARY MOBILIZATION MANPOWER

Total Personnel = 4,610,534



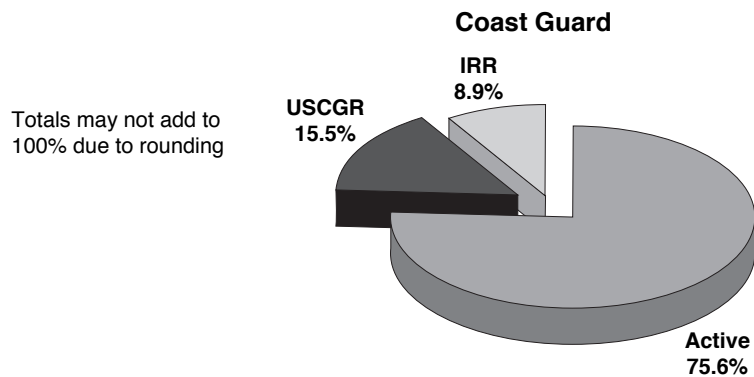
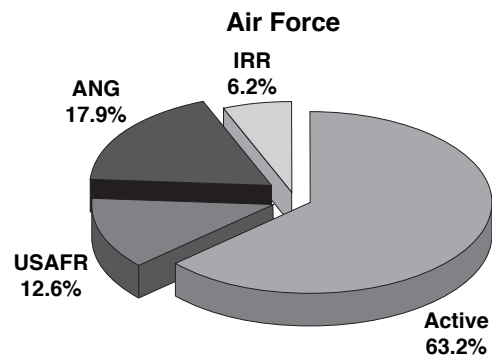
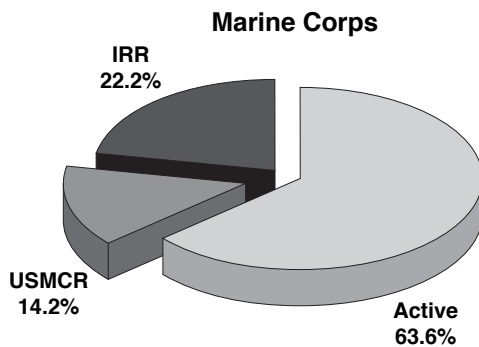
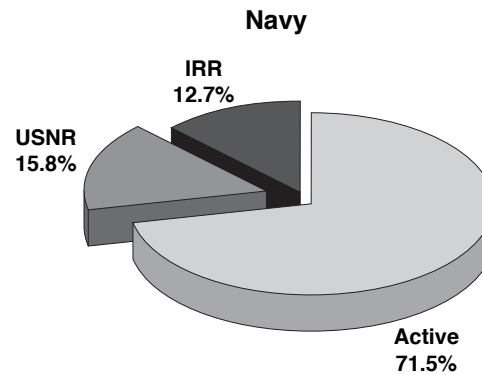
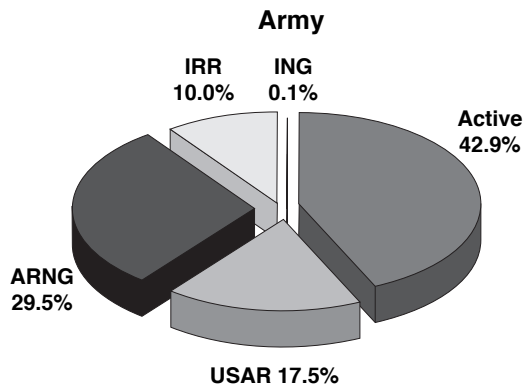
Data as of September 30, 2004.

Figure 2  
OUTPUT DELIVERED: TOTAL FORCE CONTRIBUTION



**Figure 3**  
**CONTRIBUTIONS IN THE TOTAL MILITARY FORCE**  
 (Strengths in Percentages)

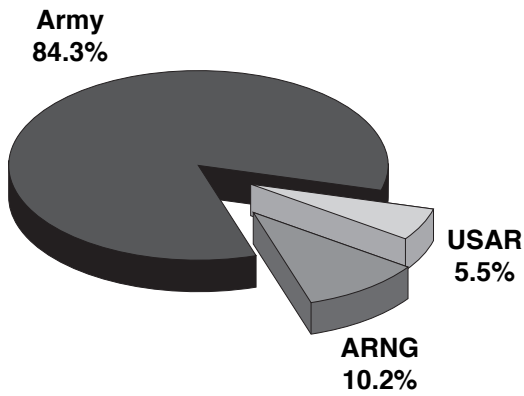
	Active	Reserve	ARNG	ANG	IRR	ING	Total
<b>Army</b>	42.9%	17.5%	29.5%		10.0%	0.1%	100.0%
<b>Navy</b>	71.5%	15.8%			12.7%		100.0%
<b>Marine Corps</b>	63.6%	14.2%			22.2%		100.0%
<b>Air Force</b>	63.2%	12.6%		17.9%	6.2%		100.0%
<b>Coast Guard</b>	75.6%	15.5%			8.9%		100.0%



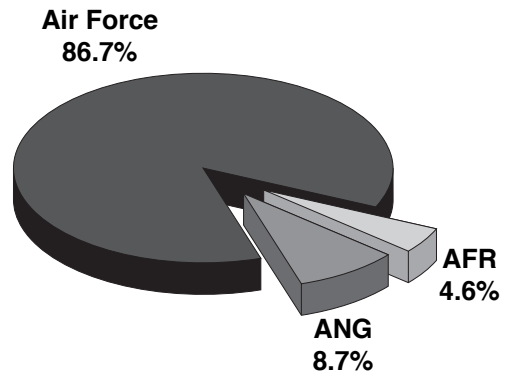
Data as of September 30, 2004.

**Figure 4**  
**TOTAL OBLIGATION AUTHORITY**

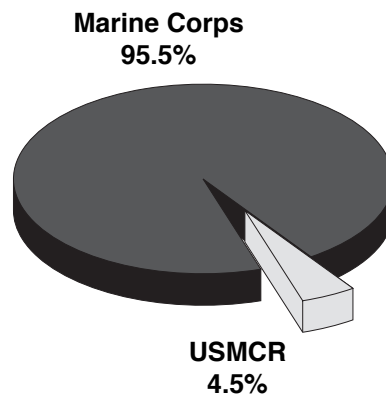
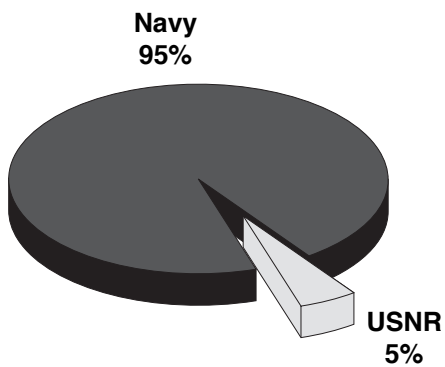
**Department of the Army**



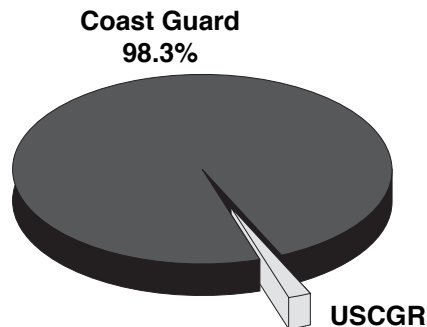
**Department of the Air Force**



**Department of the Navy**

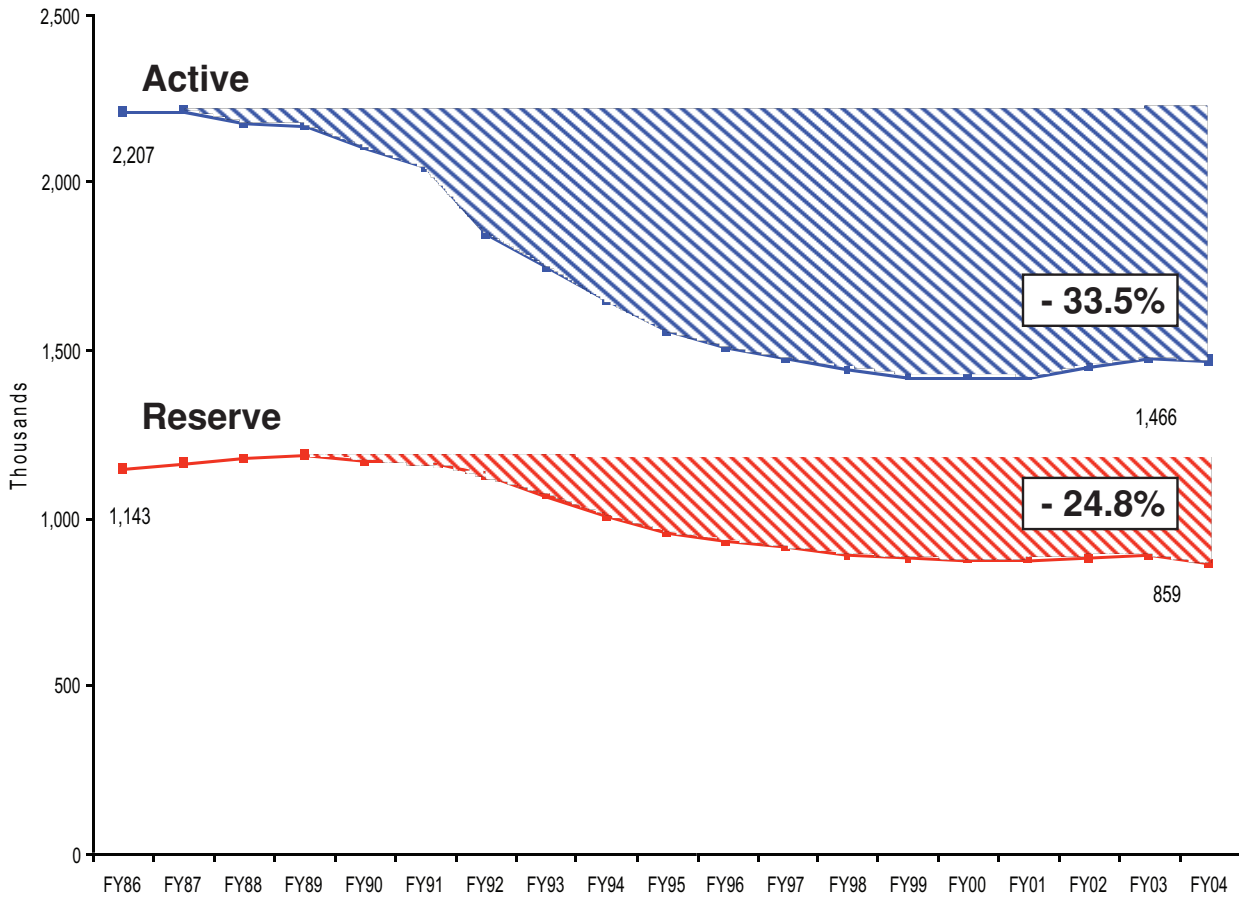


**United States Coast Guard**



Note:  
Percentages represent Operation & Maintenance and Military Personnel accounts only.  
Source: Office of the Secretary of Defense (Comptroller) CIS database;  
FY 03 CIS Final Position data (00-FEB-04); USCG Data provided by USCG.

**Figure 5**  
**THE TREND (FY86–FY04)**  
Active and Reserve Forces





**Figure 6**  
**COMPOSITION OF THE READY RESERVE**

Ready Reserve 1,145,035			
Selected Reserve 859,406			Individual Ready Reserve/ Inactive National Guard 285,629
Units & Active Guard/Reserve (AGR) 832,847		Individual Mobilization Augmentees <sup>3</sup> 26,559	
Units <sup>1</sup> (Paid Drill Strength Only) 766,640	AGR <sup>2</sup> 66,207		

<sup>1</sup>Includes training pipeline.

<sup>2</sup>Includes 71 USCGR RPAs.

<sup>3</sup>Includes 6,682 USCGR IMAs (most of the USCGR).

Data as of September 30, 2004.

**Figure 7**  
**SELECTED RESERVE AUTHORIZED/ASSIGNED END STRENGTHS**

Component	FY 2001			FY 2002		
	Authorized	Assigned	Fill Rate	Authorized	Assigned	Fill Rate
Army National Guard	350,526	351,829	100.4%	350,000	351,078	100.3%
Army Reserve	205,300	205,628	100.2%	205,000	206,682	100.8%
Navy Reserve	88,900	87,913	98.9%	87,000	87,958	101.1%
Marine Corps Reserve	39,558	39,810	100.6%	39,558	39,905	100.9%
Air National Guard	108,022	108,485	100.4%	108,400	112,071	103.4%
Air Force Reserve	74,358	74,869	100.7%	74,700	76,632	102.6%
Coast Guard Reserve	8,000	7,976	99.7%	8,000	7,816	97.7%
<b>Total</b>	874,664	876,510	100.2%	872,658	882,142	101.1%

Component	FY 2003			FY 2004			FY 2005
	Authorized	Assigned	Fill Rate	Authorized	Assigned	Fill Rate	Authorized
Army National Guard	350,000	351,089	100.3%	350,000	342,918	98.0%	350,000
Army Reserve	205,000	211,890	103.4%	205,000	204,131	99.6%	205,000
Navy Reserve	87,800	88,156	100.4%	85,900	82,558	96.1%	83,400
Marine Corps Reserve	39,558	41,046	103.8%	39,600	39,644	100.1%	39,600
Air National Guard	106,600	108,137	101.4%	107,030	106,822	99.8%	106,800
Air Force Reserve	75,600	74,754	98.9%	75,800	75,322	99.4%	76,100
Coast Guard Reserve	9,000	7,720	85.8%	10,000	8,011	80.1%	10,000
<b>Total</b>	873,558	882,792	101.1%	873,330	859,406	98.4%	870,900

Data as of September 30, 2004.

**Figure 8**  
**BUDGET AUTHORITY**  
(Dollars in Millions)

Component	FY 1999	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004
<b>Army National Guard</b>						
Personnel	3,636.2	3,732.3	3,806.4	4,300.9	5,396.6	5,249.1
Operations & Maintenance	2,805.6	3,177.8	3,344.2	3,746.9	4,343.0	4,458.9
Military Construction	148.8	236.2	285.6	400.1	241.4	311.6
Procurement <sup>1</sup>	746.9	958.0	1,203.6	1,295.6	1,195.1	891.3
<b>Army Reserve</b>						
Personnel	2,182.9	2,318.1	2,457.7	2,682.4	3,127.3	3,358.2
Operations & Maintenance	1,258.5	1,481.3	1,577.1	1,766.6	2,127.0	2,035.4
Military Construction	102.1	123.1	108.5	165.1	100.6	88.5
Procurement <sup>1</sup>	187.6	217.8	294.6	287.3	583.1	295.7
<b>Navy Reserve</b>						
Personnel	1,450.6	1,454.4	1,576.2	1,660.9	1,861.1	2,003.0
Operations & Maintenance	982.0	972.2	983.6	1,012.6	1,239.2	1,174.0
Military Construction	31.6	28.3	64.3	52.6	74.9	45.5
Procurement <sup>1</sup>	172.1	132.9	122.5	38.5	67.3	237.8
<b>Marine Corps Reserve</b>						
Personnel	401.3	414.3	448.9	467.1	513.9	559.5
Operations & Maintenance	127.0	141.6	147.6	139.8	217.9	189.2
Military Construction (included with NR)	(4.1)	(10.8)	(15.5)			0.0
Procurement <sup>1</sup>	59.9	79.6	48.7	45.4	263.5	111.5
<b>Air National Guard</b>						
Personnel	1,452.0	1,584.2	1,641.1	1696.8	1,999.9	2,288.5
Operations & Maintenance	3,216.1	3,292.4	3,472.1	3935.1	4,242.7	4,509.8
Military Construction	164.8	262.4	203.4	250.5	203.8	217.9
Procurement <sup>1</sup>	605.1	634.7	862.3	693.8	465.0	618.0
<b>Air Force Reserve</b>						
Personnel	856.7	884.9	971.0	992.0	1,164.9	1,253.5
Operations & Maintenance	1,790.2	1,779.8	1,903.6	1,999.0	2,145.0	2,047.4
Military Construction	34.4	63.8	36.5	74.0	85.8	62.0
Procurement <sup>1</sup>	210.5	186.7	132.6	186.5	154.7	214.5
<b>Coast Guard Reserve</b>						
Personnel	62.0	64.0	70.5	61.9	64.9	88.4
Operations & Maintenance	12.0	8.0	9.5	21.2	21.0	6.6
Military Construction	0.0	0.0	0.0	0.0	0.0	0.0
Procurement	0.0	0.0	0.0	0.0	0.0	0.0
<b>Totals</b>						
Personnel	10,041.7	10,452.2	10,971.8	11,800.10	14,128.6	14,800.2
Operations & Maintenance	10,191.4	10,853.1	11,437.7	12,600.00	14,335.8	14,421.3
Military Construction	481.7	713.8	698.3	942.30	706.5	725.5
Procurement <sup>1</sup>	1,982.1	2,209.7	2,664.3	2,547.10	2,728.7	2,368.8

Notes: <sup>1</sup>Procurement includes P-1R Exhibit amounts budgeted by the Services and NGREAs funds.

Source of Milpers, O&M, and Milcon data is the Office of the Under Secretary of Defense, Comptroller OUSD(C).

FY04 CIS Final Position data (08-JAN-05).

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**Figure 9**  
**FY 2004 MAJOR EQUIPMENT SHORTAGES**

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**Army National Guard**

HMMWV  
SINGARS  
Night Vision Goggles, PVS-7D  
UH-60 Black Hawk Helicopters  
HEMTTs (Wrecker and Tanker)  
Advanced Field Artillery Tactical Data System  
Family of Medium Tactical Vehicles (FMTV)  
M871A3 Semi-Trailer, 22 1/2T Semi Trailers  
Forward Area Air Defense Command and Control  
M22 Chemical Alarm Detector (ACADA)

**Navy Reserve**

C-40A Transport Aircraft  
Individual Protective Equipment  
P-3C Aircraft BMUP kits  
P-3C Aircraft AIP Kits  
Naval Coastal Warfare Boats and Equipment  
F/A-18 Aircraft Modification (ECP-560)  
F/A-18 Aircraft Modification  
(Advanced Targeting FLIR)  
F-5 Aircraft Radar Upgrade  
P-3C Counter Drug Upgrade  
SH-60 Helicopter FLIR Kits

**Air National Guard**

F-16 Precision Attack Targeting System  
F-16C/D Color Displays  
F-16 Heads-up Display/Electronics Unit (HUD/AEU)  
F-16 Advanced Identify Friend/Foe (AIFF)  
C-130H2 APN-241 Radar  
Tactical Data Link  
C-130H2 Night Vision Imaging System (NVIS) Lighting  
F-16/A-10 ALR-69 Antenna Optimization  
A-10 Re-engine  
F-16 BLK 42 Re-engine

**Coast Guard Reserve**

Truck, Tractor Trailer  
Trailer, Connex Box  
Truck, Pick-up  
Forklift, 10,000 lb.  
Welder, Gas Powered  
MSU Equipment Package  
Two Additional PSU TOA Inventories  
Level A Suits  
Chem-Bio Detection Equipment  
Level A Communication Suites

**Army Reserve**

Joint Biological Point Detection System (JBPDS)  
Family of Medium Tactical Vehicles (FMTV)  
HMMWVs  
High Frequency (HF) Radios  
All Terrain Lifting Army System (ATLAS)  
Container Assembly Refrigerated 9K BTU  
Deployable Medical Systems (DEPMEDS)  
Semi-Trailer Flatbed Breakbulk/Cont 22.5 Ton (M87A3)  
Movement Tracking System (MTS)  
Truck, Rough Terrain Container Handler (RTCH) 53K

**Marine Corps Reserve**

F/A-18A+ ECP-583  
CH-53 (HNVS) AFC-471 "B" Kits  
Initial Issue  
KC-130T Avionics Modernization Program (AMP)  
Quad Container  
Commercial Embarkation Boxes  
PAL Container  
KC-130T Electronic Flight Instrument (EFI)  
KC-130T Cockpit Armor/LOX Bottle Armor Plating  
KC-130T Oil Cooler Augmentation QEC/Aircraft Retrofit

**Air Force Reserve**

WC-130 Radar Modification  
F-16 Litening Pod Upgrade Modification  
F-16 Litening ER Pod Procurement  
F-16 Color Display  
F-16 Advanced Targeting Pod Procurement  
KC-135R Engine Kits  
C-5A Airlift Defensive Systems  
C-5A Re-engine  
HH-60G 200 Gallon Auxiliary Fuel Tank  
Anti-Terrorism/Force Protection Equipment

Source: FY 2004 National Guard and Reserve Equipment Report (NGRER)

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## APPENDIX IV: RESERVE COMPONENT SUMMARIES (VOLUNTARY)

### Army Reserve Summary: FY 2004

#### *Courage to Change*

**LTG James R. Helmly**

Commanding General, U.S. Army Reserve  
Chief, Army Reserve

The readiness of our Soldiers remained the centerpiece of change in the Army Reserve during 2004. The Army Reserve is making deep, profound changes in how we accomplish our mission of providing trained units and qualified Soldiers to the Global War on Terror. Our readiness does not reside in the numbers reported on a unit status report, but rather, we strive for a quality of readiness with which our forces will defeat the enemies of our Nation – real readiness of Soldiers, leaders, and the institution.

We are an Army Reserve serving an Army and a Nation at war. Thousands of our Soldiers are serving proudly and courageously around the world. Yet, the Army Reserve of 2004, as good as it is, does not resemble in structure, capability or readiness, the force required for the current global war, or a future war. The Army Reserve must confront today's realities and change.

We are using the energy and urgency of current Army transformation initiatives and the operational demands of the Global War on Terror to change the Army Reserve. We are changing from an over-structured, technically focused, force-in-reserve to a learning organization that provides trained, ready, "inactive duty" Soldiers poised and available for active service, ready as if they knew the hour and day they will be called.

Since America was attacked on September 11th, 2001, the Army Reserve has mobilized more than 121,000 (as of 17 Nov 2004) Army Reserve Soldiers for the Global War. This equates to more than six times the Soldiers and units we mobilized during the Gulf War. Never in the history of the organization has this country depended on us more than they do today. The Army Reserve mobilized

some units with only 3 to 5 days notice, quite an accomplishment when compared to previous mobilizations. Nevertheless, the experience of the last 3 years (from 2001 through 2004) shows the Army Reserve is not correctly structured to meet the needs of the Army and the joint force for ready now, agile, adaptive, and rotationally based forces.

We must change our force from one that supported a Cold War Army to one that is integral to the Army's future force. To do this, we are divesting 35,000 manpower authorizations from units and are re-investing these spaces elsewhere to create a more adaptable, fully structured, and flexible force. In addition, we are using approximately 20,000 spaces to establish a Trainee, Transient, Holdee and Student (TTHS) account to better manage non-qualified Soldiers in our units. We allocated an additional 2,000 spaces to establish the Individual Augmentee (IA) Program, which frees the Army Reserve of geographic limitations and allows Soldiers to serve in their specialty wherever they live. Soldiers assigned to the IA Program are immediately available to meet individual mobilization requirements, such as those tours required by the Worldwide Individual Augmentation System (WIAS). The remaining spaces we invested in bringing units to their fully required manning level, creating ready units that are available for missions.

To sustain the numbers of Army Reserve units and Soldiers needed to meet the continuing requirements of the Global War on Terror, we are implementing the Army Reserve Expeditionary Force (AREF) (see Figure 1), a dynamic new strategy that revolutionizes our force structure so that we can better mobilize, train and equip Army Reserve units for the fight. AREF offers predictability to Soldiers, their families and employers, through a 5-year rotation cycle.

With this concept, the majority of Army Reserve units are assigned to one of ten Army Reserve Expeditionary Packages (AREP). While units in Year One (left side of Figure 1) are prepared, trained and equipped to mobilize and deploy wherever needed, units in Year Five (right side of chart), on the other end of the cycle, are

reconstituting after returning from a deployment. Under the AREF construct, resources, such as equipment, are aligned according to where units are in the rotation cycle.

In conjunction with the new mobilization/training strategy, the Army Reserve is also implementing a new equipping strategy that is synchronized with the AREF. As units progress through each year of the 5-year cycle, their state of readiness increases incrementally. Units in Year One, those ready to deploy, are at the highest level of readiness. Units in Year Five, those reconstituting from a deployment, are at the lowest level. In Year Two, the year prior to deployment, units receive full complements of modernized equipment compatible with AC equipment. This influx of equipment allows Army Reserve units to train up on their go-to-war systems prior to mobilization and deployment. This way, we locate the equipment where it is needed the most – going

with the units heading out the door for an overseas deployment. Our goal is not to have full motor pools and supply rooms; our goal is fully equipped units deploying into a theater of operations.

We will further achieve deep change by how we train our force. Training is the “sine qua non,” or essential element, of a ready force. The Army Reserve Command Training Guidance for 2004 focuses commanders on preparing their Soldiers for war, rather than training on their technical specialty. We will test proficiency with semi-annual weapons qualification, annual Warrior Task Training (WTT), semi-annual physical fitness tests, nuclear, chemical and biological proficiency, and a battle drill program. Since mobilization is no longer an unexpected event, we are striving to reduce post-mobilization training to less than a month and focusing it on critical collective unit tasks, theater-specific training, mission rehearsals, and validation.

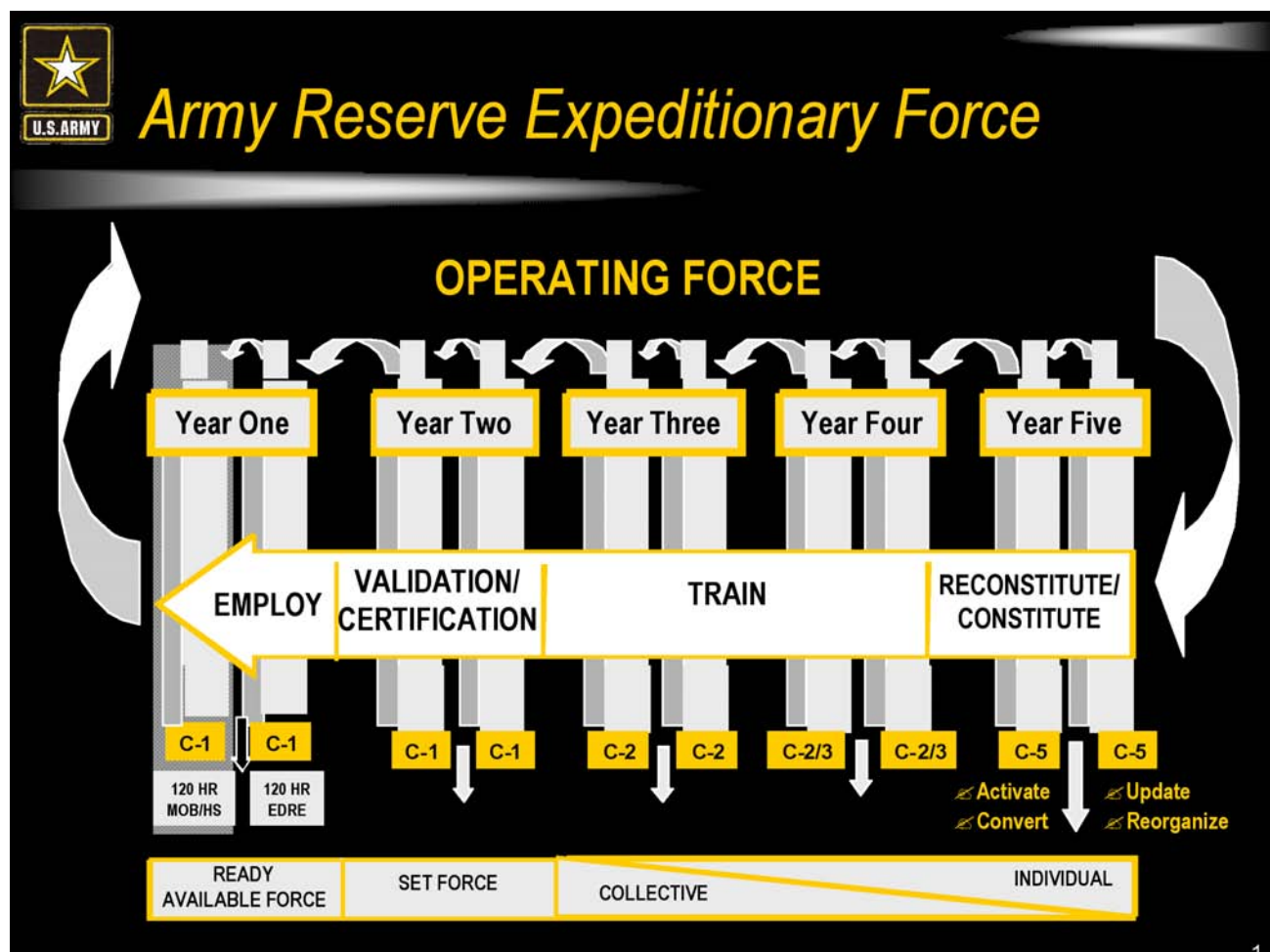


Figure 1



To support combatant commanders, the Army Reserve initiated the Foreign Army Training and Assistance Command (FA-TRAC), the only unit of its kind in the Army. Leading its first mission, the Army Reserve's 98th Division (Institutional Training), of Rochester, New York, deployed to Iraq in late 2004 to train the Iraqi National Army (INA) and other Iraqi security forces. By providing "train-the-trainer" non-commissioned officer and officer training and basic military skills, the division will expand that nation's ability to build an Iraqi Army capable of stabilizing a sovereign Iraqi nation.

Regardless of structure, size and mission responsibilities, the Army Reserve is part of the Army serving a nation at war. And the success of the Army Reserve rests, always, upon our people, our Soldiers, employees, their families, and employers. They are the heart, soul, conscience, and foundation of our institution.

During 2004, the Army Reserve pursued myriad changes to regulations, policies and, in some cases, statutes to meet the human needs of our force in the 21st century. To that end, the Army Reserve is working with the Department of the Army and the Assistant Secretary of the Army for Manpower and Reserve Affairs to update antiquated policies on: 1) Selective Reserve Incentive Program; 2) New authorities for officer and enlisted incentives; 3) Special pays; 4) Active Guard and Reserve (AGR) enlistment and reenlistment bonuses; and 5) Assignments and attachments of Army Reserve Soldiers. The Army Reserve needs the same authorities to retain and manage its force as the Active Component currently possesses. The disparity, especially in re-enlistment bonuses for certain critical specialties, is particularly noticed by Army Reserve Soldiers in some career fields, who may find themselves called on even more frequently than their Active Component counterparts.

To recognize and express appreciation for the service and sacrifices of deployed Soldiers, the Army Reserve has initiated the "Army Reserve Warrior-Citizen Award Program." Within 90 days

of demobilization, unit commanders will conduct a formal "welcome home" ceremony for returning Soldiers and their families. Commanders will present Soldiers with the Welcome Home Warrior-Citizen Award, the combat patch, medals they earned while deployed, and an American flag encased in a glass and wood presentation box. Employers and community leaders will be invited to participate as thanks for their support to the Soldier and his/her family who answered the call to active duty.

The importance and reality of this fact is accentuated by the sacrifice of our Soldiers. To honor our fallen heroes, the Army Reserve plans to develop a "Citizen-Soldier Memorial Park" at Fort McPherson, Georgia, home of the U.S. Army Reserve Command. A solemn and sacred place, the park will move visitors to reflect upon the sacrifices of our Soldiers who have fought and died to uphold the freedoms and liberties our country represents. Adjacent to a tranquil body of water, a stone monument, encircled by a bas-relief wall depicting Soldiers from different eras, will be erected. Stone pillars will memorialize each conflict and pay tribute to the Army Reserve Soldiers who participated.

We in the Army Reserve honor the lives of our fallen Soldiers by remaining strong and focused on mobilization, readiness, training and deployment, and on families and employers. The changes I have described are far-reaching and even startling to some. But they are necessary to ensure that the U.S. Army Reserve is capable of continuing to fulfill its mission as mandated by Congress and the American people.

Our responsibilities under Title 10 U.S. Code have not changed, but the world has changed and the Army we support is transforming rapidly. We cannot afford to delay – our Soldiers and the American people deserve better. As an institution, the Army Reserve must have the courage to change. It is the strength, professionalism and dedication of America's Army Reserve Soldiers that will lead us to a better and stronger force.

# Coast Guard Reserve

## Summary: FY 2004

RADM James C. Van Sice, USCG  
Director of Reserve and Training  
U.S. Coast Guard

During Fiscal Year 2004, the Coast Guard Reserve remained front-and-center as a member of the joint force, safeguarding hundreds of ports and waterways along 95,000 miles of U.S. coastline, while supporting combat and stability operations in Central Command area of operations. Although the number of Coast Guard Reservists recalled for operations at home and abroad declined somewhat, a significant percentage of the Selected Reserve (SELRES) remained on active duty throughout the year.

### Reserve Recalls

At the end of FY 2004, 1,130 Coast Guard reservists were serving on involuntary recall under 10 USC 12302, compared with 1,350 a year earlier. In addition, about 190 reservists were serving voluntarily on contingency-related Active Duty for Special Work (ADSW) at the end of FY 2004.

There have been a cumulative total of more than 6,200 Coast Guard Reserve recalls since September, 2001. At the peak of the recall, in April 2003, during the most intense phase of Operation IRAQI FREEDOM combat operations, over 4,400 reservists were mobilized.

Although the number of Coast Guard Reservists involuntarily mobilized decreased in FY 2004 and is expected to decrease further to about 450 by the end of FY 2005, they continued to make significant contributions to worldwide operations.

SELRES strength stood at 7,900 at the end of FY 2004, including individuals mobilized under 10 USC 12302. In addition, 850 members of the Coast Guard Reserve were serving under Extended Active Duty (EAD) contracts or on

Active Duty for Special Work (ADSW) orders. The Coast Guard Individual Ready Reserve, or IRR, stood at 4,400 at the end of FY 2004.

### Reserve Employment

INCONUS, Coast Guard Reservists helped close security gaps in strategic embarkation ports where vessels bound for Kuwait are loaded with equipment, munitions and other necessities required by our troops in Iraq. They also safeguarded U.S. coasts and waterways against terrorist threats as part of Operation NOBLE EAGLE, and helped implement the Maritime Transportation Security Act of 2002, or MTSA.

About 85 percent of the Coast Guard's SELRES force is directly assigned to Active Component (AC) units, including Sectors, Marine Safety Offices, small-boat stations and the like. They also are assigned to four of the Coast Guard's 13 Maritime Safety and Security Teams, or MSSTS, special units created after 9/11 to respond to terrorist threats in U.S. ports and waterways. MSSTS, which are equipped with fast armed boats to counter waterborne threats, are modeled in part after the Coast Guard's Reserve-staffed Port Security Units (PSUs).

PSUs, which are designed to deploy OCONUS in support of the Combatant Commanders, remained on watch in Central Command (CENTCOM) throughout FY 2004. PSUs protect high-value shipping and other assets in strategic ports of debarkation (SPODS). Each PSU is staffed with 140 SELRES members and six Active Component members, and typically deploys as part of a Naval Coastal Warfare package that may include joint Navy-Coast Guard Harbor Defense Command Units, Navy Mobile Inshore Undersea Warfare Units and Navy Inshore Boat Units.

Reservists also augmented Coast Guard Patrol Forces Southwest Asia (PATFOR SWA), which consists of six 110-foot Coast Guard cutters and four 170-foot Navy patrol craft operating off the Iraqi coast. The squadron, commanded by a Coast Guard O-6, expanded



significantly during FY 2004, aided in part by nearly 50 reservists who provided direct support in theater, as well INCONUS.

### **Improving Readiness**

Although the largest mobilization of Coast Guard Reservists since World War II was largely a success, the post-9/11 recalls did highlight areas where improvement was needed. Accordingly, in 2003, Coast Guard Chief of Staff, VADM Thad Allen, chartered the Reserve Strategic Assessment Team, or RSAT, to identify readiness gaps and the necessary corrective actions.

The RSAT identified 84 such items, and by the end of FY 2004, the first phase of corrective actions was completed. Those first 44 actions included launching a “tiger team” to correct mismatches between where SELRES members are assigned for drills and where they are needed when mobilized.

Other actions included standardizing boat crew training requirements for Reservists, and increased use of the Coast Guard’s Training Management Tool, or TMT, to ensure real-time tracking of reserve qualifications. The implementation of the Coast Guard’s Readiness Management System has helped improve SELRES medical and dental readiness. At the end of FY 2004, physical examination currency rose to 81.5 percent from 25 percent at the beginning of FY 2003.

Another significant outgrowth of the RSAT is a hard look at our reserve Program Administrator (RPA) Corps, a full-time support force focused on reserve readiness. The study potentially could transform how we access, train and assign this small group of active-duty reserve officers.

We are also taking a hard look at requirements, including those that dictate the missions and size of the Coast Guard Reserve. The FY 2005 Reserve Training Appropriation of \$113 million will support a SELRES force of 8,100. While our NDAA authorized SELRES strength is 10,000, we are committed to making sure we attain the optimal force size for the post-9/11 environment.

To accomplish this, Coast Guard Commandant ADM Thomas Collins chartered a Flag officer-level working group to examine the roles and missions of the Coast Guard Reserve, and by extension, how large it needs to be. The working group’s deliverables include:

- Identifying the concept of operations for the Coast Guard Reserve,
- Identifying core strategic functional areas for reserve employment,
- Identifying active-reserve intersections in those core functional areas, and
- Identifying the core competencies the Coast Guard should expect from the Coast Guard Reserve.

### **Defining the Future**

The Coast Guard is taking the steps needed now to define who we are and what our missions will be for the next several years. RSAT implementation and the Reserve Strategic Employment Working Group are tangible symbols of the Coast Guard’s commitment to its reserve force. Our bottom-line goal is simple: A Coast Guard Reserve force fully trained, fully qualified, and fully ready to execute its missions in peace and war.

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AC	Active Component
AGR	Active Guard Reserve
AOR	Area of Responsibility
AR	Active Reserve or (Army Reserve)
ASD/RA	Assistant Secretary of Defense/Reserve Affairs
ASD/SOLIC	Assistant Secretary of Defense/Special Operations Low Intensity Conflict
BAH	Basic Allowance for Housing
BRAC	Base Realignment and Closure
CC	Combatant Commander
CERP	Commander's Emergency Relief Program
CJCS	Chairman, Joint Chiefs of Staff
DEERS	Defense Enrollment Eligibility Reporting System
DEPORD	Deployment Order
DIMHRS	Defense Integrated Manpower Human Resource System
DMZ	Demilitarized Zone
DoD	Department of Defense
ESGR	Employer Support of the Guard and Reserve
EUCOM	European Command
EXORD	Executive Order
FO	Flag Officer
FORSCOM	Forces Command
FRA	Funded Reimbursable Authority
FTS	Full Time Support
GAO	General Accounting Office
GO	General Officer
GWOT	Global War on Terrorism
HLD	Homeland Defense
HLS	Homeland Security
IDT	Inactive Duty Training
IMA	Individual Mobilization Augmentee
IOC	Initial Operational Capability
IRR	Individual Ready Reserve
JCS	Joint Chiefs of Staff
JFCOM	Joint Forces Command
JDA	Joint Duty Assignment
JMIP	Joint Military Intelligence Program
JOM	Joint Officer Management
JPME	Joint Professional Military Education
JSO	Joint Specialty Officer
JRIC	Joint Reserve Intelligence Center
JRICP	Joint Reserve Intelligence Connectivity Program

JRIP	Joint Reserve Intelligence Program
JTR	Joint Travel Regulation
JWE	Joint Windows Enclave
METL	Mission Essential Task List
MOBCAP	Mobilization Cap
MOS	Military Occupational Specialty
NCO	Noncommissioned Officer
NDU	National Defense University
NORTHCOM	Northern Command
NPS	Non Prior Service
O&M	Operations & Maintenance
OASD/RA	Office of the Assistant Secretary of Defense/Reserve Affairs
OEF	Operation Enduring Freedom
OFT	Office of Force Transformation
OIF	Operation Iraqi Freedom
OMB	Office of Management and Budget
ONE	Operation Noble Eagle
OPTEMPO	Operations Tempo
OSD	Office of the Secretary of Defense
OSD/RFPB	Office of the Secretary of Defense/Reserve Forces Policy Board
PACOM	Pacific Command
PKSOI	Peace Keeping and Stability Operations Institute
PS	Prior Service
PSU	Port Security Unit
RC	Reserve Component
RCIE	Reserve Component Intelligence Elements
RFF	Request for Forces
RFPB	Reserve Forces Policy Board
SECDEF	Secretary of Defense
SOCOM	Special Operations Command
SOUTHCOM	Southern Command
SPACECOM	Space Command
STRATCOM	Strategic Command
TAG	The Adjutant General
TAR	Training and Administration of the Reserves
USAID	United States Agency for International Development
USC	United States Code
USEUCOM	United States European Command
USFK	United States Forces Korea
USD/P&R	Under Secretary of Defense (Personnel & Readiness)
USJFCOM	United States Joint Forces Command
USNORTHCOM	United States Northern Command
WMD	Weapons of Mass Destruction



