



THE UNITED STATES OF AMERICA  
OFFICE OF THE SECRETARY OF DEFENSE  
RESERVE FORCES POLICY BOARD  
ANNUAL REPORT 2011

60 YEARS OF SOUND ADVICE & SOLID ACHIEVEMENT





*14 June 1951*

*The first Chairman of the Reserve Forces Policy Board,  
Mr. Charles H. Buford (center) is sworn in by Mr. Ralph N. Stohl,  
Director of Administration, Office of the Secretary of Defense (left),  
during a special ceremony in the office of the Secretary of Defense  
George C. Marshall (right) at the Pentagon*





OFFICE OF THE SECRETARY OF DEFENSE  
RESERVE FORCES POLICY BOARD  
7300 DEFENSE PENTAGON  
WASHINGTON, DC 20301-7300

August 30, 2011

MEMORANDUM FOR SECRETARY OF DEFENSE

SUBJECT: 2011 Reserve Forces Policy Board Annual Report

I am pleased to enclose in accordance with the provisions of 10 USC 10301, our Annual Report for Fiscal Year 2011, to be transmitted to the President and Congress, in accordance with 10 USC 113(c)(2).



William S. Greenberg  
Chairman



# 60<sup>th</sup> Anniversary

## RESERVE FORCES POLICY BOARD

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*The importance of adequate reserve forces  
to the security of the nation has been clearly  
demonstrated by recent world events...*

*I am confident that the  
Reserve Forces Policy Board will continue  
to achieve the success it has demonstrated  
in the past.*

GEORGE C. MARSHALL, JUNE 13, 1951

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# 60<sup>th</sup> Anniversary

## RESERVE FORCES POLICY BOARD

### Historical Perspective, Sixty Years of Sound Advice and Solid Achievement (1951-2011)

#### Founding of the Board and Early Years 1951-1957

Secretary of Defense, and former General of the Army, **George C. Marshall**, believed very deeply in the importance of the Reserve Forces Policy Board (RFPB). His initial vision included several key features that have stood the test of time. They include: Board independence not bound by Service Chains of Command; membership that includes senior ranking officers from all Reserve Components; and a civilian chairman appointed by the Secretary of Defense and approved by The President. Initially, Secretary Marshall directed Assistant Secretary of Defense **Anna M. Rosenberg**, a recognized expert who had previously served in government posts under Presidents



Roosevelt and Truman, to coordinate all defense policies on military manpower and civilian personnel, including the responsibility for creating the initial membership of the RFPB. Her office sponsored, supported and managed a flow of legislative proposals to improve the service members' quality of life.

In response to challenges facing our reserve forces, Secretary Marshall proposed a series of comprehensive legislative proposals that led to the passage of the **Armed Forces Reserve Act of 1951**. The Act was the first of many subsequent legislative actions that addressed order and fundamental fairness when dealing with reserve component issues. President Truman, himself a combat veteran of World War I and serving Missouri National Guardsman, was very supportive and signed the act into law in July 1952.

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*Title 10, United States Code (USC) 175, Section 10301(b) provides that, “The Board shall serve as an independent adviser to the Secretary of Defense to provide advice and recommendations to the Secretary on strategies, policies, and practices designed to improve and enhance the capabilities, efficiency, and effectiveness of the reserve components.”*

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**Reserve Forces Policy Board 1952**



**1952-1953**  
**Charles H. Buford**

The RFPB replaced the Civilian Components Policy Board (CCPB), which was created in 1947. The first Reserve Forces Policy Board Chairman was **Charles H. Buford**, retired President of the Milwaukee, St Paul, & Pacific Railroad who served from 1952 to 1953. Mr. Buford was renowned for his dynamic and empowerment oriented corporate leadership style. He was also Vice President for Operations and Maintenance of the Association of American Railroads from 1939 to 1946.

## **Reserve Forces Policy Board 1952**



**1953-1955**  
**Arthur S. Adams**

**Arthur S. Adams**, the Second Chairman of the RFPB, was an academic most notable for having served as President of the University of New Hampshire, as well as a series of distinguished positions at Cornell that included: Assistant Dean of Engineering, Director of the Engineering Science Management War Training Program, and Provost. After graduating from the Naval Academy and Submarine School, Mr. Adams fulfilled his active duty commitment before transitioning to the Navy Reserve where he directed their Engineering, Science and Management War Training Program, as well as the diesel engineering course for naval

reserve officers. He was recalled to duty in 1942 and re-entered the Navy to organize and direct the V-12 Navy College Training Program. This program was initiated to meet both the immediate and long-range needs for commissioned officers to staff ships, fly planes, and command troops.



**1955-1957**  
**Milton G. Baker**

**Milton G. Baker**, our third chairman, was a dynamic military, political, and civic leader. Commissioned in the Pennsylvania National Guard, Gen. Baker's military career was atypical to say the least. He assumed responsibility for a variety of unusual but important assignments including his selection, in 1938, to command over 6,000 Regular Army and National Guard troops during the 75th anniversary of the Battle of Gettysburg and twenty-five years later, being appointed chairman of the



100th Anniversary Celebration of Lincoln's Gettysburg Address. He served Pennsylvania on a variety of state advisory boards and commissions. Throughout his career he was pursued by both political parties to assume political office, but preferred to remain superintendent of Valley Forge Military Academy (the school he founded) while quietly working behind the scenes as confidant to two US Presidents and numerous governors.

Gen. Baker was the catalyst behind the movement to establish the Association of the United States Army, serving as its' first president, chairman of the board, and finally as a member of their council of trustees. In 1952, he was appointed to succeed Mrs. Eleanor Roosevelt as the head the U.S. delegation to the United Nations Education, Scientific and Cultural Organization (UNESCO). Twice he declined appointments to serve as Secretary of the Army, but ultimately agreed to accept a position as personal advisor to the Secretary of Defense and ultimately as Chairman of the RFPB.



**General Eisenhower with troops**



## The Slezak Era 1957-1977



**1957-1977**  
**John Slezak**

**John Slezak** had a remarkable civil-military career. Born in Stará Turá, Austria–Hungary (in modern Slovakia), he immigrated to the United States in 1916. Less than a year upon arrival, he enlisted in the United States Army and was posted to Rock Island Arsenal, where he became a department head in the small arms division. Following the First World War, he received a B.S. in Mechanical Engineering and Commission as an Army Reserve Ordnance Officer in 1924. He worked as a mechanical engineer with Western Electric from 1923 to 1930 before becoming president of the Turner Brass Works until 1953. After serving his

country in World War II, now Colonel Slezak returned to civilian life and helped establish the machine tool division of the Army-Navy Munitions Board. In 1953, President Eisenhower nominated John Slezak as Assistant Secretary of the Army (Materiel) and subsequently, Under Secretary of the Army. He became Director of the Association of the United States Army in 1955 and assumed the RFPB Chairmanship in 1957.

Significant changes occurred during Chairman Slezak's tenure. The RFPB's reporting requirements were changed in Public Law 87-651 (September 7, 1962). This legislation added Section 133 to Title 10, which states that an annual report must be accomplished by the RFPB and delivered to the Secretary of Defense, Congress, and President informing them "on the reserve programs of the Department of Defense." Additionally, the position of Assistant Secretary of Defense for Manpower and Reserve Affairs (ASD (M&RA)) was created on 1 December 1967, and the National Defense Authorization Act of 1968 stipulated that the Board would now report through the ASD (M&RA) to the Secretary of Defense. Finally, Public Law 90-168 (December 1, 1967) authorized voting status for the Coast Guard member.

Two Secretaries of Defense had a significant impact on Reserve Component Forces during the later stages of Chairman Slezak's term. In August 1970, SECDEF Melvin Laird directed his Service Chiefs to consider the "Total Force", Active and Reserve, when planning, programming, manning, equipping, and employing their Forces. He recognized the value of lower peacetime sustainment costs of Reserve Component units. In August 1973, SECDEF James Schlesinger directed each of his Service Secretaries to provide sufficient funding for the proper

manning, equipping, and training of Selected Reserve Component units so they could meet deployment timelines and readiness standards required by contingency plans. Thus, he established common readiness standards for both Active and Reserve components, which is inherent to the establishment of an efficient and effective “Total Force”.

## **Post Vietnam Era 1977-1989**

The period following the United States’ withdrawal from Vietnam was marked by monumental change. Not only did the military undergo a post-war drawdown, but it also transitioned from conscription to an all-volunteer force. During this period, the inter-dependency between the reserve and active components elevated the relevance of the RFPB to new heights as they helped the Secretary of Defense and the services develop new policies.

Progress was made in the mid seventies regarding improved access to reserve units and individuals. Congress provided the President with authorization to activate 50,000 members of the selected reserves for up to 90 days. Additionally, the fiscal constraints of the late seventies made it increasingly difficult to maintain and modernize equipment across the “Total Force”. Often resources intended for Reserve and National Guard budgets were redirected to fund active component programs. However, in 1982, Secretary of Defense Weinberger addressed the equipping issue by reiterating that “units that fight first shall be equipped first, regardless of component”, and that active and reserve units scheduled to fight together should be equipped compatibly, regardless of component, and that active and reserve units having similar contingency missions, have compatible equipment.

Changes in Public Law during the early 1980s impacted the composition of the RFPB and how it interacted with the Office of Secretary of Defense. Public Law 98-94 (September 24, 1983) increased the number of Assistant Secretaries [of Defense] from seven to eleven, removed the responsibility for reserve affairs from the [former] Assistant Secretary of Defense for Manpower and Reserve Affairs, and provided that: “One ... shall be the Assistant Secretary of Defense for Reserve Affairs (ASD RA)) ... [with] principal duty for overall supervision of reserve component affairs of the Department of Defense.” This law also prescribed that the RFPB act through the ASD (RA) instead of the Assistant Secretary of Defense for Manpower and Reserve Affairs.

Public Law 98-525, October 19, 1984, increased the Coast Guard's membership to two officers, regular or reserve. This change was implemented by the phrase: "... striking out 'an officer of the Regular Coast Guard or the Coast Guard Reserve' and inserting in lieu thereof 'two officers of the Coast Guard, regular or reserve,'." This change was reaffirmed in Public Law 98-557, October 30, 1984 by showing the entire amended paragraph, not just the change.



**1977-1985**  
**Louis J. Conti**

Two distinguished leaders presided over the RFPB during this challenging period. The first was **Major General (ret) Louis J. Conti** who presided over the RFPB from 1977 to 1985. MG Conti epitomized the spirit of "Continuum of Service". Enlisting in the Naval Reserve as a Seaman, Second Class in August 1941, he held positions of increased responsibility in both his military and civilian careers. He was commissioned as a Naval Aviator in 1942 and participated in combat operations in the Pacific throughout World War II. Recalled to active service for the Korean Conflict, Chairman Conti flew 102 combat air missions from December 1951 to August

1953. In 1974, he was selected as the Assistant Director, Marine Corps Reserve and headed the Marine Corps Reserve Policy Board until 1975. Chairman Conti was an assistant football coach and Chairman of Cornell University's Athletic Advisory Committee in his civilian career.



**1985-1989**  
**Will Hill Tankersley**

The second Chairman to serve during the Post Vietnam era was the **Honorable Will Hill Tankersley** who assumed Chairmanship of the RFPB from Chairman Conti in 1985 and served until 1989. A combat infantryman involved in six campaigns during the Korean Conflict, he attended the Citadel before entering and graduating from West Point in 1950. Like Chairman Conti, Will Hill Tankersley retired as a Reserve Major General. In civilian life, Chairman Tankersley joined the investment banking firm of Sterne, Agee and Leach Group, Inc. in 1958 and served as President and Vice Chairman of the Board. Finally, Chairman

Tankersley served as the Deputy Assistant Secretary of Defense for Reserve Affairs from 1974 to 1977.

## Post Cold War & Gulf War Era 1990-2001

Since Secretary of Defense Melvin Laird introduced the “Total Force” Policy in 1970, the military has become increasingly dependent on its’ reserve components. This dependence was put to the test in 1990 when the U.S. mobilized for OPERATION DESERT SHIELD/DESERT STORM in response to the Iraqi invasion of Kuwait. The overall competence of reserve component units validated their continued use in contingency operations and guaranteed the policy’s future. The timing could not have been better because it coincided with the collapse of the Warsaw Pact and the end of the Cold War. With the elimination of one of our rival superpowers, the American taxpayer expected a Peace Dividend. Thus, the demonstrated capabilities of the reserve components offered a deterrent force at an economical price to meet that need.

Changes in Public Law during the mid 1990s again impacted the composition of the RFPB and how it interacted with the Office of Secretary of Defense. In Public Law 103-337, October 5, 1994, the Congress amended the membership of the Board to include one officer of the United States Marine Corps (in addition to the one officer of the Navy) and one officer designated by the Chairman of the Joint Chiefs of Staff.



**1989-1994**

**John O. Marsh, Jr.**

During the Post Cold War & Gulf War Era, **John O. Marsh, Jr.** served as the Chairman. He was a distinguished lawyer who made several transitions between private practice and public service. His military career began in 1944, when he was commissioned upon graduation from Infantry Officer Candidate School. He later served in the Army Reserve and the Virginia National Guard from 1954 to 1976, retiring as a Lieutenant Colonel. While in Congress, Chairman Marsh served a 30-day voluntary tour of active duty as a Major in Vietnam. Prior to his tenure as RFPB Chairman from 1989-1994, his public service included four terms as Virginia’s Seventh District Congressional Representative (1963-1971), Assistant Secretary of Defense (Legislative Affairs) and Assistant for National Security Affairs to Vice President Ford. On January 30, 1981, the Honorable John Marsh was sworn in as Secretary of the Army. He retired from that post nine years later with the distinction of being the longest serving Secretary of the Army (or War) in the history of the United States. After his tenure as Secretary of the Army, he accepted a special assignment as Legislative Counsel to the Secretary of Defense in

the development of legislative recommendations relating to streamlining the defense procurement process, and then joined the Hazel & Thomas law firm early in 1990.



**1994-2001**  
**Terrence M.**  
**O'Connell, II**

**Terrence M. O'Connell** followed Chairman Marsh as RFPB Chairman. A highly decorated war hero in Vietnam where he was seriously wounded shielding another soldier from an exploding grenade, he received the Purple Heart, the Distinguished Service Cross and Bronze Star with two devices. Following his military service, Chairman O'Connell gained a reputation for his deep and profound desire to serve his country. He has been a member of the Veterans Administration Commission on Rehabilitation, a member of the West Point Board of Visitors, and an advisor for presidential inaugurations. In his civilian career, he served as Executive Vice President for a

governmental relations and business development issues firm that affected organizations based in Asia, Europe, and Latin America. He was president of Davis O'Connell, Inc, a service-disabled, veteran-owned small business (SDVOSB), where he focused on workforce and resource development solutions in the fields of security, intelligence, forensic intelligence and anti-terrorism. Chairman O'Connell served as Chairman from 1994-2001.

## **21st Century: Post 9/11 & Operational Reserve Components 2001-Present**

The attacks of September 11, 2001 thrust the United States into a sudden and unforeseen two front (homeland defense and expeditionary) war against an unconventional non-state enemy. In an unexpected call-up, all seven of the reserve components mobilized in support of Operations Noble Eagle (the homeland defense mission) and Enduring Freedom (the expeditionary deployment that took the fight to the terrorists). Many of the impediments to efficient "Total Force" integration encountered by the services during mobilization were issues previously addressed by the RFPB in their Annual report to SECDEF. However, a new operational urgency and public/political scrutiny made it imperative to expeditiously resolve the issues. While some propose changes in Guard and Reserve force structure or even a new category of reservist, the Board has held for years that the real solutions are adequate funding, shorter rotations for Reserve Component personnel and, above all, predictability.



**2002-2004**  
**Albert C. Zapanta**

The first Chairman to serve during this period (2002-2004) was **Albert C. Zapanta**. A highly decorated military veteran of the Vietnam War, Desert Shield/Desert Storm, Restore Hope in Somalia and Restore Democracy in Haiti, retired Army Brigadier General Zapanta was selected for several Presidential appointments to include: White House fellow, Assistant Secretary of the Interior for Management and Administration, Chairman of Infrastructure Studies on Urban Mass Transit, Rail Transportation and Airport Airways, the Water Conservation Initiative, the Trans-Alaska Pipeline Fraud Review, and the Teton Dam Disaster Audit.

Chairman Zapanta also served on the U.S. State Department's Advisory Committee on International Trade Technology and Development and was appointed the private sector delegate to the U.S. - Mexico Partnership for Prosperity. His sterling civilian career began as an industrial engineer for Bethlehem Steel, before becoming the Governmental Affairs Director for Atlantic Richfield Company (ARCO) and President/CEO of the US-Mexico Chamber of Commerce in Washington, D.C.



**2005-2006**  
**William A. Navas, Jr.**

**William A. Navas, Jr.** was the Chairman from 2005 to 2006. Coming from a family with a long military tradition, he was commissioned as an Army Second Lieutenant after attending the University of Puerto Rico in his hometown of Mayagüez. After a five year tour on active duty with service in Vietnam, Germany, and Puerto Rico, he transitioned to the Puerto Rican Army National Guard. In 1980 he left his family business to assume greater responsibilities with the military ultimately being promoted to Major General and appointed Director of the Army National Guard.

After retiring in 1998, he became the co-founder and Chairman of the American Veteran's Committee for Puerto Rican Self-Determination before being appointed Assistant Secretary of the Navy (Manpower and Reserve Affairs) in 2001.





**2006-2009**  
**G. Kim Wincup**

**G. Kim Wincup** served from 2006 to 2009. A senior adviser to the Defense-Industrial Initiatives Group at CSIS, Chairman Wincup is an attorney with broad career experience in both the legislative and executive branches of the federal government. Prior to joining CSIS, he occupied several positions in the U.S. Congress. After serving on active duty for four years as a judge advocate in the U.S. Air Force, he began working as counsel for the House Committee on Armed Services. After 10 years as counsel, then assistant general counsel, Chairman Wincup became the committee's staff director responsible for all legislative and management

activities for the remaining six years of his service. He also served as staff director of the Joint Committee for the Reorganization of the Congress in 1993. In addition, he served as Assistant Secretary of the Air Force for Acquisition responsible for the management and oversight of the U.S. Air Force's acquisition program. Prior to these appointments, he served for three years as Assistant Secretary of the Army for Manpower and Reserve Affairs. In this capacity, he was responsible for the U.S. Army's active duty, reserve, and civilian personnel during the post-Cold War drawdown and Desert Storm.

In the private sector, as a senior executive of a Fortune 500 company and chairman and member of a variety of boards and organizations in the defense policy, education, and technology fields, Chairman Wincup served with distinction. He is a member and past chairman of the Board of Advisors of the Naval Postgraduate School and is on the Board of Advisors for the National Security Studies Program at the Maxwell School of Citizenship and Public Affairs at Syracuse University.





# 60<sup>th</sup> Anniversary

## RESERVE FORCES POLICY BOARD

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*... the Secretary shall transmit to the President and Congress a separate report from the Reserve Forces Policy Board on the reserve programs of the Department of Defense and on any other matters that the Reserve Forces Policy Board considers appropriate to include in the report.*

10 USC § 113(C) (2)

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*A man who is good enough to shed his blood for his country is good enough to be given a square deal afterwards. More than that no man is entitled, and less than that no man shall have.*

THEODORE ROOSEVELT, JULY, 1903

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# THE UNITED STATES OF AMERICA OFFICE OF THE SECRETARY OF DEFENSE RESERVE FORCES POLICY BOARD ANNUAL REPORT FISCAL YEAR 2011

## I. Preliminary Statement

The Reserve Forces Policy Board created by Secretary of Defense, General of the Army, George C. Marshall, has remained essentially the same in its mission and responsibility for nearly sixty years. Effective July 1, 2011, the Board changed substantially, but the fundamental responsibilities of the Board remain as true and relevant as they were in 1947, 1949, 1951, and in 1952 when Congress and President Harry S. Truman codified the decision of General Marshall in the Armed Forces Reserve Act of July 1952. That is, an independent board, whose military members operate outside the chain of command, composed of military members within that very chain, but now chaired by a civilian from among ten civilian members appointed by the Secretary of Defense. The statutory responsibility of acting through the Assistant Secretary of Defense for Reserve Affairs has been removed.

During the two years of his service between 2009 and June 2011, Assistant Secretary of Defense of Reserve Affairs, **Dennis McCarthy**, has been a true friend and active supporter of the Board. Secretary Marshall believed very deeply in the independence and resources contained in the Board. Assistant Secretary McCarthy has preserved the great tradition established by General Marshall with his appointment of Assistant Secretary of Defense **Anna M. Rosenberg**. Secretary McCarthy assumed responsibility for guiding the statutory changes through Congress, and selecting the new civilian and military members to be recommended for appointment by the Secretary of Defense. His work has produced a group of outstanding military and civilian members who will greatly enhance the record of achievement during the past sixty years, as the Board looks forward.

This Annual Report is dedicated to the memory of our late Chief of Staff **Colonel Patrick Cloutier** who died suddenly and tragically.

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*In the Councils of Government, we must guard against the acquisition of unwarranted influence, whether sought or unsought, by the military-industrial complex. The potential for the disastrous rise of misplaced power exists and will persist.*

*In the same fashion, the free university, historically the fountainhead of free ideas and scientific discovery, has experienced a revolution in the conduct of research. Partly because of the huge costs involved, a government contract becomes virtually a substitute for intellectual curiosity.*

*The prospect of domination of the nation's scholars by Federal employment, project allocations, and the power of money is ever present-and is gravely to be regarded.*

*May we be ever unswerving in devotion to principle, confident but humble with power, diligent in pursuit of the Nation's great goals.*

EXCERPTS FROM HIS FAREWELL ADDRESS,  
PRESIDENT DWIGHT D. EISENHOWER,  
JANUARY 17, 1961.

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## II. Recommendations

The Reserve Forces Policy Board is pleased to recommend to the Secretary of Defense the following nine changes in current practice relating to the Reserve Components. We invite the Secretary of Defense to read the five changes recommended in the 2010 Annual Report, which are modified or supplemented by the changes which follow:

- 1 Adequate funding for training, equipment and military education at the same relative levels as Active Components should be endorsed and actively supported by the Secretary of Defense in budget submissions to The Congress.
- 2 Equal access to joint military education, promotions, and command, as well as advanced civilian education for Reserve Component officers and non-commissioned officers should be directed by the Secretary of Defense.
- 3 All Reserve Component individuals and units should have access to the same equipment, combat simulators, and military training as their Active Component counterparts to maintain readiness and ease of access to qualified forces by the Secretary of Defense in time of need.
- 4 All combatant command and other high command positions of the armed forces, including senior staff positions, and senior special staff positions in specialties such as law, medicine, engineering, and military education should be open and available to qualified flag officers of the Reserve Components.
- 5 Reserve Component unit cohesiveness/integrity is best maintained if commanders and senior enlisted leadership are provided travel pay and travel time to attend to the medical needs of their combat wounded/injured Reserve Component members. These combat wounded/injured Reserve Component members should also be afforded military housing on military installations on the same basis as their Active Component counterparts
- 6 Military lawyers should be assigned to all combat wounded/injured Reserve Component personnel in the Integrated Disability Evaluation System (IDES), including judicial proceedings, as soon as possible.

- 7 In light of the changes made from a Strategic to an Operational Reserve force, all Line of Duty (LOD) determinations should be eliminated. Active and Reserve Component service members should receive equal treatment with respect to their service benefits and responsibilities
- 8 All combat wounded/injured military members should, by law, be offered first priority for employment by defense contractors.
- 9 Before or instead of using non-governmental contractors or consultants, SECDEF should direct the use of the Reserve Forces Policy Board to vet all Reserve Component matters.

### **III. Report of Activities, Issues Considered, and Actions during Fiscal Year 2011 (FY11)**

Chairman Greenberg continued to push those **objectives** he established with the Assistant Secretary of Defense for Reserve Affairs at the beginning of his tenure. He reaffirmed his intention to (a) **make the Board a place where flag officers wish to serve** and view as an important part of their careers; (b) **make recommendations**, based upon mature consideration of the information presented to the board and the consequent discussions of the issues; and (c) assure that the Board **regains its position of trust and confidence** as a valued advisor to the Secretary of Defense.

The theme for the RFPB during FY 11 was CHANGE. Changes resulting from the implementation of recommendations made by the **Commission on National Guard and Reserve (CNGR)** are well underway; the **Comprehensive Review of the Future Role of the Reserve Components** assessed the changing role of the Reserve Components in the early 21st Century; and the **2011 National Defense Authorization Act (NDAA 11)** directed major changes to the RFPB itself.

In 2010 the Citizen Patriot Award was given to former United States **Senator Bob Dole**, but was actually presented at a ceremony in early 2011. The 2011 Citizen Patriot Award was presented to United States **Senator John McCain** at his office in Washington. A film record of the presentation ceremony was part of the annual meeting ceremony. The Unit Award for 2011 was presented to Navy Reserve **Helicopter Sea Combat Squadron EIGHT FOUR** for conducting the longest



sustained combat deployment of U.S. Navy helicopters in the history of the United States Navy. Operating from various bases within Iraq, under extremely difficult and hazardous conditions, HSC-84 sustained a detachment of 65 personnel and four HH-60H Seahawk helicopters for over six years of continuous combat operations in Iraq.

## **First Quarter FY 11 Meeting Looking Ahead for 2011**



**OSD RFPB MEETING**  
The Pentagon, Washington, DC

The 1st Quarter FY 11 (1QFY11) meeting took place on 9 November in the Pentagon. Chairman Greenberg welcomed Board members, expressed his appreciation to Reserve Component (RC) members for their contributions to our country, and reiterated the three goals/ accomplishments he set when becoming Chairman, and the steps taken to accomplish those goals, including:

- (a) Increasing the status and visibility of the RFPB. Moving the RFPB office from the Navy Annex into the Pentagon was the first and very important step taken to improve the RFPB's stature.

- (b) Make RFPB membership a billet that every Flag Officer seeks.
- (c) Earn position of respect for the RFPB by providing reliable, practical, informed advice.

Chairman Greenberg outlined the goals for the 1QFY11 meeting:

- (a) Establish theme for the RFPB - Health of the Command.
- (b) Provide a schedule for the remainder of FY2011 and FY2012 meetings, locating sites outside the Pentagon to increase visibility of RFPB.

Several RFPB members were concerned that as the RC becomes an operational force, the RC won't be able to attract the superstars from the private sector. They stated that many employers are beginning to see Reservists as a liability. The challenge will be getting the private sector to recognize RC members as positive additions to their organization/company. The Chairman agreed and indicated that these are the type of issues the RFPB can address.

## Guest Speakers:



**Mr. David L. McGinnis** (Principal Deputy Asst Secretary of Defense for Reserve Affairs, ASD RA) gave a report on current RC initiatives and assured the Board that DOD leadership was committed to the independence of the RFPB. He informed Board members that there are currently 97K Reservists on active duty, with another 140K Guard and Reserve forces supporting COCOMs.

### *He highlighted three initiatives:*

1. The Comprehensive Review of the Future Role of the Reserve components. All services, COCOMs and functional commands contributed to the review which was 80% complete at the time. The highlights include: AC vs. RC costs/comparisons; determining economies of scale – how to best use the RC; and explaining why we need to preserve a Reserve Component force.

2. The ASD (RA) has incorporated the Yellow Ribbon Reintegration Program (YRRP), Family Programs and Employer Support for Guard and Reserve (ESGR) under one Directorate since they are interrelated.
3. The Interagency Policy Committee on Military Families (Active and Reserve). This interagency working group studies family behavioral health, development and education of children, education and employment opportunities for military spouses, and childcare needs.

After a stimulating presentation by **Mr. Scott Chesney** on dealing with change, the Chairman utilized the remainder of the meeting to lay out his **FY 11 priorities**:

- 2010 Annual Report
- Health of the Command issues
- Encourage SECDEF participation
- Tackle Board member recommendations
- Meeting Schedule - Locations
- Annual Meeting - Quarterly Meetings
- Subcommittee(s) Formation
- Citizen Patriot Award (Individual and Unit Nominations)

## **OBJECTIVES FOR FY11 & FY12:**

The Board agreed to a minimum of three meetings per year with at least one scheduled away from the Pentagon to increase the visibility of the RFPB.

The RFPB will build relationships with war college faculties so they can leverage the institutions to conduct research on topics of interest to the Board. It was suggested that the RFPB Military Executive, be responsible for maintaining relationships with the college commandants.

Chairman Greenberg suggested all RFPB members make a concerted effort to engage with the leadership and boards of Military and Veteran Service Organizations (MSO/VSOS) so that the RFPB increases its visibility and gains additional information conduits.

Chairman Greenberg also led a discussion on the topic of RFPB dedicated interns, like other offices within OSD. Johns Hopkins School of International Studies seeks intern placement opportunities and would be good resource for interns and research staff. Dedicated interns will increase RFPB visibility within academia as well as provide new assessment options for presentation to SECDEF.

## **ISSUES FOR THE RFPB TO CONSIDER IN FY2011 AND FY2012:**

The RFPB must be a relevant/valued resource for SECDEF. The Chairman intends to meet with the new Secretary of Defense on Reserve Component issues soon after he takes office

As a separate, independent body, the RFPB can comment on reports such as the Quadrennial Defense Review (QDR) and provide updates on the implementation of the recommendations made by the Commission on National Guard and Reserve (CNGR) that contain Guard and Reserve equities to ensure the Secretary of Defense considers the RC perspective.

Chairman Greenberg received a briefing from **Maj Gen (Ret) Arnold Punaro**, Chairman of the Commission on National Guard and Reserve (CNGR) and **Dr. John Nagl**, the President of the Center for a New American Security (CNAS), on their assessment of the implementation of the CNGR recommendations. Their opinion was that on balance, the military had made great strides toward developing a relevant, ready, and capable operational service reserve and National Guard force and praised the responsible policymakers from both the Bush and Obama administrations for their accomplishments. A particular milestone was the October 2008 Department of Defense Directive 1200.17 “Managing the Reserve Components as an Operational Force” issued by Secretary Gates that codified the Operational Reserve (Guard and Reserves) as “provide operational capabilities and strategic depth to meet U.S. defense requirements across the full spectrum of conflict.”

However, CNAS also discovered that despite Secretary Gates’ intent that implementing the CNGR recommendations and enforcing DODD 1200.17 were priorities, the stress of two simultaneous wars and **cumbersome bureaucratic process** combined to slow the implementation. The **reluctance to make significant base budget**

**investments** in Operational Reserve initiatives reveals the true lack of institutional commitment needed to glean the full efficiencies associated with an integrated Total Force.

■ **Chronic equipment shortfalls** continue suppressing readiness rates within the RC by at least 25% (as of October 2009). If this is not corrected, it will likely have a significant adverse operational impact, but will also degrade the quality and effectiveness of weekend training, potentially resulting in recruiting and retention challenges.

■ Efforts to implement a true **Continuum of Service (COS)** designed to retain the best and the brightest in government service have languished. COS is based on flexible 21st-century personnel management principles. Little effort has been made to:

- Develop a comprehensive personnel management strategy.
- Change promotion policies
- Reduce excessive RC duty statuses
- Streamline receipt of pay and benefits
- Fully appreciate the innumerable benefits of extending health care options to RC members.

■ **Cultural Bias** between not only the services, but also the components persists. Many senior policymakers and active duty officers remain uninformed about the extent of RC contributions. Lingering anti-RC bias among some active component personnel, impedes Total Force integration by stifling efforts to:

- Reform Professional Military Education curricula and attendance policies
- Strengthen commitment to the COS
- Inclusion of the legally required assessment of the future roles and missions of the Guard and Reserves in the 2010 Quadrennial Defense Review (QDR). The QDR establishes future strategic and budgetary priorities; the omission minimizes the relevance of the RC beyond the current conflicts and perpetuates DOD's historical reluctance to think presciently about their role in U.S. national security strategy.

The anticipated recommendations proposed by the “Comprehensive Review of the Reserve Components” were expected to build upon those made by the CNGR, and therefore, improve the overall RC situation. Never the less, the RC remains disadvantaged without inclusion in the long-range QDR planning. There is still no agreed-upon method for comparing the relative costs of full-time active component and RC personnel. This increases the risk that future force structure decisions will not be based on sound cost-benefit analysis, but rather on antiquated anti-RC cultural bias that motivated previous post conflict military draw downs.

## **Second Quarter FY 11 Meeting.**

The 2nd Quarter FY 11 meeting was also the RFPB’s Annual Meeting and took place on 22-23 March. Several invited guests and former RFPB members, Chairmen, and staff were in attendance. The first day’s meetings were held at the Ft Myer Officers’ Club ballroom, and those on the second, at the Pentagon in the Secretary of Defense’s conference room.

## **RFPB Awards 2011**



**Recognition of the Wounded Warrior Program**





**Former Senator Bob Dole receiving the 2010 Citizen Patriot Award**

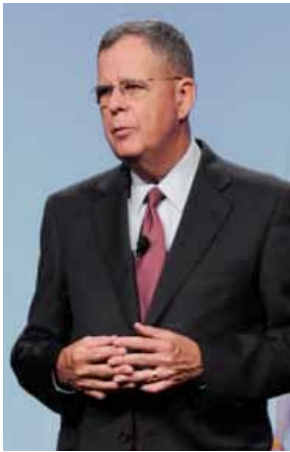


**Senator John McCain receiving the 2011 Citizen Patriot Award**



**Navy Reserve Helicopter Sea Combat Squadron EIGHT FOUR receiving the 2011 Unit Award**

The highlights of those meetings included:



**1) A presentation by the Honorable Dennis M. McCarthy, Assistant Secretary of Defense for Reserve Affairs (ASD RA).** Assistant Secretary McCarthy challenged the Board to shape the future of the reserve components (RC) rather than have outside influencers shape the force. He also reminded the board that the RC is entering a precarious transitional period with fewer RC members in direct combat, and all future decisions being driven by budget constraints. The RC must accurately represent areas of cost savings and ensure all costs are transitioned to the baseline budget. During the question and

answer period, the ASD RA then stated that RC members have an expectation of regular, meaningful utilizations, and that amending Title 10 to enable the President, or his designee, to use the RC in less than a declared National Emergency will be critical to predictable use of the RC in support of National Security activities. Finally, Assistant Secretary McCarthy mentioned that although employer support remains strong, commanders and individual RC members need to do a better job communicating with them.

**2) Presentations on key issues affecting RC members from each of the Military Department's Reserve Advisory Committees/Boards.**

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***Key topical areas of interest to the Air Force are:***

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- Sustaining Air Reserve Component (ARC) as Accessible Operational Force
  - Total Force Integration requires standardized prioritization and predictable Military Personnel funding -- prioritization & funding must be built into base budget submissions.
  - Further refine planning factors / principles to prioritize Air Force wide tasking requirements.

## ■ Holistic Mobilization Process Review

- Holistic review of (RC/AC) Mobilization process

## ■ TRICARE Eligibility Trigger – Source Document into DEERS

- Feedback indicates ARC Airmen do not receive orders in a timely fashion

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### *Key topical areas of interest to the Army are:*

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## ■ Funding the Operational Reserve

- Increase funding in FY 13-17 Baseline Budget to maintain operational capabilities and access to the Reserve Component to support requirements.

## ■ Assured Access to the Reserve Components

- Provide the Secretary of Defense the authority to involuntarily activate a limited number of Selected Reserve personnel to support non-emergency operational activities in support of validated force generation requirements in accordance with the applicable Fiscal Year (FY) National Defense Authorization Act (NDAA) (Amend 12304).

## ■ Reserve Component Medical Readiness

- Provide “No Cost” TRICARE Reserve Select for all E1-E4.
- Develop policy mandating comprehensive post demobilization case management of RC Soldiers.
- Support DoD reform of Physical Disability Evaluation System (PDES) that removes Medical Evaluation Board (MEB) requirement for Soldiers found not fit for duty (SECDEF memo from Feb 2011 directs coordination with VA)

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### *Key topical areas of interest to the Navy and Marines are:*

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## ■ Gap in Readiness Standards for Accession, Retention and Mobilization

- There is an inconsistency in determining a SELRES's medical readiness with the stages of accession, retention and mobilization each having different standards.
- Recruits are accessed on one set of standards and once they report to their Navy Operational Support Center (NOSC) they do not meet the retention standards.

#### ■ Post Traumatic Stress (PTS) / Mental Health Equities

- Strengthen recognition by member, family and unit members
- Develop and deliver PTS training
- Remove the stigma = member is comfortable about coming forward
- Evaluate the efficacy of identical RC/AC approaches
- Discuss with USMC Board for similar concerns
- Document current policies
- Define policy shortfalls
- Need input from Bureau of Medicine (BUMED)
- Should we survey RC members
- Determine if policy needs to be rewritten
- Commander Naval Reserve Forces Command(CNRFC)  
Policies are being clarified and rewritten

#### ■ TRICARE Disenrollment and Required Reenrollment Notification

- Falls under Chief Naval Reserve's Continuum of Service and Care.
- Continue pushing for greater education during demobilization.
- Policy change requires amendments to Title 10.

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### ***Key topical areas of interest to the Coast Guard are:***

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- Mobilization Mastery - ensure Reserve program is supported by a structure/system that allows timely, efficient, predictable mobilization/de-mobilization processes.

- Maintain “right sized” and right placed” Reserve Force – ensure the proper mix of competencies/capabilities to respond to both domestic and foreign large scale surge operations in a budget constrained environment.
  - Maintain momentum - ensure proper reserve program support structure with full-time support positions to achieve Reserve Force Readiness System implementation.

**3) A Department of Defense Reserve Forces Policy Board Panel Crosswalk led by Chairman Greenberg discussing major themes transcending the services.**

- **Predictability** clearly topped the list. The board agreed that not only do service members expect a reasonable amount of predictability in how and when they will be utilized, but just as importantly, so does their family and civilian employers. Combatant Commanders also expressed a desire to better plan the utilization of reserve component units in their Areas of Responsibility.
- **Civilian Career Continuity** is a second and arguably related challenge. Reserve component members of all ranks are finding it increasingly difficult to successfully manage their civilian careers. Continuum of Service to the Federal Government, as outlined in the CNGR recommendation, and civilian career continuity are critical issues the RFPB will have to address.
- Other challenges include: the **conflict between the needs of the services** verses **individual needs**; properly taking care of **geographically dispersed families**; and effective **continuity of medical care**.
- The board also agreed that reserve component officers should continue seeking **Joint Qualification credit**, especially if they are striving for senior level positions. Although it is a misnomer that RC General Officers must be Joint Qualified by 2015, not achieving this goal will erode the progress made toward realizing a true Total Force culture. Several Board members agreed that the entire process for attaining Joint Qualification, both practical and academic, must be reassessed and improved.

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*Joint training is important to all our services, it is a necessity to have the RC participating in the Joint world, all issues discussed here today tie into the concept of utilization versus integration*

HON TERRENCE M. O'CONNELL FORMER RFPB  
CHAIRMAN (1994-2001)

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- 4) A presentation was provided by Dr Mary M. Keller, Chief Executive Officer of Military Child Education Coalition (MCEC) regarding their efforts to support military families.

The vision and mission of the MCEC is to serve as a model of positive leadership and advocacy for ensuring quality educational opportunities for all military children affected by mobility, family separation, and transition.

#### ■ Who Are the Military Children?

- Over 2M children (Mom, Dad or Both, Active Duty, Guard or Reserve)
- 1,284,495 all children (ages 0-23) of Active Duty
- 745,533 all children (ages 0-23) of Guard & Reserves
- 75% of Active Duty children under age 12
- 1.3 Million school-aged (ages 5-18)

■ During the past several years, a great deal of attention has been given to fortifying the **Resiliency of Service members**, but not to helping the **Resiliency of Families**.

■ MCEC & Child-Centered Partnerships work with the Military Services, School Systems, and Communities to provide:

- Professional Development and Training
- School-based Student Programs



- Parent Programs
  - Support for Children with Unique Needs
  - Research
  - Resources, Experience, and Expertise
- 5) A briefing by Mr. Robert Smiley, Principle Director for Readiness, Training & Mobilization, OSD Reserve Affairs gave the RFPB an overview presentation on the results of the Comprehensive Review of the Future Role of the Reserve Component.

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*The findings of the review include the following:*

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- When determining whether Guard or Reserve units are **appropriate** to support a particular mission or task, Service force-generation processes **should consider**:
  - Predictability
  - Consistency
  - Continuity
  - Desirability of establishing long-term relationships
- **RC Forces are best suited for a wide variety of roles. The 2008 Integrated Security Posture Statement determined that the RC is best suited for Steady State Engagement, Large-Scale Stability Operations, Homeland Defense, Major Combat Operations, and Humanitarian Assistance.**
- **Additionally**, RC forces are well suited for the following missions:
  - Essential strategic depth for full spectrum of operations.
  - Units and teams deployed in support of the Combatant Commanders' (CCDR) Theater Security Cooperation and Building Partner Capacity.
  - Individual Augmentees deployed in response to CCDR or Defense Agency needs.

- Units, teams, and individuals to support Homeland Defense and Defense Support of Civil Authorities (DSCA).
  - Units, teams, and individuals to support DoD or Service institutional requirements.
  - Units and teams deployed in support of CCDR Theater Security Cooperation and Building Partner Capacity activities.
- A Common Costing Methodology is needed to compare capability/capacity fairly.
- Current Service methodologies are adapted to respective business models
    - Models focus on near-term personnel and operating costs
    - Limited capability for analyzing overhead and life-cycle costs
    - Update existing methodologies as operating parameters and emerging assumptions evolve
  - Develop methodologies to assist in comparison of costs of similar capabilities across Services
  - Develop methodologies to identify and allocate overhead costs for both full-time and part-time forces
- Providing a **ready Guard and Reserve** requires DoD to **modify** the way it recruits, equips, trains, employs, and cares for its RC personnel by:
- Developing terms-of-service that enable employment of RC personnel willing to serve longer or more frequently than current practice
  - Providing systems sufficiently in advance for proficiency achievement
  - Reviewing Total Force training structure to include joint regional state-of-the-art facilities, advanced simulations/equipment, and ranges to maintain readiness gains of the last decade, reduce redundancy, and gain cost effectiveness

- Sustaining Guard and Reserve readiness cycles that validate RC forces as fully capable and interoperable with Active counterparts
  - Developing alternative approaches for ensuring adequate medical and dental readiness of personnel, especially those who are next to deploy
  - Developing strategic communication plans that inform the RC of opportunities and help families, employers, and the public appreciate their service
- Required Legislative and Policy Changes are needed if reliance on RC as a source of operational forces is continued.
- Revise Title 10, U.S. Code, §12304 to enable responsive access to RC in support National security Strategy (NSS) requirements to include:
    - Security Cooperation
    - Building Partner Capacity
    - Training and exercises
  - Clarify that 30-day notification policy can be waived as required
  - Finish Continuum Of Service to facilitate personnel transition between:
    - Varying levels of participation to satisfy personal, professional, and family goals
    - Active and reserve statuses
    - Reserve categories
    - Reduce number of duty statuses (currently over 30)
  - Support USD(AT&L)-directed development of Service-level integrated pay and personnel systems to simplify incentives, pay and allowances

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## *Overall Conclusions:*

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- Prevailing in future strategic environment will require RC to serve in an operational capacity as a ready and available force.
  - RC utilization must be able to be programmed in base budgets.
  - A seamless and integrated broader All-Volunteer force is essential.
- Keeping faith with the RC, their families, and employers is critical.
  - RC personnel expect to be:
    - Judiciously used
    - Assigned appropriate missions
    - Provided the right training and equipment to do the job!
- RC adds considerable value to the nation's defense capabilities
  - Provide strategic depth and enable force expansion for unforeseen missions
  - Provide substantial operational capability that enhance the Total Force by:
    - Reducing stress
    - Abrogating the need for conscription during periods of high demand
    - Retaining the national investment in trained personnel
- Provide capabilities at lower cost than would be the case were the nation to rely solely on full-time forces

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***The first objective must be to have an appropriate budget that provides adequate training and equipment along with ensured and sufficient access to Reserve components.***

RFPB CHAIRMAN WILLIAM S. GREENBERG MARCH 2011

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**6) A Congressional Perspective of the RFPB and Reserve Components was offered by Mr. Gary J. Leeling, Majority Professional Staff Member (PSM) on the Senate Armed Services Subcommittee on Personnel, and his Minority counterpart Mr. Richard F. Walsh.**

Mr Leeling recognized the tremendous service provided by the RC over the past years, proving themselves operationally as a critical component of the Total Force. Although Congress' appreciation of the contributions offered by the RC is growing, there remains quite a bit of confusion regarding what, exactly, is meant by the term "Operational Reserve". He asked the Board for their assistance in developing an acceptable definition, as well as, identifying what legislative changes are required to make it happen.

Mr. Leeling then suggested that the Board focus its attention on the implementation status of recommendations made by the Commission on the National Guard and Reserve (CNGR).

Mr. Walsh suggested that the RFPB should use their positions to facilitate exposure of fresh innovative ideas and advise the Secretary on how best to utilize the RC. He encouraged the Board to reach out to outside groups representing civilian employers and families to determine how to best support them. Additionally, the Board should seek business experts with experience maximizing resources. He reaffirmed the importance of defining the *Operational Reserve* and working with Congress on the relevant legislative changes that must be made to codify the new paradigm. Congress is especially interested in supporting legislation to facilitate the effective use of the RC in support of Defense Support of Civilian Authorities (DSCA).

The services have not been especially forthcoming in several areas of interest to Congress that include:

- Medical Readiness
- Continuum of Service
- Resourcing (Manpower and Budget) Requirements
- RC Suicide Rates

Both PSMs want to work on solutions to problems with the services before Congress seeks proactive legislative solutions. They mentioned how the committee is eagerly awaiting the Quadrennial Defense Review (QDR) to see how the RC is incorporated into the document.

The PSMs completed their discussion by asking the Board to consider several topics of Congressional interest. They include:

- Employer Support for the Guard and Reserve (ESGR)
  - What is the true level of support after 10 years of war?
  - Will support remain strong in the future?
  - Is there an increase in Uniformed Services Employment and Reemployment Rights Act (USERRA) complaints?
- Post Deployment impact on service members and families
- Individual Ready Reserve (IRR) issues
  - Who commands the IRR
  - Resiliency and Suicides in the IRR
- Post drawdown force structure changes to the AC/RC

The PSMs also suggested the RFPB convey what is really happening in the field, offer viable solutions, and act as an oversight organization. The oversight should include reporting on how effectively the services are achieving their stated Total Force goals.

## **7) Joining Forces - a White House Initiative to Support Military Families and Veterans**

Joining Forces is a comprehensive national initiative to mobilize all sectors of society to give our service members and their families the

opportunities and support they have earned. **Lt Col Jason Dempsey**, the First Lady's White House Fellow, explained that the **First Lady** and **Dr. Biden** have met with military families, and made it their priority to support them.

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*The goals of the initiative are to:*

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- Bring attention to the unique needs and strength of America's military families.
- Inspire, educate, and spark action from all sectors of our society:
  - Citizens
  - Communities
  - Businesses
  - Non-profits
  - Faith based institutions
  - Philanthropic organizations
  - Governmentto ensure veterans and military families have the opportunities, resources, and support they have earned.
- Showcase the skills, experience, and dedication of America's veterans and military spouses to strengthen our nation's communities.
- Create greater connections between the American public and the military.

**The First Lady** wants to ensure these are enduring initiatives so they become sustainable programs that meet the needs of military spouses and families well into the future.

## **8) Funding the Reserve Component as an integrated Operational Force**

**Mr. Trey Carson**, Principal Director, Resources, Office of the Assistant of Secretary of Defense for Reserve Affairs, Resources gave a presentation to the RFPB on funding considerations of the Operational

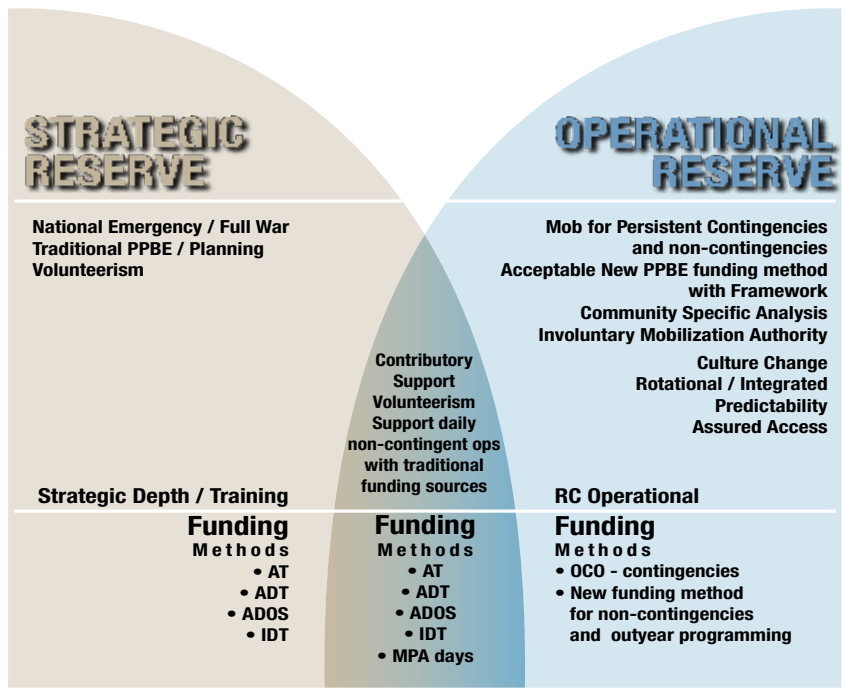


Reserve that influenced the 2010 QDR, and he challenged the Board to look at how the Guard and Reserve are to be used in the future.

Commission on National Guard and Reserve (CNGR)  
Recommendation # 29 stated: “The services should budget for, and congress annually should authorize, the amount of funding necessary to support the operational portion of the reserve components, ensuring that their budget requests are sufficient to meet their readiness requirements for overseas and homeland missions, including individual medical readiness and full-time support.”

*The Secretary of Defense amended the Directed Action:*

Develop a plan for funding readiness requirements not already included in their respective budgets that are necessary to prepare and employ the Reserve components in an operational role based on the Service/ SOCOM utilization that is consistent with the utilization policies established in his January 19, 2007, memorandum, Utilization of the Total Force.



Much thought went into the development of the funding considerations:

- ***Proven Culture Change*** – RC fully integrated after 10 years of persistent conflict.
- ***Funding Methods*** – Drive costs to the baseline for long term programming of non-contingency deployments of RC (discontinue dependence on Overseas Contingency Operations).
- ***Innovative Force Generation methods*** – Use methods such as the Army Force Generation (ARFORGEN) provide for predictable and progressive training and readiness deployment buildup.
- ***Innovative Equipping and Better Equipment*** - Innovative equipping methods driven by persistent conflict have allowed the RC to train and use latest equipment.
  - ***Further define Reserve as an Operational Force***– what size, what communities & missions.



## 9) **The Friars Foundation Wounded Warriors Program. *The Gift of Laughter***

**Ms. Patricia Greenwald**, the Founder and Chairman of the Friars Foundation's Wounded Warrior's Program gave a presentation to the RFPB on support for wounded warriors, families, and caregivers.

Mission: To enhance and increase the wellbeing and positive attitude of service men and women injured in Iraq and Afghanistan who are currently in hospitals as well as outpatient Wounded Warriors.

## **10) Integrated Disability Evaluation System (IDES)**

**Mr. Tom Voegtle**, Deputy Director, DES Operations, from OSD (P&R) gave the RFPB a presentation on Wounded Warrior Care and Transition Policy (WWCTP).

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### **The Wounded, Ill, Injured Senior Oversight Committee (SOC) was established in 2007 and is chaired by Deputy Secretaries of both DoD and VA**

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- SOC vision: complete all DoD and VA disability processing actions prior to the Service member's separation/retirement
- Integrate formerly distinct and separate DoD and VA systems into one process
- DoD retains authority over determining fitness of service members (DoD core competency)
- VA retains authority over rating disabilities (VA core competency)
- VA benefits flow as soon as legally allowed (post separation/retirement)
- Overarching Integrated Process Team (OIPT)
  - Subordinate to the SOC – briefs to SOC are shown here first
  - Monitors progress toward implementing combined DoD-VA process

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### ***Wounded Warrior Care and Transition Policy (WWCTP)***

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- Headed by Deputy Assistant Secretary of Defense, Mr. John Campbell
- Develops policy for and oversees Military Department execution of several programs, one of which is the DoD-VA Integrated Disability Evaluation System (IDES)

- Directive Type Memoranda, Training Guides
  - DES-BEC Working Group (DBWG)
  - DES Improvement Working Group (DIWG)
- Works closely with VA on the Integrated DES and Veterans Tracking Application (VTA)
- Recommends improvements
  - Uses VTA as data source for reporting to Congress and DoD/VA leadership
  - Works with VA and Military Department disability staffs to ensure data quality

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### ***What is the DoD Disability Evaluation System (DES)?***

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- The DoD DES is the mechanism for determining return to duty, separation, or retirement of Service members because of disability (chapter 61 of 10 USC).
- Established by the 1949 Career Compensation Act, Military Secretaries execute their disability systems through Medical Evaluation Boards (MEBs) and Physical Evaluation Boards (PEBs).
  - Military Departments examine, determine fitness, assign a disability rating, and provide disability compensation and benefits.
  - About 300K Service members leave active duty each year, including about 20K (7%) through the disability system.
  - Under 38 USC, Department of Veterans Affairs administers a separate VA disability system to evaluate Veterans disability claims.
- VA examines, assigns a disability rating and administers disability compensation and benefits for Veteran claimants.

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## Why Integrated Disability Evaluation System?

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- Washington Post articles on conditions at Walter Reed Army Medical Center (WRAMC) in February 2007 prompted commissions / reports recommending improving military disability systems.
- Wounded, Ill, Injured SOC directed launch of a pilot in Nov 2007:
  - Simplify the process for the Service member
  - Reduce processing time
  - Increase transparency (more information so Service members can make better decisions)
  - Improve transition from DoD to VA care and benefits
- SOC vision for pilot was to complete all actions (DoD and VA) prior to the Service member's separation/retirement
  - Integrated two formerly distinct systems
  - DoD retains authority over determining fitness of service members (DoD core competency)
  - VA retains authority over rating disabilities (VA core competency)
  - VA benefits flow as soon as legally allowed post separation / retirement

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## Integrated Disability Evaluation System (IDES)

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- IDES Status:
  - Fifty-five sites currently operate the IDES process.
  - 18,266 Service members enrolled in IDES since November 2007
  - 12,659 Service members remained actively enrolled in the IDES in January 2011

## ■ IDES Advantages:

- More Efficient: Single exam used by both DoD and VA
- Fairer: Single source rating
  - DoD retains core competency: Fit/Unfit determination
  - VA retains core competency: Provide rating percentages
- Faster: Delivery of both DoD and VA benefits ASAP after Service member leaves the military (receives their DD Form 214 or separation letter). In January 2011:
  - Active component members averaged 368 days in the IDES...32% faster than legacy DES
  - Reserve component members averaged 364 days in the IDES
- Better: Higher satisfaction with the IDES compared to the legacy DES; reduced gap between separation/retirement to receipt of VA benefits
- More Transparent: Better information flow to Service members and their family

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## Challenges

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### ■ Unnecessary referrals: Institute a more **aggressive pre-screen before referral**

- Working group developing process and policy
- Consistent with Air Force Deployment Availability Working Group, Army Reserve Component Soldier Medical Support Center DES process to address the estimated 26,000 P3/P4 profiles in the Army RC, and Department of Navy abbreviated narrative summary proof of concept

### ■ Too long: Reduce cycle time by leaning the process

- Working Group developing parallel processing methods
- Develop contingency plans where not meeting goals

- 2-member boards
- Fly away tiger teams (eliminate Service members bottlenecks)
- Staffing: Military Departments address and resource shortages
- Service members don't understand disability system: Communicate more effectively
  - Keep Service member better informed at key junctures in the process
  - Command emphasis on attending appointments

## **Changes in the RFPB**

In order to comply with the amended provisions of Title 10 U.S.C. 10301, as stated in Section 514 of the 2011 National Defense Appropriation Act (2011 NDAA), the Reserve Forces Policy Board (RFPB) instituted a number of changes to their membership and operating framework. These changes implement most of the recommendations that the Commission on the National Guard and Reserves (CNGR) made in regard to the RFPB. Of particular relevance is the removal of the requirement for the RFPB to act through the Assistant Secretary of Defense for Reserve Affairs.

Other significant legislative changes to the RFPB are:

- An RFPB governance charter replaces the DoD Directive
- The removal of fourteen military and government civilian members
- Inclusion of ten non-prescribed persons, for appointment or designation by the Secretary of Defense.

These ten new members of the transformed RFPB will seek to foster an autonomous, outside perspective on the status of the Reserve Components. Nominees to the RFPB will represent a broad range of Reserve Component experience as well as broader involvement in National Security matters. Their backgrounds and achievements are expected to provide a fresh, relevant perspective to the deliberative process of advising the Secretary of Defense.



The changes also fulfill the Federal Advisory Committee Act (FACA) requirement (Title 5, United States Code, Appendix – Federal Advisory Committee Act, Section 5) that committee memberships be fairly balanced in terms of points of view represented and the functions to be performed.

The members selected to comprise the newly transformed RFPB, represent informed and likely strongly opposing viewpoints. Deliberations of the RFPB will provide a foundation for developing fair and comprehensive recommendations to the Secretary of Defense.

Members of the legacy RFPB transitioning to the new Board structure are Chairman William S. Greenberg; the Military Executive, Maj Gen James Stewart of the Air Force Reserve, who has an expanded role as the Military Advisor to the chairman and staff supervisor in addition to his duties as military executive officer; MG R. Martin Umbarger of the USARNG; MG Jeffrey W. Talley of the USAR; Maj Gen Edwards of the USANG; Maj Gen Anita R. Gallentine of the AFRC; RADM Julius S. Caesar of the USNR; BGen James M. Lariviere of the USMCR; and RADM Steven E. Day of the USCGR. The CNGR's recommendation that a Senior Enlisted Adviser position (non-voting member) be included on the Board was approved, and a candidate is currently awaiting designation by the Secretary of Defense.

Extensive measures are being taken to ensure that the restructured RFPB will comply fully with FACA and Sunshine in Government Act of 1976 (5 U.S.C. SEC. 552(b), as amended). The RFPB support staff is expected to move to a new location off of the Pentagon Reservation in the 1st Quarter of FY 12. This move will better emphasize the independence of the RFPB, as well as provide a dedicated meeting room and staff offices that are readily accessible to the public. A small office presence in the Pentagon will be maintained in order to facilitate relationships and coordination within the building, especially with the Secretary of Defense.

## Summary of Changes:

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Pre 2011 NDAA Language	Post 2011 NDAA Language (Section 514 HR 6523)	Comments
Structure and Functions of the Reserve Forces Policy Board	Revision of Structure And Functions of the Reserve Forces Policy Board	Effective July 1, 2011
Board, acting through the ASD RA, is the principle policy advisor to SECDEF on matter relating to the RCs.	Independent adviser to the SECDEF; providing advice and recommendations to the SECDEF on strategies, policies, and practices to improve/enhance capabilities, efficiency, effectiveness of the RCs.	Independent adviser to the Secretary of Defense  (Not through ASD RA)
24 Board members (23 voting)	20 Board members (18 voting)	Reduced from 24 to 20 members; 23 to 18 voting
Civilian chairman: Appointed by SECDEF	Civilian chairman: Appointed by SECDEF	Added language on qualifications

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Service M&RA's: By Statute: (1)ASA, (1)ASN, (1)ASAF		(-3) Removed Service M&RAs
AD Officers: Designated by Service Sec: (1) USA, (1) USN, (1) USMC and (1) USAF		(-4) Removed AD Officers
RC Officers: Recommended by Service Sec, Designated by SECDEF: (2) USARNG, (2) USAR, (2) USNR, (2) USMCR, (2) USANG, (2) USAFR	RC Officer/Enlisted (Active or Retired): Recommended by Service Sec, Designated by SECDEF: (1) USARNG, (1) USAR, (1) USANG, (1) USAFR RC Officer (Active or Retired): (1) USNR, (1) USMCR	(-6) Removed one each Guard/Reserve Expanded criteria: Officer or Enlisted Expanded criteria: Active or Retired
	RC Officer (Active or Retired): (1) USNR, (1) USMCR	Expanded criteria: Officer Active or Retired for Navy and Marine Corps
Joint Staff Officer: Designated by CJCS: Any AD Component serving on Joint Staff		(-1) Removed Joint Staff Officer

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Coast Guard Officers(optional): Designated by SECDHS: (2) USCG/USCGR	Coast Guard Officer/Enlisted(Active or Retired): Designated by SECDHS: USCG or USCGR	(-1) Removed one Officer Coast Guard membership not optional
Executive Officer – GO/FO, any RC: Designated by chairman Approved by SECDEF (Non-voting)	Military executive officer – GO/FO, any RC: Recommended by chairman Designated by SECDEF (Non-voting)	Expanded role: military advisor/ military executive officer/supervisor of the operations and staff of the Board Recommended by chairman/Designated by SECDEF
N/A	Senior Enlisted Advisor, any RC: Recommended by chairman/Designated by SECDEF (Non-voting)	(+1) Added Senior Enlisted Advisor, any RC

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	<p>Ten Persons appointed or designated by SECDEF: US citizen having significant knowledge of and experience in policy matters relevant to national security and Reserve Component matters and one of two criteria applies:</p>	<p>(+10) Added Ten Persons: (A) Employed or not employed in any Federal or State department or agency or-</p> <p>(B) Officer of: regular component on active duty, or reserve component in active status, who:</p> <p>(1) Is or has served in a senior position on the JS, HQ staff of a COCOM, or HQ staff of an armed force and-</p> <p>(2) Experience in JPME, joint qualification, and joint operations matters.</p>
	<p>Staff, Full time RC O-6/O-6 Sel, one from each RC</p>	<p>(-1) Removed Coast Guard Staff Member Background</p>
<p>Provisions not included</p>	<p>House</p>	<p>Senate</p>

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Exempt from FACA	Silent	Silent
Employee status and compensation (Travel and transportation, work-related injuries, tort liability, conflict of interest ,etc)	Silent	Employee status and compensation (Travel and transportation, work-related injuries, tort liability, conflict of interest, etc)
Board Membership Transition Provision	Board Membership Transition Provision	Silent
	No Date	Effective July 1, 2011

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#### **IV. Reserve Forces Policy Board Members 2010**

The members of the Reserve Forces Policy Board, who served during Fiscal Year 2010, include a broad and deep level of experience. The Board Chairman was supported by the regular and active participation of several former Board Chairmen, the Assistant Secretaries for Manpower and Reserve Affairs from each of the services, the member of the Board representing the Chairman of the Joint Chiefs, and particularly the regular, enthusiastic, and most helpful participation and guidance of the Assistant Secretary of Defense for Reserve Affairs, and members of his senior staff.

The Secretary, Members of Congress, and the President are respectfully invited to consult the full military and civilian biographies found at official websites which pertain to members of the Board. Every member has a long and distinguished career, both military and civilian. Excellent advanced education, both military and civilian, makes their achievements and experience highly valuable. They are all representatives of the cross-section of American military life intended by the Congress when it created the Board.

## Chairman William S. Greenberg

**William S. Greenberg** took the oath as Chairman on 31 August 2009, received his letter of appointment from the Secretary of Defense on 6 November 2009 and was reappointed by the Secretary of Defense effective 31 August 2010.



Mr. Greenberg is a Partner of McCarter & English, LLP. He is a member of the Bar of New Jersey, New York and The District of Columbia, The Supreme Court of the United States and several District and Circuit Courts of the United States.

He has been a Certified Civil Trial Attorney by the Supreme Court of New Jersey since 1983. He was President of the Association of Trial Lawyers of America, New Jersey, (The New Jersey Association for Justice) and has served as Trustee of the New Jersey State Bar Association and Foundation.

He is Chairman of the Judicial and Prosecutorial Appointments Committee of the New Jersey State Bar. He was named *Lawyer of the Year* in 2009 by the *New Jersey Law Journal* for his legal work on behalf of Wounded Warriors.



In June 2009 he received the highest honor granted by the New Jersey State Bar Foundation, its medal of honor for his work in establishing the military legal assistance program, and especially in his public service (*pro bono*) representation of soldiers at Walter Reed. Retired Brigadier General Greenberg also served as special litigation counsel to The Adjutants General Association of the United States and was special litigation counsel (*pro bono*) to the National Guard Association of The United States. He received the Distinguished Service Medal from the National Guard Association of the United States. General Greenberg was also awarded the Presidential Achievement Award by the New Jersey State Bar Association for his public service in establishing the program of Military Legal Assistance (*pro bono*) for New Jersey reserve component personnel in Iraq and Afghanistan. His military awards include the Legion of Merit, the Meritorious Service Medal (second award), and the Army Commendation Medal.

Mr. Greenberg was a Commissioner of the New Jersey State Commission of Investigation. He also served as Assistant Counsel to the Governor of New Jersey and as a Commissioner of the New Jersey State Scholarship Commission. Professor Greenberg serves as the first Adjunct Professor of Military Law at The Seton Hall University School of Law.

He was chosen the New Jersey Lawyer Of The Year for 2009 by The New Jersey Law Journal. He has received The Distinguished Alumnus Award from Johns Hopkins in 2010, and The Rutgers Public Service Award for 2010 for his work in developing and leading the efforts to represent wounded and injured soldiers at Walter Reed as a matter of pro bono public service. He received the Major General Howard A. Louderback, Lifetime Service Award from the New Jersey Committee of the ESGR in 2010.



## Reserve Forces Policy Board Members 2011

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### **Honorable Thomas R. Lamont**

*Assistant Secretary of the Army for Manpower & Reserve Affairs*

Board Member Dates: May 2009 – June 2011



### **Honorable Juan M. Garcia, III**

*Assistant Secretary of the Navy for Manpower & Reserve Affairs*

Board Member Dates: September 2009 – June 2011



### **Honorable Daniel B. Ginsberg**

*Assistant Secretary of the Air Force for Manpower & Reserve Affairs*

Board Member Dates: July 2009 – June 2011



### **LTG Daniel P. Bolger**

*Regular Army Officer*

*Army Deputy Chief of Staff, G-3/5/7*

Board Member Dates: May 2010 – June 2011



### **MajGen Angela Salinas**

*Regular Marine Corps Officer*

*Director, Headquarters, Marine Corps, Manpower Management Division*

Board Member Dates: October 2009 – June 2011



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**Brig Gen Sharon K.G. Dunbar**

*Regular Air Force Officer*

*Director, Force Management Policy, HQ USAF  
Manpower, Personnel and Services*

Board Member Dates: February 2010 – June 2011



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**MG R. Martin Umbarger**

*Army National Guard Officer*

*The Adjutant General, Indiana*

Board Member Dates: December 2009 – Present



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**MG Jeffrey W. Talley**

*Army Reserve Officer*

*Commanding General, 84th Training Command, Fort  
Knox, KY*

Board Member Dates: March 2009 – Present



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**RADM Jeffrey A. Lemmons**

*Navy Reserve Officer*

*Director, International Engagement for N52, Navy*

Board Member Dates: January 2008 – January 2011



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**RADM Julius S. Caesar**

*Navy Reserve Officer*

*Vice Director, J9 JCDE, Joint Forces Command*

Board Member Dates: February 2009 – Present



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**BGen James M. Lariviere**

*Marine Corps Reserve Officer*

*Commanding General, 4th Marine Division*

Board Member Dates: February 2009 – Present



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**Maj Gen H. Michael Edwards**

*Air National Guard Officer*

*The Adjutant General, Colorado*

Board Member Dates: May 2011 – Present



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**Maj Gen Thomas R. "TC" Coon**

*Air Force Reserve Officer*

*Deputy Chief, Central Security Service; Mobilization Assistant to the Cdr, US Cyber Command; Dir, National Security Agency; and Chief, Central Security Service, Ft Meade, MD*

Board Member Dates: February 2008 – February 2011



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**Maj Gen Anita R. Gallentine**

*Air Force Reserve Officer*

*Mobilization Assistant to the Deputy Chief of Staff, HQ USAF Logistics, Installations and Mission Support*

Board Member Dates: November 2009 – Present



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**Maj Gen James N. Stewart**

*Military Advisor to Chairman & Executive Officer to the Board*

Board Member Dates: February 2011 – Present



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**VADM William E. Gortney**

*Chairman of the Joint Chiefs of Staff Designee  
Director, Joint Staff*

Board Member Dates: August 2010 – June 2011



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**RDML Sandra L. Stosz**

*Regular Coast Guard Officer  
Director, Reserve and Leadership, USCG*

Board Member Dates: June 2010 – June 2011



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**RADM Steven E. Day**

*Reserve Coast Guard Officer  
Deputy Commander for Mobilization and Reserve  
Affairs Atlantic Area, USCG*

Board Member Dates: March 2009 – Present

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***Our real problem, then, is not our strength today; it is  
rather the vital necessity of action today to ensure our  
strength tomorrow.***

DWIGHT D. EISENHOWER

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# *In Tribute*

## COLONEL PATRICK L. CLOUTIER

April 15, 1964 – May 22, 2011



On May 22, 2011, Colonel Patrick L. Cloutier, a beloved husband, father and brother died unexpectedly at the age of 47. He was serving as the Chief of Staff and Senior Air Force Reserve Policy Advisor to the Office of the Secretary of Defense's Reserve Force Policy Board at the Pentagon. His leadership and devotion to country are an inspiration to all who were honored to serve with him.

He was born in Hartford, CT to William and Grace Cloutier, the youngest of five children. Patrick was raised in Vernon, CT and is a graduate of East Catholic High School, the University of Connecticut, and was awarded a Masters in Business Administration/Aviation from Embry-Riddle Aeronautical University. He served over 24 years in the Air Force starting in 1986 as a graduate of the ROTC program at the University of Connecticut and went on to a variety of leadership positions including aircraft commander, operations officer, flight safety officer, chief of safety, squadron commander and vice commander at Westover ARB between 1994 and 2010.

Colonel Cloutier was a command instructor pilot with over 4,000 hours and flew both the KC-135 and C-5A/B in various overseas combat operations from 1991 to 2010. He was highly decorated for his 24 years of outstanding military service and made a tremendous difference in the aviation world. Patrick was hired as a flight officer at American Airlines in February 1993. He was based out of Miami FL flying international routes, but was on temporary leave during his current recall to active duty.

Patrick lived his life to the fullest, and treasured the time spent with his family and close friends. He will remain in our hearts forever.

## **V. Schedule for Fiscal Years 2011 and 2012**

The Board plans a schedule of three to five meetings in each of the fiscal years 2011 and 2012. Recognizing Board member responsibilities to other important activities, the Board intends to schedule a combination of full regular Board meetings together with briefing/inspection visits made by small working group members of the Board, the Chairman, or, when appropriate, the full Board. This schedule will include command briefing/inspection visits to Joint Base operations in the United States, and overseas. Briefings/meetings at each of the Combatant Commands which regularly deploy reserve component forces, and the new Walter Reed National Military Medical Center, the service academies, and the major service schools for field/general officers, will be scheduled. Every effort will be made to schedule these visits as well as regular Pentagon meetings based on the fundamental assumption that the most efficient and effective means of delivery of policy advice to the Secretary of Defense is through the Reserve Forces Policy Board.

In addition to these visits/briefings, the Board anticipates continuing its practice of inviting experts in their fields to Board meetings at the Pentagon. Additionally, we anticipate scheduling individual briefings/discussions with senior military/civilian leadership from the Departments of Defense, Veterans Affairs, and Homeland Security at the appropriate facilities within the Pentagon, on a regular basis.

The theme for Fiscal Years 2011 and 2012: The Reserve Forces Policy Board an independent advisor with timely, accurate, and practical advice, will require concentrated effort by a full staff including a full-time military executive, and the active participation of a vacancy-free board with all statutory members participating. The visibility of a Board with this level of congressional responsibility at military installations at home and overseas cannot be over estimated. The strategic objective is to make the Secretary of Defense comfortable with the advice and support received from the Board, and the President and the Congress again reliant on this independent voice of the reserve component units and personnel.

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***Be sure you put your feet in the right place, then stand firm.***

ABRAHAM LINCOLN



## VI. Conclusion

We are pleased that the Reserve Forces Policy Board, with many changes in the Board Staff due to retirements and deployment and regular changes in the membership of the Board itself, was able to consider so many issues related to the overall theme for Fiscal Year 2011. The Board recognizes the diligence and hard work of departing staff members Brigadier General Dittig, Colonel Davis, Colonel Coughlin, and Colonel Betterton. We should also like to make special mention of the efforts and diligence of Lieutenant Colonel Small, who retired this year, Commander Brethen and Chief Warrant Officer Rubesha.

We are especially grateful to Dennis McCarthy, the Assistant Secretary of Defense for Reserve Affairs, David McGinnis, Principal Assistant to Secretary McCarthy, and Richard O. Wightman, Jr., Deputy Assistant Secretary of Defense, and their senior staff for the constant support and tangible results achieved by the Board. Without their efforts, we could not have made the selection of a full-time two-star military executive, and movement of the Board offices to the Pentagon.

Finally, without the courtesy shown to the Chairman by his predecessors G. Kim Wincup, William Navas, Albert Zapanta, and Terrence O'Connell, together with their vast knowledge of the history and mission of the Board, and contribution of their time and efforts, the responsibilities of this position would have been far more difficult to discharge.

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***When a thing is done, it's done. Don't look back. Look forward to your next objective.***

GEORGE C. MARSHALL

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## VII. References

The organic statutes which create the Secretary of Defense and the Reserve Forces Policy Board, when taken together, are particularly compelling regarding the intent of Congress as to the importance of the Reserve Forces Policy Board. We invite all those interested in the history and functioning of the Board to examine the legislative history behind the statutes.

The volumes of biography and history referred to below each contain specific references with regard to the facts and opinions of the active participants in the establishment of the Office of the Secretary of Defense, the Reserve Forces Policy Board, and its predecessor. These are merely examples of the vast archive of materials which pertain to the individuals, institutions, and ideas which supported creation of an independent policy advisor to the Secretary of Defense.

- 10 U.S.C. 113(c)(2) (Secretary of Defense, Reserve Forces Policy Board Report)
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- Margaret Truman, *Harry S. Truman* (New York: William Morrow, 1973)
- Robert H. Ferrell, Ed., *The Eisenhower Diaries* (New York: W.W. Norton, 1981)
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- Robert L. Branyan and Lawrence H. Larson, *The Eisenhower Administration 1953-1961, A Documentary History, Volume II* (New York: Random House, 1971)



## **Reserve Forces Policy Board Directory**

Chairman/Military Executive • Room 2E592

### **Staff Members of the Reserve Forces Policy Board**

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Military Executive .....Maj Gen James N. Stewart  
Chief of Staff..... LtCol Kenneth Olivo  
Senior Enlisted Advisor .....SGM Gary L. Martz  
Army National Guard Policy Advisor..... COL John Daniels  
Army Reserve Policy Advisor ..... COL Roger Lintz  
Navy Reserve Policy Advisor..... CDR Steven P. Knight  
Marine Corps Reserve Policy Advisor ..... LtCol Kenneth Olivo  
Air Force Reserve Senior Policy Advisor.....Pending  
Air National Guard Senior Policy Advisor.....Pending  
Coast Guard Reserve  
Senior Policy Advisor..... CWO4 George M. Rubesha  
Special Advisor..... LTC John Paul Cook  
Administration NCO.....SMSgt Joyce Voyles  
Administrative Assistant.....Mrs. Maria Santa-Torres

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***The first requisite of a good citizen in this Republic  
of ours is that he shall be willing and able to  
pull his weight.***

THEODORE ROOSEVELT, NOVEMBER, 1902

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THE UNITED STATES OF AMERICA  
OFFICE OF THE SECRETARY OF DEFENSE  
**RESERVE FORCES POLICY BOARD**  
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