



OFFICE OF THE SECRETARY OF DEFENSE
RESERVE FORCES POLICY BOARD

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CHAIRMAN

INFO MEMO

APR 11 2016

FOR: SECRETARY OF DEFENSE

DepSec Action _____

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

SUBJECT: Report of the Reserve Forces Policy Board on a Proposed Definition of the term "Operational Reserve" in relation to Reserve Components

- The Reserve Forces Policy Board (RFPB) is a federal advisory committee established in law to provide you with independent advice and recommendations on strategies, policies and practices designed to improve and enhance the capabilities, efficiency, and effectiveness of the Reserve Components.
- The RFPB met on March 9, 2016 and voted to recommend for your consideration an official definition for the term "Operational Reserve."
- Utilization of and reliance upon the Reserve Components to meet operational requirements has increased dramatically since the first Gulf War, transforming the Reserve Components from a strategic to an operational force with capabilities and capacity required to meet global requirements. Today, over 25,000 Reservists and Guardsmen are activated to help meet the needs of the Department. Despite fifteen years of mobilization and support to global operations, as part of the Total Force, some Reserve Component policies and statutes remain tied to an outdated strategic reserve employment model and hinder access.
- While the term "Operational Reserve" is well known and routinely utilized by senior defense officials to describe the Reserve Components, the lack of a formal DoD definition limits recognition of the critical role the Reserve Components play in the Nation's defense. Officially defining the term "Operational Reserve" will help ensure that the Reserve Component remains a ready, relevant, and responsive element of the Total Force.
 - This lack of clarity can lead to confusion and uncertainty when the term is used.
 - The RFPB recognized the need for an official definition and submitted a recommended definition to the Secretary of Defense on 14 Jan 2013, but no further action was taken.
- The RFPB's Subcommittee on the Operational Reserve took an in-depth look at how the Services utilize their Reserve Components and met on numerous occasions with representatives from each Service's Reserve Operations Staff to define what constitutes an Operational Reserve. During these discussions the need for an official definition of the term "Operational Reserve" was validated and the Subcommittee and representatives developed the definition contained below.

- Recommendation: The RFPB recommends you approve the proposed definition for the term “Operational Reserve” for inclusion in all relevant directives, instructions, and publications throughout the Department.
 - Proposed Definition: An Operational Reserve provides ready capabilities and capacity that are accessible, routinely utilized, and fully integrated for military missions that are planned, programmed, and budgeted in coordination with the Active Component.
- Approving this definition recognizes the previous contributions of the Reserve Component and the necessity for continued access to meet the needs of the Services, the Department, and the Nation.
- As required by the Federal Advisory Committee Act, the recommendations were deliberated and approved in an open, public session. The briefing presented to and approved by the Board [TAB A] will be posted to the RFPB web site. Background information about the RFPB is at TAB B.

COORDINATION: NONE

Attachment(s): As stated

Prepared by: Col Bart Pester, 703-681-0600

TAB A



***Subcommittee on Ensuring a Ready, Capable,
Available and Sustainable Operational Reserve***

Vice Admiral John Cotton, USN (Ret)

Subcommittee Chair



Operational Reserve Assumptions



To examine the policies regarding the availability and access of RC forces within DoD and to evaluate the appropriate use of:

- Continued utilization of the RC
- AC / RC force size mix
- 1:5 Mob to Dwell ratio
- Other assumptions governing RC use



Operational Reserve Assumptions – Background



SECDEF “Utilization of the Total Force” Memo, dtd 19 January 2007:

Established policy to guide force use including provisions that set a planning objective for RC involuntary mobilization at one year mobilized to five years demobilized; limited Individual RC involuntary mobilization to a maximum of one year; and required managing the mobilization of RC ground forces on a unit basis.

CNGB Memos to CSA/CSSAF, dtd 11 May 2013: CNGB offered that “two-year notice, nine-months boots on the ground, 30-day individual notice, not more than 50 percent of a state’s force structure deployed at once and other policies were helpful over the last decade, but they should not govern force planning assumptions for future contingencies.”

RFPB Meeting, September 2014 – RC Chiefs Panel: BG Fountain, on behalf of the Director, Army National Guard, questioned the continued use of assumptions like those found in the December 2007 “Utilization of the Total Force” policy memo and the use of those assumptions, by the Services, in determining or influencing AC/RC force mix.



Operational Reserve Assumptions – Background



RFPB Meeting, December 2014 – Operational Reserve Subcommittee: VADM Cotton proposed that the Board examine what assumptions the Services use in making force size and AC/RC mix decisions. Members expressed doubt that the Department's 1:5 Mobilization to Dwell rotational use ratio is appropriate in planning for the future use of the RC. The Chairman concurred and tasked the subcommittee with developing the framework for such an examination.

RFPB Memorandum dated 14 July 2015 – Subject: Terms of Reference- Study on the Preparation, Use, and Performance of the Reserve Component (RC) in Iraq and Afghanistan. The Operational Reserve Component Subcommittee (ORSC) was tasked by the RFPB Chairman to examine preparation, use and performance of the Reserve Components during the campaigns in Iraq and Afghanistan in order to draw lessons learned and facilitate the preparation of advice and recommendations to the Secretary of Defense on RC strategies, policies, and practices.



Operational Reserve Key Leader Engagements



Actions since 8 December 2015 meeting:

- **17 February:** ORSC teleconference discussing final changes to working definitions for Operational and Strategic Reserve
- **19 February:** Staff Engagement with IDA for update on RC performance during OIF



Operational Reserve Findings

Key takeaways:

1. OCO very important for RC utilization and **reductions will result in less operational support**
2. 12304b needs **more budget flexibility**, especially in the year of execution
3. There remains **too many RC duty statuses**
4. Different duty statuses trigger **different benefits** to the detriment of some RC service members
5. The terms Operational Reserve and Strategic Reserve are frequently used, but **neither have standard DoD definitions**
6. As a Strategic Reserve the IRR adds depth and expansibility
7. Service Mob to Dwell Ratios varied from **1:5 to 1:4**, and new DoDI 1235.12 removes terminology



Operational Reserve Observations

No doctrinal definition for “Operational Reserve”

- RC limited by Cold War statutes and policies for strategic employment
- RC has transformed from strategic to operational, but access continues to be challenging
- RC capabilities and capacity are required to meet global contingency operations, especially with current fiscal trends



Operational Reserve Previously Proposed Definition



**Definition submitted to Secretary of Defense as recommendation
#1 from 12 December 2012 RFPB Meeting:**

“Operational Reserve” – Routine, recurring utilization of the Reserve Components as a fully integrated part of the operational force that is planned and programmed by the Services. As such, the “Operational Reserve” is that Reserve Component structure which is made ready and available to operate across the continuum of military missions, performing strategic and operational roles, in peacetime, in wartime, and in support of civil authorities.

The Services organize, man, train, equip, resource, and use their Reserve Components to support mission requirements following the same standards as their active components. Each Service's force generation plan prepares both units and individuals to participate in missions, across the range of military operations, in a cyclical manner that provides predictability for Service Members, their Families, their Employers, and for the Services and Combatant Commands.”



Operational Reserve Proposed Definition



From the 8 December 2015 RFPB Meeting:

“Operational Reserve” – A Reserve Component provides operational capabilities and capacity that are accessible, routinely utilized, and fully integrated into the operational force that is planned and programmed by the Services.

Proposed Final version (incorporates service suggestions):

“Operational Reserve” – An Operational Reserve Component provides **ready** capabilities and capacity that are accessible, routinely utilized, and fully integrated **for military missions** that are planned, programmed, and budgeted **in coordination with the Active Component**.



Operational Reserve Proposed Definition



“Operational Reserve” – An Operational Reserve Component provides **ready capabilities and capacity** that are accessible, routinely utilized, and **fully integrated** for military missions that are planned, programmed, and budgeted in coordination with the Active Component.

Proposed definition shares intent of DoDD 1200.17, 29 October 2008
(excerpt) Subject: Managing the Reserve Components as an Operational Force

4. **POLICY.** It is DoD policy that:
 - a. The RCs provide **operational capabilities** and strategic depth to meet U.S. defense requirements across the full spectrum of conflict including under sections 12301, 12302, 12304, and 12306 of Reference (a).
 - b. The Active Components (ACs) and RCs are **integrated** as a total force based on the attributes of the particular component and individual competencies.



Operational Reserve Characteristics

As Service appropriate, the RC structure is made ready and available to operate across the continuum of military missions by providing operational forces and strategic depth to meet rotational requirements, crises, contingencies, and in support of civil authorities. As required, the Services organize, man, train, equip, resource, and use their RCs to support mission requirements following the same standards as their active components. Each Service's force generation plan prepares both units and individuals to participate in missions across the full range of military operations, providing predictability for Service Members, their Families, their Employers, and for the Services and Combatant Commands.





Strategic Reserve Proposed Definition

From the 8 December 2015 RFPB Meeting:

“Strategic Reserve” – A Strategic Reserve Component provides supplemental capabilities and capacity to meet military mission requirements, and will require additional time and resources for utilization.

Proposed Final version (incorporates service suggestions):

“Strategic Reserve” – A Strategic Reserve Component provides supplemental capabilities and capacity to meet military mission requirements, and will **normally** require additional time and resources for utilization.



Strategic Reserve Proposed Definition



“Strategic Reserve” – A Strategic Reserve Component provides supplemental capabilities and capacity to meet military mission requirements, and will normally require additional time and resources for utilization.

Proposed definition shares intent of DoD 1200.17, 29 Oct 2008 (excerpt) -
Subject: Managing the Reserve Components as an Operational Force

4. POLICY. It is DoD policy that:

- e. The continuum of service is utilized to enhance the effectiveness of and sustain the all volunteer force with flexible service options that are attractive to a broad population.
- f. Utilization rules are implemented to govern frequency and duration of activations. Since expectation management is critical to the success of the management of the RCs as an operational force, these rules enhance predictability and judicious and prudent use of the RCs.



Strategic Reserve Characteristics



The Strategic Reserve provides supplemental and complimentary forces, including the IRR, for DoD requirements. As required, the Services organize, man, train, equip, resource, and utilize their Strategic Reserve to augment and support mission requirements following the same standards as their Active Components.



Desired Outcomes

- SECDEF accepts RFPB definitions and amends DODD 1200.17 to provide standardization
- Definitions are incorporated into subsequent Joint Publication updates
- Services and components incorporate definitions to ensure dissemination and clarification
- Definitions are socialized with Think Tanks and Advocacy Groups to encourage inclusion in regular vernacular



Recommendation

Recommend SECDEF accept the following definitions for Operational Reserve and Strategic Reserve:

“Operational Reserve” – An Operational Reserve Component provides ready capabilities and capacity that are accessible, routinely utilized, and fully integrated for military missions that are planned, programmed, and budgeted in coordination with the Active Component.

“Strategic Reserve” – A Strategic Reserve Component provides supplemental capabilities and capacity to meet military mission requirements, and will normally require additional time and resources for utilization.

Board voted to delete the word “Component” from the Operational Reserve Definition and not submit a definition for Strategic Reserve



Back-up Slides

Vice Admiral John Cotton, USN (Ret)
Subcommittee Chair



Operational Reserve Key Leader Engagements



Previous Engagements

- **13 May 2015:** Key Leader Engagement with Directors within ASD-RA, Deputy Director Regional Operations and Force Management(J-35), and Directors in Cost Assessment & Program Evaluations (CAPE)
- **27 May 2015:** Key Leader Engagements with Active Component Service “3” (Army, Navy, Air Force, Marines)
- **19 August 2015:** Key Leader Engagements with ASD-RA(RC access), ASD Strategy and Force Development, J-8 Chief of Force Division, and the Institute for Defense Analyses (IDA)



Accessing the RC Via Title 10



Congress

FULL MOBILIZATION
10 USC 12301 (a)

- No personnel limitation
- Duration plus 6 months; Involuntary
- Congressional Declaration of War or National Emergency

President
Secretary of Defense

PARTIAL MOBILIZATION *
10 USC 12302

- Maximum 1M; Requires POTUS Done
- 24 consecutive months; Involuntary
- Most common authority today-ISO GWOT
- Maximum 200K Selected Reserve
(can include up to 30K IRR)
- 365 days; Involuntary
- Requires POTUS Authorization; EO for OUA

- No personnel limitation
- 120 days; Involuntary
- No National Guard/Coast Guard Reserve

RESERVE EMERGENCY CALL UP
10 USC 12304a *

- Maximum 60K
- 365 days; Involuntary
- Mission/costs in Defense Budget
- Can be used for Annual Training & Operational Mission;
- Involuntary Governor's consent
- Voluntary; no duration
- Governor's consent
- Can be used for operational missions or service support

RESERVE PRE-PLANNED CALL UP ISO COCOMs
10 USC 12304b *

15 DAY-STATUTE *
10 USC 12301 (b)

Service Secretary

ACTIVE DUTY FOR OPERATIONAL SUPPORT *
10 USC 12301 (d)

* Authorities currently available



Operational Reserve Observations

A perception is that “Accessing the RC is difficult”

- Current methodology viewed as unresponsive, using reservists requires too much lead time (30 day notification for involuntary mobilization is law/180 day notifications between mobilization approval and mobilization date is policy)
- Numerous authorities and policies have been “patched together” over years; no single source document exists
- In the Year of Execution, there is a lack of funding flexibility for pre-planned events (12304b)
- Each Service has different views on RC capabilities and employment, some are more integrated and interchangeable than others



DoDD 1200.17, 29 October 2008



SUBJECT: Managing the Reserve Components as an Operational Force

4. POLICY. It is DoD policy that:

- a. The RCs provide operational capabilities and strategic depth to meet U.S. defense requirements across the full spectrum of conflict including under sections 12301, 12302, 12304, and 12306 of Reference (a).
- b. The Active Components (ACs) and RCs are integrated as a total force based on the attributes of the particular component and individual competencies.
- c. Homeland Defense and Defense Support to Civil Authorities (DSCA) are total force missions. Unity of effort is maintained consistent with statutory responsibilities in operations involving Federal forces and non-federalized National Guard forces with Federal forces under Federal command and control and non-federalized National Guard forces under State command and control.



DoDD 1200.17, 29 October 2008



- d. The RCs provide connection to and commitment of the American public.
- e. The continuum of service is utilized to enhance the effectiveness of and sustain the all volunteer force with flexible service options that are attractive to a broad population.
- f. Utilization rules are implemented to govern frequency and duration of activations. Since expectation management is critical to the success of the management of the RCs as an operational force, these rules enhance predictability and judicious and prudent use of the RCs.
- g. Voluntary duty, per section 12301(d) of Reference (a) and section 502(f)(2) of title 32, United States Code (Reference (b)), is encouraged to meet mission requirements.



DoDD 1200.17, 29 October 2008



- h. The RCs are resourced to meet readiness requirements per sections 3013, 5013, and 8013 of Reference (a). RC resourcing plans shall ensure visibility to track resources from formulation, appropriation, and allocation through execution.
- i. Outreach services are established and available for RC members, their families, and employers from pre-activation through reintegration.

TAB B

The Reserve Forces Policy Board – Basic Overview

The Reserve Forces Policy Board (RFPB) is a federal advisory committee mandated by law in the Office of the Secretary of Defense to "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." As required by statute, the board also produces an annual report which the Secretary of Defense transmits to the President and Congress on reserve component matters the board considers appropriate to include in the report.

The board consists of 20 members; a civilian chairman, a general/flag officer from each of the seven reserve components, a two-star military executive, a senior enlisted advisor, plus ten other U.S. citizens, who may or may not be government employees, with significant knowledge of and experience in policy matters relevant to national security and reserve component matters.

The board is supported by a staff consisting of a Colonel or Navy Captain from each of the six DoD reserve components. There is also a Coast Guard staff officer. These officers also serve as liaisons between their respective components and the board. The law requires them "to perform their staff and liaison duties under the supervision of the military executive officer of the board in an independent manner reflecting the independent nature of the board."

Established in 1951, the board is one of the oldest advisory committees in the Department of Defense.

In the National Defense Authorization Act of 2011, Congress significantly revised the operating framework and membership of the RFPB. Previously, other than the chairman, the board included only DoD officials and made recommendations through the Assistant Secretary of Defense for Reserve Affairs. In 2008, the Commission on the National Guard and Reserves recommended that the RFPB's governing statute (10 USC 10301) be amended because the board was not structured to obtain and provide directly to the Secretary of Defense a wide range of independent advice on National Guard and Reserve matters due to the nature of its membership and its subordination to other offices within DoD. The revised law was effective 1 July 2011.

On 12 September 2011, retired Marine Corps Major General Arnold Punaro was sworn in as the first chairman of the board under the revised structure. Other new members were sworn in at an organizational meeting on 13 October.

The board is organized into three subcommittees: Ensuring a Ready, Capable, Available and Sustainable Operational Reserve; Enhancing DoD's Role in the Homeland; and Supporting and Sustaining Reserve Component Personnel. Subcommittees meet as required. The full board meets quarterly. The RFPB website is at <http://rfpb.defense.gov/>.