



OFFICE OF THE SECRETARY OF DEFENSE

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Reserve Forces
Policy Board

APR 13 2016

INFO MEMO

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 Offering Support to Recommendations from the National Commission on the Future of the Army

- The National Commission on the Future of the Army (NCFA) was established by the National Defense Authorization Act of 2015 to study the structure of the Army, study the transfer of certain aircraft, and to submit a report to the President and the congressional defense committees on these matters by February 1, 2016. The Reserve Forces Policy Board (RFPB) met on March 9, 2016, discussed the Commission's recommendations, and voted to lend strong support to 13 of the 63 NCFA recommendations which we considered Secretary of Defense level issues. The rationale for our recommendations is included in Tab A.
- The Reserve Forces Policy Board commends the Commission, and the Commissioners and staff, for their thoughtful and comprehensive analysis in carrying out their mandate from the Congress. Their recommendations, if enacted, will improve the world's most capable and battle-tested Army.
- The 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.
- 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 B will be posted to the RFPB web site. Background information about the RFPB is at TAB C.

COORDINATION: NONE

Attachment(s):

As stated

Prepared by: COL William Hersh, 703-681-0600

TAB

A

NCFA RECOMMENDATIONS AND RELATED RFPB POSITIONS
(Recommendation numbers correspond to the NCFA Report)

On 9 March 2016, the Reserve Forces Policy Board (RFPB) voted to support thirteen National Commission on the Future of the Army (NCFA) recommendations it considers Secretary of Defense level issues. The RFPB position on each of those recommendations is as follows:

NCFA Recommendation 1: The nation must maintain and sustain an All-Volunteer Force.

RFPB Position: The Board recommends that the Secretary of Defense support this Commission recommendation. The Board supports an All-Volunteer Total Force and has proposed recommendations aimed at preserving the operational capacity of the force while also expressing concern about the unsustainable growth of the fully burdened and life-cycle costs in our military personnel programs.

NCFA Recommendation 6: The Congress and the Administration should return to predictable and responsible budgeting processes that meet minimum funding requirements.

RFPB Position: The Board recommends that the Secretary of Defense support this Commission recommendation. The RFPB supports the return to a predictable budgeting process that provides adequate resources to the Department of Defense to ensure access to a manned, ready and modernized Total Force able to meet the needs of the nation, both at home and abroad.

NCFA Recommendation 12: The President should budget for and the Congress should authorize and fund an Army that maintains an end-strength of at least 980,000 uniformed personnel (450,000 in the Regular Army, 335,000 in the Army National Guard, and 195,000 in the Army Reserve) at planned readiness levels.

RFPB Position: The Board recommends that the Secretary of Defense support this Commission recommendation. The Board continues to believe and recommend that the Department preserve Reserve Component end strength and force structure to help mitigate risk associated with Active Component force structure reductions and to hedge against fiscal and geostrategic uncertainty. The RFPB has emphasized to DoD the significant role the Reserve Components play as a fully integrated part of the operational force and encourages the Department and the Services to program and budget resources to enhance Reserve Component readiness and to plan for their recurring use.

NCFA Recommendation 30: The Army should budget for and the Congress should authorize and fund no fewer than 3,000 man years annually for 12304b utilization of the reserve components. The Secretary of Defense in conjunction with the Army and the Office of Management and Budget should also provide for the use of Overseas

Contingency Operations and supplemental funding for Reserve Component utilization under 12304b.

RFPB Position: The Board recommends that the Secretary of Defense support this Commission recommendation. The Board has recommended that DoD should continue to use the Reserve Components operationally and should include requirements for such use in service force generation models and DOD planning, programming, and budget documents. The Board further added that the Department should adapt the Global Force Management process to annually identify and validate those operational requirements suitable for Reserve Component use to facilitate service planning, programming, and budgeting for the activation and employment of Reserve Component forces under Title 10, Section 12304b authority. The absence of adequate 12304b funding limits utilization of the Reserve Component forces for missions for which they are ideally suited.

NCFA Recommendation 31: The Secretary of Defense should update the January 19, 2007, memo "Utilization of the Total Force" to allow flexible involuntary mobilization periods in an effort to achieve common "Boots on the Ground" (BOG) periods for all components.

RFPB Position: The Board recommends that the Secretary of Defense support this Commission recommendation. The Commission found that making deployment policies consistent among the components, particularly the duration of BOG in theater, would further foster an integrated Total Force culture, as would Regular Army, Army National Guard, and Army Reserve cross-component assignments. The RFPB has recommended that the Services should better integrate their forces organizationally, in training, and during operational employment. Deploying integrated units serving under common BOG rules is an important step in improving both integration and a sense of Total Force culture in the Army. The Board has also advocated that DoD develop and enforce a revised Total Force Policy that enumerates key principles necessary to encourage a Total Force culture. These actions would, as the Commission's report suggests, help personnel from each Army component to better understand the other components and how they contribute to an effective Total Force.

NCFA Recommendation 37: The Congress, the Department of Defense, and the Army should continue to support and adequately fund the Integrated Personnel & Pay System-Army (IPSS-A) as the cornerstone to the effective management and enhanced integration of the components of the Army. The Army must maintain the program's current schedule as a critical underpinning capability for the Army to support the Total Force.

RFPB Position: The Board recommends that the Secretary of Defense support this Commission recommendation. The Army components currently operate separate personnel and pay systems, thus creating barriers to personal readiness and a career of service that allows soldiers to transition easily between components. Achieving a singular personnel management and pay system for the whole Army would promote and provide the greatest administrative step toward implementing an integrated Total Force. The RFPB has previously recommended that the Services implement integrated Pay and

Personnel Systems, encouraging them to move aggressively to complete implementation of their systems to hasten Reserve Component duty status reform and to allow for a continuum of service.

NCFA Recommendation 49: As recommended in 2014 Quadrennial Defense Review, the Secretary of Defense should plan in fiscal year 2017 and execute no later than the end of fiscal year 2018 a comprehensive review of the nation's ability to mobilize its existing reserves as well as its preparedness for the potential of national mobilization.

RFPB Position: The Board recommends that the Secretary of Defense support this Commission recommendation. After reviewing the 2010 QDR, the Board found that senior officials in the Office of the Secretary of Defense with responsibility for preparing the 2010 QDR did not ensure that it complied with the requirements of Title 10, Section 118. Title 10 requires that the QDR include "the anticipated roles and missions of the Reserve Components in the national defense strategy and the strength, capabilities, and equipment necessary to assure that the Reserve Components can capably fulfill those roles and missions." Those capabilities are generated during pre- and post-mobilization training. Chairman of the Joint Chiefs of Staff General Martin Dempsey's call, in his assessment of the 2014 QDR, for a comprehensive review of the nation's ability to mobilize the entire force reinforces this recommendation.

NCFA Recommendation 52: The Secretary of Defense should incorporate in defense planning and fiscal guidance the analysis of Army expansion requirements for force-sizing and capability-mix analyses in fiscal year 2017. This guidance would give priority to the retention of expansion-required leaders, infrastructure, and materiel in the defense budget and program.

RFPB Position: The Board recommends that the Secretary of Defense support this Commission recommendation. The NCFA points out that since the future strategic environment cannot be predicted with certainty, the Army should protect its ability to regenerate capabilities and expand the force whenever necessary. The RFPB has previously expressed concern about the increasing risk associated with Active Component force structure reductions. While the Board specifically recommended preserving Reserve Component structure to mitigate this risk, the Board's principal concern was ensuring that the Services retained sufficient ability to generate the forces it needs to meet operational demands. The Board also recommended the reinvigoration of the Title XI program which commits Active Component manpower to enhance Reserve Component combat readiness. The Board recommended this for three reasons. First, it would accomplish its statutory goal to sustain our hard-won Reserve Component readiness. Second, it would restore a valuable mechanism to break down cultural barriers and foster cooperation and integration between the components. Third, it would retain a sizeable pool of mid-grade leaders on active duty, which is essential for rapidly reestablishing Active Component force structure should it become necessary.

NCFA Recommendation 57: Congress, the Department of Defense, and the Army should implement the Commission's plan (Option Three) for distribution of the Apache fleet.

The Commission's plan maintains twenty-four manned Apache battalions including twenty in the Regular Army equipped with twenty-four aircraft each and four in the Army National Guard equipped with eighteen aircraft each. The plan adds only two Black Hawk battalions to the Army National Guard. The Army should commit to using the four Army National Guard Apache battalions regularly, mobilizing and deploying them in peacetime and war.

RFPB Position: The Board recommends that the Secretary of Defense support this Commission recommendation. This recommendation maintains twenty-four manned Apache battalions in the Army. Of these twenty-four battalions, twenty would be in the Regular Army (same as under the ARI) and four would be in the Army National Guard (compared to zero under the ARI). All of the Regular Army battalions would be equipped with twenty-four aircraft. The four Army National Guard battalions would be equipped with eighteen aircraft and thus would have to cross-level helicopters before deploying. The Board supports this recommendation because it ensures sufficient structural capacity to meet potential warfighting demands while maintaining a force mix that includes strategic depth in the Reserve Components.

NCFA Recommendation 26: The Army must manage and provide forces under the Total Force approach.

NCFA Recommendation 27: The Secretary of the Army should review and assess officer and NCO positions from all components for potential designation as integrated positions that would allow individuals from all components to fill positions to foster an Army Total Force culture and expand knowledge about other components. A review should be completed within nine months after publication of this report, and any new designations should be completed within eighteen months.

NCFA Recommendation 32: The Army should continue using multicomponent units and training partnerships to improve Total Force integration and overall Army effectiveness.

NCFA Recommendation 33: The Army should add specific guidance on goals for future use of multicomponent units and related initiatives to the Army's Total Force Policy Implementation Guidance for fiscal year 2017.

RFPB Position: The Board recommends that the Secretary of Defense support these Commission recommendations. The Board overwhelmingly believes that the most important recommendations of the Commission dealt with the promotion of better integration among the components of the Army. The Board has also made this argument, recommending to the Department that the Services should better integrate their forces organizationally, in training, and during operational employment. While the Board has also lauded the Army for recent steps toward better integration, it has concluded that more can be done. The Commission similarly concluded that for the sake of a more effective and efficient Army and to achieve greater strategic depth, more must be done to fully implement a comprehensive partnership among the components and integrated programs. In this vein, the Board has also proposed that: the Army move toward stronger integration of its combat forces through a test integrating Reserve Component maneuver

battalions into Active Component Brigade Combat Teams; that the Department should reinvigorate the Title XI program, which commits Active Component manpower to enhance Reserve Component Combat Readiness; and that the Services implement an AC-RC teaming or partnering program to encourage integrated operational training.

TAB

B



Department of Defense Reserve Forces Policy Board



Proposed Recommendations to the Secretary of Defense on the National Commission on the Future of the Army Report

COL William Hersh

RFPB Senior Policy Advisor



Department of Defense Reserve Forces Policy Board



- The RFPB commends the National Commission on the Future of the Army (NCFA) for its hard work, thoughtful and comprehensive analysis in carrying out its mandate from the Congress.
- The NCFA was charged with the daunting task of conducting a comprehensive study on the structure, size and force mix of the Army in an era of mounting strategic but fiscal constraint risk with an uncertain fiscal future.
- The RFPB commends the distinguished members and the staff of the Commission for their continued service to the Nation in support of this important effort.



Department of Defense Reserve Forces Policy Board



Purpose: Make recommendations to the Secretary of Defense for his decision on the NCFA.

- There are 63 recommendations in the NCFA broken down by responsible official.
- 13 of the recommendations relate to the Reserve Components in the following areas: All-Volunteer Force, minimum funding requirements, end strength, integration of the total force, utilization, personnel & pay integration, strategic mobility and force structure.



National Commission on the Future of the Army Report Mission



In light of the projected security environment, conduct a comprehensive study of the roles and structure of the Army, and policy assumptions related to the size and force mixture of the Army, in order to:

- Make an assessment of the size and force mixture of the Active Component of the Army and the Reserve Components of the Army.
- Make recommendations on the modifications, if any, of the structure of the Army related to current and anticipated mission requirements for the Army at acceptable levels of national risk and in a manner consistent with available resources and anticipated future resources.
- Make an assessment of proposed AH-64 transfers from Army National Guard to the Regular Army.



Department of Defense Reserve Forces Policy Board



- **National Commission on the Future of the Army Recommendation 1:** The nation must maintain and sustain an All-Volunteer Force.
- **Proposed Position: Concur with Recommendation:**
 - So fundamental is an All-Volunteer Force to the governing principles of our nation, and so essential is an All-Volunteer Force in achieving the highest possible level of capabilities and readiness, the Commission considers sustaining the All-Volunteer Force vital to the future of the nation. All budget and force management decisions must be made with this goal in mind.
 - The RFPB underscores that the All-Volunteer Force is a total force and expresses continued concern about the unsustainable growth of the fully burdened and life-cycle costs of the Active Component.



Department of Defense Reserve Forces Policy Board



- **National Commission on the Future of the Army Recommendation 6:** The Congress and the Administration should return to predictable and responsible budgeting processes that meet minimum funding requirements.
- **Proposed Position: Concur with Recommendation:**
 - Congress and the Administration must find ways to provide the Army and all of DoD with adequate levels of funding under a process that is more predictable, thereby avoiding the budgetary turmoil that has plagued the federal government in recent years.
 - The effects of the lack of predictable funding, “wreaks havoc with Army readiness modernization, and end strength.” (Congressional testimony by Army senior leaders in March 2015)



Department of Defense Reserve Forces Policy Board



- **National Commission on the Future of the Army Recommendation 12:** The President should budget for and the Congress should authorize and fund an Army that maintains an end strength of at least 980,000 uniformed personnel (450,000 in the Regular Army, 335,000 in the Army National Guard, and 195,000 in the Army Reserve) at planned readiness levels.
- **Proposed Position: Concur with Recommendation:**
 - DoD should preserve Reserve Component end strength and force structure to mitigate risk associated with increased Active Component force structure reductions and to hedge against fiscal and geostrategic uncertainty. (*RFPB - REPORT FY14-02 #4 Preserve RC ES & FS P.17*)
 - The RFPB has emphasized to DoD the significant role the Reserve Components provide as a fully integrated part of the operational force that must be planned and programmed for by the Services.



Department of Defense Reserve Forces Policy Board



Integration of the Total Force

National Commission on the Future of the Army

- **Recommendation 26:** The Army must manage and provide forces under the Total Force approach.
- **Recommendation 27:** The Secretary of the Army should review and assess officer and NCO positions from all components for potential designation as integrated positions that would allow individuals from all components to fill positions to foster an Army Total Force culture and expand knowledge about other components. A review should be completed within nine months after publication of this report, and any new designations should be completed within eighteen months.
- **Recommendation 32:** The Army should continue using multicomponent units and training partnerships to improve Total Force integration and overall Army effectiveness.
- **Recommendation 33:** The Army should add specific guidance on goals for future use of multicomponent units and related initiatives to the Army's Total Force Policy Implementation Guidance for fiscal year 2017.



Department of Defense Reserve Forces Policy Board



- **Proposed Position: Concur with Recommendations:**

- The Commission report concluded that for the sake of a more effective and efficient Army and to achieve greater strategic depth, more must be done to fully implement a comprehensive partnership and integrated programs. The Commission finds that the goal should be to increase billets designated for multicomponent use and substantially increase incentives for service in multicomponent units.

- The RFPB has recommended to DoD that the Services should better integrate their forces organizationally, in training, and during operational employment.

(RFPB-REPORT FY14-02 #6 Improve AC/RC Integration P. 18)

- The Army should move toward stronger integration of its combat forces through a test integrating Reserve Component units into Active Component units.
- The Department should reinvigorate the Title XI program, which commits Active Component manpower to enhance Reserve Component Combat Readiness.
- The Services should increase Reserve Component opportunities for attendance at Senior Enlisted Courses, Senior Service Colleges, and CAPSTONE.
- The Services should implementing an AC-RC teaming or pairing program to encourage integrated operational training.

NCFA- Black, RFPB- Red, Army - Green



Department of Defense Reserve Forces Policy Board



- **National Commission on the Future of the Army Recommendation 30:**
The Army should budget for and the Congress should authorize and fund no fewer than 3,000 man years annually for 12304b utilization of the Reserve Components. The Secretary of Defense in conjunction with the Army and the Office of Management and Budget should also provide for the use of Overseas Contingency Operations and supplemental funding for Reserve Component utilization under 12304b.

- **Proposed Position: Concur with Recommendation:**

- The Army Total Force Policy aligns the Army with Secretary of Defense Directive 1200.17, which requires the military services to manage their reserve components as an operational force. It also established a policy for the integration of the Army's Active Component and Reserve Components as a Total Force. *(Army Directive 2012-08)*
- The Total Force Policy must be resourced for all Reserve Forces if it is going to be effective. The absence of adequate 12304b funding limits utilization of the Reserve Forces for missions for which they are ideally suited. *(RFPB - REPORT FY14-02 Plan & Use RC Operationally P.12)*



Department of Defense Reserve Forces Policy Board



- **National Commission on the Future of the Army Recommendation 31:**
The Secretary of Defense should update the January 19, 2007 memo “Utilization of the Total Force” to allow flexible involuntary mobilization periods in an effort to achieve common “Boots on the Ground” (BOG) periods for all components.

- **Proposed Position: Concur with Recommendation**

- The Commission found that making deployment policies consistent among the components—particularly the duration of BOG in theater—would further foster an integrated Total Force culture, as would Regular Army, Army National Guard, and Army Reserve cross-component assignments.
- The report also stated that personnel from each Army component need to better understand the other components.
- **The RFPB has recommended the DoD should develop and enforce a revised Total Force Policy that enumerates key principles necessary to encourage a Total Force culture. (RFPB REPORT FY14-02)**
 - Take responsibility for and ownership of the Total Force.
 - Ensure military readiness.
 - Develop a clear and mutual understanding of the roles and missions of each component (Active, Guard, and Reserve) in each service and in joint / combined operations, during peacetime and war.
 - Provide the necessary resources to accomplish assigned missions.



Department of Defense

Reserve Forces Policy Board



- **National Commission on the Future of the Army Recommendation 37:** The Congress, the Department of Defense, and the Army should continue to support and adequately fund the Integrated Personnel & Pay System-Army (IPSS-A) as the cornerstone of the effective management and enhanced integration of the components of the Army. The Army must maintain the program's current schedule as a critical underpinning capability for the Army to support the Total Force.

- **Proposed Position: Concur with Recommendation:**

- The Army components currently operate separate personnel and pay systems, thus creating barriers to personal readiness and a career of service that allows soldiers to transition among components, popularly known as “continuum of service.”
- The NCFA recommended that achieving a singular personnel management and pay system for the whole Army would promote and provide the greatest administrative step toward implementing the Total Force Policy.
- **The RFPB has recommended to DoD to refine/develop programs that allow for ease in transition from Active Duty to Reserve Component status (pay and personnel).** (RFPB Annual Report 2012)
 - Reduce the number of Reserve Component Duty Statuses.
 - Ease Personnel Transitions between components.
 - Encourage Active to Reserve Component transfers to retain talent and combat experience.
 - Implement an integrated Pay and Personnel System.
 - Improve the readiness of the Individual Ready Reserve (IRR).
 - Implement a Reserve Component Unit Variable Participation Program.

NCFA- Black, RFPB- Red, Army - Green



Department of Defense Reserve Forces Policy Board



- **National Commission on the Future of the Army Recommendation 49:** As recommended in 2014 Quadrennial Defense Review, the Secretary of Defense should plan in fiscal year 2017 and execute no later than the end of fiscal year 2018 a comprehensive review of the nation's ability to mobilize its existing reserves as well as its preparedness for the potential of national mobilization.
- **Proposed Position: Concur with Recommendation**
 - The Army does not mobilize forces in isolation, but does so as part of the DoD enterprise. The Commission noted that in his assessment of the 2014 Quadrennial Defense Review (QDR), Chairman of the Joint Chiefs of Staff General Martin Dempsey highlighted the acceptance of risk in the capacity of land forces and called for a comprehensive review of the nation's ability to mobilize the entire force.
 - The RFPB has recommended to DoD to develop a model to calculate and compare "life-cycle" costs - REPORT FY13-01 #4 Ensure QDR Complies with Title 10 - Sect 118)



Department of Defense Reserve Forces Policy Board



- **National Commission on the Future of the Army Recommendation 52:** The Secretary of Defense should incorporate in defense planning and fiscal guidance the analysis of Army expansion requirements for force-sizing and capability-mix analyses in fiscal year 2017. This guidance would give priority to the retention of expansion-required leaders, infrastructure, and materiel in the defense budget and program.
- **Proposed Position: Concur with Recommendation**
 - The NCFCA stated that since the future strategic environment cannot be predicted with certainty, the Army should protect its ability to regenerate capabilities and expand the force whenever necessary.
 - The RFPB has recommended to DoD to retain the ability to surge and regenerate forces for unanticipated challenges with the Reserve Component as the force multiplier. (RFPB REPORT FY14-02)



Department of Defense

Reserve Forces Policy Board



- **National Commission on the Future of the Army Recommendation 57:** Congress, the Department of Defense, and the Army should implement the Commission's plan (Option Three) for distribution of the Apache fleet. The Commission's plan maintains twenty-four manned Apache battalions including twenty in the Regular Army equipped with twenty-four aircraft each and four in the Army National Guard equipped with eighteen aircraft each. The plan adds only two Black Hawk battalions to the Army National Guard. The Army should commit to using the four Army National Guard Apache battalions regularly, mobilizing and deploying them in peacetime and war.

- **Proposed Position: Concur with Recommendation**

- Option Three would maintain twenty-four manned Apache battalions. Of these twenty-four battalions, twenty would be in the Regular Army (same as under the ARI) and four would be in the Army National Guard (compared to zero under the ARI). All the Regular Army battalions would be equipped with twenty-four aircraft. The four Army National Guard battalions would be equipped with eighteen aircraft and thus would have to cross-level helicopters before deploying.
- **The RFPB has recommended to DoD that the Services should better integrate their forces organizationally, in training, and during operational employment.** (RFPB - REPORT FY14-02 #6 Improve ACRG Integration P.18)
 - The Army should move toward stronger integration of its combat forces through a test integrating Reserve Component maneuver battalions into Active Component Brigade Combat Teams.
 - The RFPB has recommended to DoD that multicomponent training partnerships and associations be re-examine, such as the use of round-out units and cross-component personnel assignments—including command.



Department of Defense Reserve Forces Policy Board



Questions

TAB

C

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/>.