



Comprehensive Review of the Future Role of the Reserve Component

Volume I Executive Summary & Main Report

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and
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Foreword

This report represents the judgment of civilian policy makers and military leaders, with extensive input from both the Services who generate and provide forces, as well as the Combatant Commands who employ them. It provides the Secretary of Defense with reliable inputs to support fundamental decisions regarding future use of the National Guard and Reserve.

The assumptions influencing this report are: (1) that the United States will continue to require military forces capable of operating across a broad spectrum to prevail over contemporary challenges, to deter potential adversaries, and to respond to unforeseen contingencies; (2) that we must do our utmost to preserve the All-Volunteer Force; and (3) that our strategic legitimacy is dependent on remaining connected to the public we serve.

During a decade of sustained engagement in combat operations, the Reserve Components of our Armed Forces have been transformed, both practically and philosophically, from a strategic force of last resort to an operational reserve that provides full-spectrum capability to the Nation. Repeated combat deployments, as well as peacekeeping and humanitarian relief missions, have produced an operationally savvy and resilient force that fully expects to be employed on a periodic basis. This new force represents a ten-year investment in resourcing commitments and the personal sacrifice of service members and their families. That investment can reliably provide the Department of Defense with essential operational capabilities and strategic agility. Good stewardship demands that we continue to capitalize on this investment.

This report provides background and recommendations to inform decisions regarding the future role of the Reserve Component that are consistent with the 2010 Quadrennial Defense Review Report. It is a collaborative effort of the Office of the Secretary of Defense, the Joint Staff, Combatant Commands and the Military Services that examines the roles for which the Reserve Components are best suited, and the best ways to optimize their capabilities and strengths. This report identifies the environment needed to provide a trained, equipped, ready and available Reserve Component; presents options for future force rebalancing considerations; and identifies necessary revisions to law, policy and doctrine. The findings validate some common themes from past studies while providing instructive insights for charting a course for the future.

Although the body of this report does not address the absolute cost of each Service's Reserve Component, it makes clear the value of those organizations. Unless we had chosen to dramatically increase the size of the Active Components, our domestic security and global operations since September 11, 2001 could not have been executed

without the activation of hundreds of thousands of trained Reserve Component personnel.

The fundamental conclusion of the report is that the Quadrennial Defense Review was correct in its assessment that the National Guard and Reserve, if employed judiciously and with strategic acumen, can effectively contribute to the National Security Strategy even beyond contemporary expectations. It makes clear that decisions regarding the future role of the Reserve Components and the balance between active and reserve forces must be seen through the lens of the All-Volunteer Force. Doing so will require a Reserve Component that is both capable and sustainable.

The 21st Century will require the United States to maintain an array of forces that can consistently win across the full spectrum of military operations on a global scale. These forces must be augmented by an accessible and ready pool of reinforcing and complementary capabilities, some of which will reside in our Reserve Components. In order to accomplish these two objectives with an All-Volunteer Force, we must continue to train, man, equip and deploy Reserve Component capabilities, with appropriate frequency and duration, across all mission sets.

The policies and practices necessary to use the National Guard and Reserve as the report suggests have not yet been fully institutionalized. This work provides a foundation upon which to build a cohesive Department of Defense execution strategy that preserves current Reserve Component competencies, efficiently integrates their capabilities, and leverages Reserve Component value.

We thank the men and women who contributed to this work.



James E. Cartwright
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Vice Chairman, Joint Chiefs of Staff



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(Reserve Affairs)

Executive Summary

Consistent with the FY 2010 Quadrennial Defense Review (QDR), the Deputy Secretary of Defense directed the Vice Chairman of the Joint Chiefs of Staff and the Assistant Secretary of Defense for Reserve Affairs to lead a Study with the Military Departments, the Joint Staff, the offices of the Under Secretaries of Defense, the Combatant Commands, the National Guard Bureau, the Department of Defense (DoD) General Counsel, the Director, Cost Assessment and Program Evaluation, and the Director, Net Assessment to determine the best ways that the QDR's stated objectives for the Reserve and National Guard to be "... vibrant ... seamlessly integrated ... trained, mobilized and equipped for predictable routine deployment ... well into the future" could be incorporated into the National Military Strategy. This report is the result of that Study, providing findings and recommendations regarding the six objectives defined in the implementing guidance:

1. **Costs.** Establishing a common Departmental baseline costing methodology for the Total Force and identifying the instances where such common baseline costing is not feasible.
2. **Uses.** Leveraging Departmental plans for the future to best determine how to use the capabilities and capacities of the Guard and Reserve to best advantage during drill time, periods of Active Duty, and during mobilization.
3. **Roles.** Determining those roles for which the Guard and Reserve are well suited and where Guard and Reserve forces should be considered as a force of first choice.
4. **Standards.** Determining the conditions and standards that provide for a trained, equipped, ready, and available Guard and Reserve in order to meet the demands of the Total Force while maintaining the support of service members, their families and employers.¹
5. **Rebalancing.** Proposing recommendations on rebalancing the mix of Active and Reserve Components to meet demands of the Combatant Commands based on the Guidance for Employment of the Force (GEF) and the cost-benefit analysis of these proposals.
6. **Changes.** Proposing needed law, policy, and doctrinal changes required to meet the demands and conditions determined in Objectives 2-5 above.

Although this report recommends numerous changes, it also recognizes that the Services have made tremendous strides in the deployment and use of their Reserve

¹ In recognition of this broader relationship, the Office of the Under Secretary of Defense (Personnel and Readiness) in the FY 2012-2016 Strategic Plan dated December 2010 has defined the "Total Force Community" that includes the Active Component, the Reserve Component, the Department's civilian employees, and contractors together with the families and employers of its service members.

Components, especially since 2001. This report looks to build on these past successes to further mature and develop the substantial advances that have already been made.

Future Role of the Reserve Component

For the foreseeable future the Reserve Component must continue to:

- Contribute to America's successful resolution of current overseas conflicts
- Provide military capabilities to ensure defense of the homeland against external attack, and to support civil authorities in response to attacks or to natural disasters
- Remain prepared to augment and reinforce the national effort with combat and support forces in case of major combat operations
- Use capabilities efficiently to support Combatant Commanders around the world
- Provide vital capabilities to meet national defense objectives
- Support the Services' efforts to preserve the All-Volunteer Force.

Accordingly, the Department must continue to ensure availability of a capable and operationally ready Reserve Component. As contingency funding decreases, affordability is a concern and will require additional work. In a resource constrained future environment, additional resources as well as adjustments to the Reserve Component may be necessary to enhance operational readiness. The United States cannot continue to remain engaged globally given DoD's current force structure without employing the Guard and Reserve. To do otherwise, risks wearing out the Active Component. Keeping the Reserve Component prepared through periodic, predictable deployments is prudent and adds value to the Total Force by maintaining Guard and Reserve readiness, relieving stress on the Active Component, and providing force structure options in a resource constrained future. To ensure proper implementation of this approach, the Department will need to (1) program use of the Reserve Component in its base budgets and (2) articulate its requirement to the Nation's elected leadership and to the American people.

Importance of the Reserve Component

The Reserve Component is an irreplaceable and cost-effective element of overall DoD capability. The Guard and Reserve provide operational forces that can be used on a regular basis, while ensuring strategic depth in the event of mid to large-scale contingencies or other unanticipated national crises when they are not being employed. Accordingly, it is important that DoD recognize the Reserve Component as providing:

- Operational forces that
 - Provide vital capabilities for meeting national defense objectives

- Provide combat and support forces to large-scale conventional campaigns
- Augment and reinforce the Active Component appropriately
- Balance the stress across the Total Force
- Preserve the readiness gains made in the Reserve Component over the last decade
- Spread the burden of defending American interests across a larger portion of the citizenry
- Preserve the All-Volunteer Force
- Essential strategic depth.

Reliance on the Guard and Reserve as a source of operational capability requires that the Department commit to managing its forces as a Total Force, rather than separate Active, Reserve, and civilian components. To further support this goal, the Chairman, Joint Chiefs of Staff should continue to identify imbalances in the capabilities and capacities of the Total Force. The Services should strive to use the Active, Reserve and civilian components, along with contractors, creatively to remediate those imbalances and meet the demands of the geographic and functional Combatant Commanders.

When rebalancing the force to meet future national security challenges, the Guard and Reserve should be a “force of first choice” for those tasks for which they are particularly well suited, owing to their overall cost effectiveness and the skill sets that they can provide. Missions that follow a predictable, operational schedule fall clearly into this category.

While not in the operational chain-of-command or seeking greater management of the Services’ responsibility to organize, train and equip their Reserves and fill requests for forces from the Combatant Commanders, the ASD(RA) must continue to act as a full contributor to the National Defense Strategy. By law and regulation, the ASD(RA) has “as his principal duty the overall supervision of reserve component affairs of the Department of Defense [Title 10, U.S. Code, §138(b)(2)] and “is the principal staff assistant and advisor to the Under Secretary of Defense for Personnel and Readiness (USD (P&R)) and the Secretary of Defense and Deputy Secretary of Defense for reserve component matters in the Department of Defense” [Title 32, Code of Federal Regulations (CFR), §344.4]. In this context, to better fulfill those duties and enhance the Services’ ability to manage their respective Total Force as envisioned in law, access to appropriate DoD forums and activities such as the 3-Star Programmers Group, the Deputy's Advisory Working Group (DAWG), and the Defense Material Readiness Board (DMRB) is critical.

The Global Force Management Board should (1) synchronize the Global Force Management Allocation Plan (GFMAP) with Service programmatic planning and (2) provide an annual update to the Secretary of Defense describing the Reserve Component sourcing identified in the GFMAP to facilitate budgeting for the planned use of the Reserve Component.

Establishing a Common DoD Costing Methodology for the Total Force

In estimating costs for its components, each of the Services uses cost methodologies that are adapted to their respective business model. While the Services use some common cost-estimating methodologies, e.g., personnel composite rates and the Contingency Operations Support Tool (COST), the means of accommodating differences in missions, operating profiles, and accounting systems vary considerably. Although these models have been refined over the last decade, they focus primarily on near-term personnel and operating costs. Less consideration has been given to the identification and allocation of overhead costs and to the analysis of life-cycle costs.

While the factors cited above will complicate the adoption of a common detailed operating-cost model across the Department, OSD and the Services can significantly improve their Total Force costing capabilities by making the following adjustments to their current costing methodologies:

- Refine existing methodologies to assess a long-term view beyond the current FYDP, and better compare full-time and part-time personnel, operating, and life-cycle costs, both on an individual basis and on a unit basis
- Update existing methodologies as operating parameters and emerging assumptions evolve
- In conjunction with the Director, Cost Assessment and Program Evaluation (CAPE), develop methodologies to assist in comparison of costs of similar capabilities across different Services
- Develop methodologies to identify and allocate overhead costs equitably for both full-time and part-time forces and to estimate costs for supporting remote and distributed reachback centers such as the Joint Reserve Intelligence Centers.

Using the Guard and Reserve to Best Advantage

Using the Guard and Reserve to best advantage increases the overall capability and capacity of the United States to defend its interests. In the absence of major conflict, the Reserve Component is best employed for missions and tasks that are predictable,

relatively consistent over time, and whose success can be substantially enabled by long-term personal and geographic relationships.

Accordingly, Service force-generation processes should consider predictability, consistency, continuity, and the desirability of establishing enduring relationships or exploiting regional expertise when determining whether Guard or Reserve units are appropriate to support particular GFMAP requirements. Similarly, Service force-generation processes should provide predictability to Guard and Reserve units that may be accessed to perform Homeland Defense (HD) or Defense Support of Civil Authorities (DSCA) missions. There are already National Guard and Reserve units in a high state of alert in support of specific NORAD and USNORTHCOM plans. Execute Orders (EXORDs) and Combatant Command plans are valuable resources for identifying necessary forces.

In addition, the Department should review statutes and DoD policies that restrict consideration of civilian skills when determining employment and compensation of either Active or Reserve Component service members with the eventual aim of removing such restrictions, to include consideration of whether disclosure of civilian skills should be voluntary or mandatory. Removing such restrictions would enable DoD to take full advantage of the skills and expertise available within both the Active and Reserve Components and could offer particular advantages for meeting the non-kinetic demands characteristic of the emerging national security environment. At the same time, it is important that any changes be consistent with All-Volunteer Force policy and ensure that unit readiness is not affected adversely.

Roles for Which the Guard and Reserve Are Well Suited

The Reserve Component is well suited for use as a source of strategic depth as well as in a wide variety of operational roles, including: (1) rotating operational units deployed in response to Combatant Commander (CCDR) needs and Service requirements; (2) units and teams deployed in support of CCDR Theater Security Cooperation and Building Partner Capacity activities around the globe; (3) individual augmentees who can be deployed in response to CCDR, Defense agency, or Service needs; (4) units, teams, and individuals to support core Unified Command Plan (UCP) missions such as HD and DSCA as well as to support Governors in state security; and (5) units, teams, and individuals assigned to support DoD or Service institutional needs.

To the extent possible, the Department's Global Force Management Process (GFMP) should consider Reserve Component forces for missions and tasks in support of the Department's Theater Security Cooperation and Building Partner Capacity activities and specialty missions requiring unique skills, particularly when the Reserve Component units have an enduring relationship with a supported command. The Reserve

Component can provide a stable, ready trained capability for meeting Combatant Command needs and Service requirements. In addition, the Reserve Component should be a resource to the nation for both HD and DSCA. The National Guard, given their community base, knowledge of, and familiarity with, state and local governments, and civilian skills, should continue to play the principal role.

Options for Rebalancing the Total Force

Although each of the Services is making commendable efforts to manage their Active and Reserve Components as a Total Force, additional possibilities exist for rebalancing those forces. In particular, the Services should consider implementing some or all of the following options for rebalancing capabilities and capacities within their Total Forces:

- Relying on the Reserve Component as a source when building force structure to alleviate shortfalls or preserve or expand capacity especially in cases where the Reserves are particularly well suited and cost is a consideration
- Assigning some recurring operational missions to Reserve Component units when such assignments will provide a cost-effective replacement for Active Component forces
- Establishing habitual relationships between specific Guard or Reserve units, as appropriate and available, and individual Combatant Commands or other DoD or Service components to enable the development and sustainment of long-term relationships through employment planning and exercises²
- Establishing national or regional Reserve Component units staffed with personnel who are willing to serve on Active Duty more frequently or for longer duration than typically expected of reservists in order to facilitate their use for certain missions
- Accommodating the demands imposed by emerging needs, to include cyber defense; intelligence, surveillance, and reconnaissance (ISR); efforts to combat weapons of mass destruction (WMD); regional engagement; and HD and DSCA
- Increasing the level of integration of Active and Reserve forces into “blended units” to include ones that are predominately filled from the Active Component as well as others that are predominately filled by the Reserve Component

² The study does not specify the exact nature of the proposed habitual relationship, but leaves it to the Services to determine the specific doctrinal relationship to be employed if and when such a relationship is established. In some instances, the Service may assign a reserve force to a Combatant Command or other DoD component. In other cases, the Service could determine that allocation or apportionment is more appropriate. All such relationships would be accomplished in accordance with the parent Service’s Title-10 responsibilities and force generation process. Thus, a Service may determine that establishment of a specific habitual relationship is contrary to its obligation to provide the best force for a given mission. Finally, the Services would retain the ability to supersede any such relationships for higher priority needs, such as more significant threats to national security.

- Assigning some portion of the institutional support tasks³ that are the responsibility of the Secretaries of the Military Departments to Reserve Component units, teams, or individuals.

Each Service may choose to address its rebalancing needs differently, depending on its specific operational requirements; adjustments can be made between the relevant Active and Reserve Components or can be limited to either the Active or Reserve Component separately. Examination of a diverse set of illustrative examples strongly suggests that rebalancing efforts that involve both the Active and Reserve Components can be expected to reduce the costs of meeting the operational needs of the geographic and functional Combatant Commanders as well as the institutional support needs of the Secretaries of the Military Departments. Moreover, rebalancing can balance stress across the Total Force while sustaining the substantial readiness investment made in the Guard and Reserve over the last decade.

Providing for a Trained, Equipped, Available, and Ready Guard and Reserve

Providing for a ready Guard and Reserve best capable of meeting national defense objectives requires modification to the way in which DoD recruits, equips, trains, employs, and cares for its Reserve Component personnel. In particular, DoD should consider implementation of the following:

- Developing enlistment or terms-of-service contracts that enable employment of Reserve Component personnel who are willing to serve on Active Duty for longer or more frequent periods than current practice
- Providing the equipment and systems that will be used during operational assignments sufficiently far in advance so that units, teams, and individuals are thoroughly proficient prior to deployment
- Reviewing Total Force training structure to include joint regional state-of-the-art training facilities, advanced simulators, equipment, and appropriate training ranges in order to maintain the readiness gains of the last decade, reduce redundancy, and gain cost effectiveness
- Sustaining Guard and Reserve readiness cycles that ensure and validate that Reserve Component forces are fully capable and interoperable with their Active Component counterparts
- Developing alternative approaches to ensure medical and dental readiness of Guard and Reserve organizations, especially those who are “next to deploy”
- Developing strategic communication plans to keep Active and Reserve Component members informed of obligations and opportunities in the All-

³The Title 10 responsibilities of the Secretaries of the Military Departments include recruiting, organizing, supplying, equipping, training, servicing, mobilizing and demobilizing their assigned forces.

Volunteer Force and make them, their family members, their employers, and the general public aware that we, as a nation, appreciate their service to America.

Necessary Revisions to Law, Policy, and Doctrine

Reliance on the Reserve Component as a source for operational forces will necessitate changes to law and policy, the most important of which are listed here:

- Revise Title 10, U.S. Code, §12304 to enable responsive access to, and mobilization of, the Reserve Component to support force requirements in response to the National Security Strategy to include activities such as Theater Security Cooperation, Building Partner Capacity, and training and exercises. Authority to mobilize the Reserve Component would remain with the President, but could be delegated to cognizant officials within the Department of Defense via Executive Order.⁴
- Clarify DoD's 30-day notification policy as it applies to the activation of Reserve Component units for domestic and international emergencies to ensure understanding that this notification can be waived to meet the unique demands of such contingencies.
- Finish the work now underway to establish DoD and Service policies that effectively enable a "continuum of service" that allows service members to transition easily between varying levels of participation in the military to satisfy professional, personal, and family commitments. These new or revised policies must allow seamless transition between active and reserve statuses as well as transition between reserve categories, with all obligations and benefits conveying.
- Review and, as appropriate, revise existing Reserve Component personnel authorizations and billet-validation requirements to ensure accommodation of operational criteria as well as traditional OPLAN "strategic-depth" and surge-capability criteria.
- Simplify pay, allowances, and benefits, to include reducing the number of "duty status" designations from the current set of more than thirty.
- Support the Under Secretary of Defense (Acquisition, Technology, and Logistics) [USD(AT&L)]-directed development of Service-level integrated pay and personnel systems as part of the Department's overarching Enterprise-level Information Warehouse.

⁴ Any recommendation in this report to revise Title 10 regarding access to the National Guard will be shared with the Adjutants General and consulted with the Council of Governors, consistent with Executive Order 13528.

Use of the terms “operational reserve” and “strategic reserve” is no longer recommended. From a doctrinal perspective, the terms used to describe the Active and Reserve Components, the availability of forces, and the character of many of their assigned missions are applied interchangeably and inconsistently in both formal publications and professional usage, leading to confusion and miscommunication. The Cold War definitions of many of these terms are no longer valid characterizations of current needs and environments. Updating the terms and references related to the development and application of military forces and capabilities is required across DoD.

Combatant Command View

During the coordination process for this report, several Combatant Commands proposed broader interpretations regarding a number of the Review’s key findings. While neither the Review’s co-sponsors nor the Review’s Executive Committee endorsed the Combatant Command positions, they did agree that the Combatant Command views merited inclusion in the report. Accordingly, the positions recommended by the Combatant Commands are presented here and in the appropriate sections of the main report.

The Combatant Commands argued that their Unified Command Plan (UCP) mission set imposes a requirement for critical regional and functional capabilities that are Reserve Component based, either because the necessary skill set is resident in the Reserve Component or because the current operational tempo of Active Component forces precludes their use. As a result, Combatant Commanders require access, control, and funding over any assigned Reserve Component forces for mission assurance.

Toward this end, several Combatant Commands desired the following specific changes:

- (1) Authority of the Combatant Commander to order limited voluntary or involuntary mobilization of a small number of Reserve Component units or individuals to meet the Combatant Command’s UCP mission requirements or other national security objectives, to include steady state activities.
- (2) The development of rapid activation procedures for any assigned Reserve Component units or personnel to ensure that they can meet rapid response requirements for certain contingencies.
- (3) The establishment of a flexible funding mechanism that will enable the Combatant Command to fund operational support from the Reserve Component as needed rather than relying on current Service controlled appropriations.

All of the Combatant Commands desired the following additional changes:

- (4) The establishment or continuance of a Reserve Component organization structure at each Combatant Command, to include a Joint Reserve Unit and any appropriate specialized units that might be assigned to, or otherwise associated with

the Command. Doing so would facilitate the management and operational use of all Joint Reserve personnel and provide an operational chain for the allocation or assignment of reserve units to Combatant Command theaters of operation. The specific structure of the JRU would be determined by each Combatant Command upon consideration of its specific needs.

(5) The adoption of a DoD-wide policy to standardize the interpretation and provision of entitlements when Guard and Reserve are serving on orders. To ensure that current disparities are eliminated, each Service would be required to adopt this policy.

Conclusions

Prevailing in the future strategic environment will require the Guard and Reserve to serve in an operational capacity as a trained, equipped, ready, and available force. Preventing and deterring conflict will necessitate the continued use of some elements of the Reserve Component, especially those that possess high-demand skill sets, well into the future. Ensuring that these forces are available when needed will require that Reserve Component use be programmed in the Department's base budget. The seamless integration of a vibrant Guard and Reserve into a broader All-Volunteer Force remains essential to achieving the nation's defense objectives.

Keeping faith with Reserve Component service members, their families, and employers is critical to achieving this aim. Over the past nine years, Guard and Reserve service members have consistently demonstrated their readiness and ability to make sustained contributions to ongoing operations. Today's men and women of the Guard and Reserve volunteer knowing that they may periodically be asked to serve on active duty. These devoted Americans have demonstrated that they embrace an operational environment that allows the Department to place increased reliance on the Reserve Component to preserve the All-Volunteer Force and maintain operational and strategic capabilities.

The service members who make up the Guard and Reserve, their families and employers have demonstrated that they are an integral part of the Total Force. Guard and Reserve service members expect to be judiciously used, assigned appropriate tasks, and provided the right training and equipment to complete the mission. To meet the service members' "Quality-of-Life" expectations, we must use the Reserve Component in roles for which they are well-suited. Doing so will increase military capacity and strengthen our strategic posture.

From an overall perspective the National Guard and Reserve add considerable value to America's national defense capabilities. The Reserve Component, in its contemporary use, adds significantly to the nation's strategic depth, enables rapid pre-trained force expansion for unforeseen mission requirements, and sustains operational force

rotations. Since September 11, 2001, the Reserve Component has convincingly confirmed that it can also provide substantial operational capability – capability that effectively enhances the quality of life of DoD’s Active forces by reducing stress, by abrogating the need for conscription during periods when demands on Active forces are particularly high, and by providing a means to retain the national investment in trained personnel who chose to leave Active service. Through their close community connections, the Guard and Reserve help sustain support for DoD across the country. Inherent in their role as a part-time force, the Guard and Reserve provide these capabilities at lower cost than would be the case were the nation to rely solely on full-time forces while concurrently sustaining larger force structure.

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The Reserve Component and Its Role in Current Operations

Historical Perspective

The National Guard and Reserve are indispensable components of the Armed Forces. While integral to the total military force, the Reserve Component is primarily comprised of part-time personnel—citizen-soldiers, airmen, seamen, or Marines who represent a vital link between the military and the American public. They, along with the members of the Active Component, symbolize the willingness of citizens to take on responsibility for the nation’s security.

The Guard and Reserve have served in all modern conflicts. About 400,000 Guard and Reserve members were called to duty during the Second World War. During the Korean War, nearly 1,000,000 Guard and Reserve members were mobilized. However, the Reserve Component was used sparingly during the Vietnam War, with only about 37,000 Guard and Reserve members mobilized for that conflict. In the aftermath of the Vietnam War, a number of factors began the evolution to today’s increased reliance on the Reserve Component: the Abrams doctrine, evolving Total Force policies, the effects of downsizing, and increasing mission demands.

The Abrams Doctrine grew from Army Chief of Staff, General Creighton Abrams’ belief that the nation must never go to war again without the involvement of the Guard and Reserve and, thus, the support of the American people. He believed there was a strong link between public support for military operations and employing the reserves—a philosophy that began to influence military strategy at that time.

During the same period, the Total Force concept first emerged as the nation embraced the All-Volunteer Force, which brought an end to conscription. Defense Secretary Melvin Laird recognized that the success of the all-volunteer force would require greater reliance on Reserve forces. The Total Force guidance he issued emphasized increased reliance on the Guard and Reserve. This concept was applied initially for war fighting, but later for the full spectrum of military requirements. As defense budgets declined, the Reserve Component was recognized as a cost-effective way to maintain military capabilities.

In the early decades of the All-Volunteer Force era, the Reserve Component was viewed primarily as a strategic reserve—an expansion force and a repository for forces needed for major combat operations. The reserves did participate in operational missions to a modest extent, but their composition, training, equipment, and readiness levels presumed that the Guard and Reserve would be primarily used as a “force in reserve” in

the event of a “big war.” This approach was based on the planning assumption that there would be sufficient time to train and equip strategic reserve forces once mobilized, if they were not already at the required readiness level. Reservists themselves did not anticipate participating in long-term operational missions to any significant degree—perhaps once in their entire career.

In 1990, the Total Force concept was put to its first real test when the United States responded to Iraq’s invasion of Kuwait. Some 267,000 Reserve Component members were mobilized for Operations Desert Shield and Desert Storm. The performance of the Reserve Component during Desert Storm demonstrated that they were a capable, reliable force—an important milestone in shaping the use of the Guard and Reserve in the decade to follow.

The Reserve Component played (and, in fact, continues to play) an important role in U.S. military operations in Bosnia and Kosovo. At the time, the combination of force downsizing, reduced budgets, and rising operational tempo increased the stress on the active forces and made use of the Reserve Component essential. As a result, use of the Guard and Reserve increased both as a way to relieve that stress and because the Reserve Component was the repository for capabilities needed in the later phases of major theater war, particularly in support of stabilization and reconstruction efforts abroad, and in conducting HD missions at home. These capabilities—such as civil affairs, military police, and air traffic control—were unexpectedly crucial to U.S. commitments in operations in Bosnia and Kosovo, as well as to our post September 11, 2001 operations in Afghanistan, Iraq, and the homeland.

Today, the Reserve Component continues to serve as a strategic hedge, but is far more integrated into day-to-day military operations and participates at a higher level in operational missions than ever before. Following Desert Storm, mission requirements increased and began to strain a smaller active force. The Department recognized that there were capabilities in the Guard and Reserve that could be used to meet mission requirements. As a result, Reserve Component contributions to Total Force missions steadily grew between 1992 and 1996, reaching a sustained level of 12 to 13 million duty days per year. It is during this period that the operational role of the Guard and Reserve began to take shape.

Today’s new Guard and Reserve have both strategic and operational roles. What is “new” is a greater reliance on the capabilities of the Guard and Reserve to support operational missions and the expectation that this increased reliance will continue. In this context, it is no longer appropriate to manage the Reserve Component as though it is still primarily a strategic reserve. Rather, force management tools—including the contract that is made with members joining the Reserve Component—must recognize the enhanced operational nature of reserve service.

Composition of the Reserve Component

All members of the Reserve Component are assigned to one of three following categories: (1) the Ready Reserve, (2) the Standby Reserve, and (3), the Retired Reserve. As shown in Figure 1, the number of DoD personnel within these three categories as of September 2010 totaled 3,167,341. Of these, 1,068,884 were in the Ready Reserve; 22,816 were in the Standby Reserve; and 2,075,641 were in the Retired Reserve. An additional 13,419 personnel were members of the U.S. Coast Guard Reserve; of these, 9,713 were in the Ready Reserve, 1,429 were in the Standby Reserve, and 2,277 were in the Retired Reserve.

Total DoD Reserve Components					3,167,341 Enl: 2438399 Off: 728942	
Ready Reserve Enl: 912294 Off: 156590				1,068,884	Standby Reserve	Retired Reserve (Quarterly Rpt)
Selected Reserve Enl: 723550 Off: 125769			849,319	IRR/ING		
PAID DRILL STRENGTH	Active Guard Reserve (AGR)	Individual Mobilization Augmentee (IMA)				
758,159 Enl: 658238 Off: 99921	76,033 Enl: 59737 Off: 16296	15,127 Enl: 5575 Off: 9552	219,565 Enl: 188744 Off: 30821	22,816 Enl: 13188 Off: 9628	2,075,641 Enl: 1512917 Off: 562724	

Source: DMDC Strength Summary Report - Sep-2010

Figure 1. Composition of the Reserve Component

The **Ready Reserve** comprises the service members of the Reserve and National Guard, whether organized in units or retained as individuals, who are subject to being ordered to active duty to augment the Active Component in time of war or national emergency. The Ready Reserve consists of the following three subcategories:

- The **Selected Reserve** is made up of those units and individuals within the Ready Reserve designated by their respective Services and approved by the Secretary of Defense as so essential to initial wartime missions that they have priority over all other Reserves. The Selected Reserve is further subdivided as follows:
 - Paid Drill Strength are trained unit members who participate in unit training activities on a part-time basis. As of September 2010, the

number of Guard and Reserve personnel serving in such units totaled 758,159.

- Active Guard or Reserve (AGR) are Reserve or National Guard members of the Selected Reserve who are on full-time active duty or full-time National Guard duty, respectively, for the purpose of organizing, administering, recruiting, instructing, or training the Reserve Component units.⁵ As of September 2010, a total of 76,033 Reserve Component service members were serving in the AGR.
- Individual Mobilization Augmentees (IMAs) are trained individuals who are assigned to billets within the Active Component or with other Federal agencies. IMAs participate in training activities on a part-time basis with an Active Component unit or headquarters in preparation for active duty in a contingency. As of September 2010, 15,127 reservists were serving as IMAs.
- **Individual Ready Reserve (IRR)** personnel provide a manpower pool composed principally of individuals who have completed training, served previously in the Active Component or in the Selected Reserve, and have yet to complete their entire period of obligated military service.
- **Inactive National Guard (ING)** are National Guard personnel in an inactive status in the Ready Reserve, but not in the Selected Reserve, who are attached to a specific National Guard unit and are required to muster once a year with that unit. However, ING personnel do not participate in any of the unit's training activities. Upon mobilization, ING members mobilize with their units. As of September 2010, the number of IRR and ING personnel within the Reserve Component totaled 219,565.

The **Standby Reserve** consists of personnel who maintain their affiliation with the Department without being in the Ready Reserve or the Retired Reserve. Members of the Standby Reserve are not required to perform training and are not part of units; rather, they constitute a pool of trained individuals who could be mobilized if necessary to fill manpower needs in specific skills. The Standby Reserve is further broken down as follows:

- **Active Status List** are those Standby Reservists temporarily assigned for hardship or other cogent reason; those not having fulfilled their military service obligation or those retained in active status as provided for by law; or those members of Congress and others identified by their employers as "key personnel" and who have been removed from the Ready Reserve because they are critical to the national security in their civilian employment.

⁵ The Army's Military Technicians and the Air Force Reserve's Air Reserve Technicians also provide full-time support structure for managing their Service's reserve component. However, the numbers of these personnel are included in the Paid Drill Strength category.

- **Inactive Status List** are those Standby Reservists who are not required by law or regulation to remain in an active program and who retain their Reserve affiliation in a non-participating status, and those who have skills which may be of possible future use to their parent Service.

The **Retired Reserve** consists of all Reserve officers and enlisted personnel who receive retired pay on the basis of active duty or reserve service; all Reserve officers and enlisted personnel who are otherwise eligible for retired pay but have not reached age 60, who have not elected discharge, and are not voluntary members of the Ready or Standby Reserve; and other retired reservists under certain conditions. As of September 2010, the Retired Reserve included just over 2.075 million members, making it the largest constituent of the total DoD Reserve Component (slightly less than 66 percent of all reservists).

Service Reserve Components⁶

The Services' Selected Reserve Components are made up of two distinct types of forces – the National Guard and the Federal Reserve forces. As shown in Figure 2, The National Guard, made up of the Army National Guard and the Air National Guard, accounts for slightly less than 55 percent of the nation's total force of 857,301 Selected Reservists. The Federal Reserve forces, made up of the U.S. Army Reserve, the U.S. Air Force Reserve, the U.S. Navy Reserve, the U.S. Marine Corps Reserve, and the U.S. Coast Guard Reserve, account for the remaining 45 percent of reservists. A brief overview of each of these forces is provided here.

- The Army National Guard (ARNG), which includes a mix of combat, combat support, and combat service support units, provides a wide range of capabilities that can be used by the nation's state governors as well as the Department of Defense. The size of the ARNG National Guard currently stands at 362,015 personnel.
- The Air National Guard (ANG) includes a mix of fighter aircraft, strategic and theater airlift, refueling aircraft, special operations capabilities, and support functions such as air traffic control and weather forecasting. The nation's 107,676 Air National Guardsmen provide capabilities to the nation's governors as well as the active Air Force. The ANG accounts for more than 30 percent of the fighter aircraft deployed for Operations Enduring Freedom and Iraqi Freedom

⁶ To this point, this report has referred to both the Active Component and the Reserve Component as though they were unique organizational entities. In reality, such is not the case. The Active Component is made up of the separate forces of the Air Force, Army, Marine Corps, and Navy (and in some instances, the Coast Guard as well). The Reserve Component includes the separate Reserves of each of these Services as well as the Air National Guard of the United States and the Army National Guard of the United States. Thus, one would be equally justified in describing these force elements as the Active Components and the Reserve Components.

and nearly all of the aircraft providing air defense of the United States under Operation Noble Eagle.

- The U.S. Army Reserve (USAR) is comprised of 205,281 men and women. The USAR is home to a significant portion of the Army’s combat support and combat service support capabilities, including a large fraction of transportation units, medical units, civil affairs and psychological operations units, and a variety of other support functions.

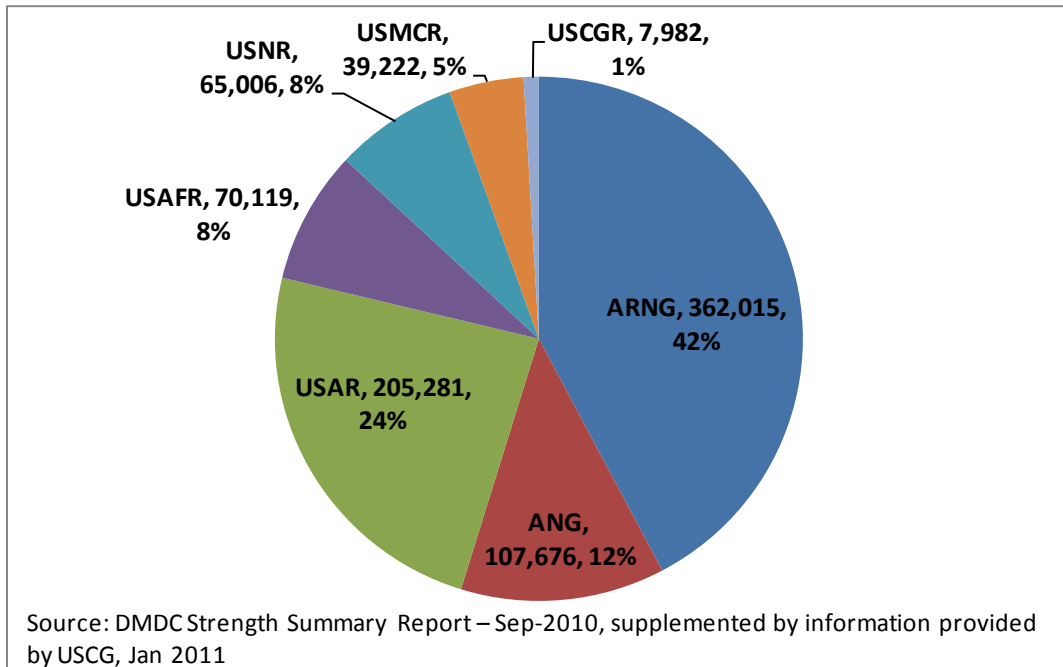


Figure 2. Composition of the Selected Reserve Component (by Service)

- The U.S. Air Force Reserve (USAFR) includes fighter and bomber aircraft units as well as reconnaissance, special operations, and search and rescue aircraft units. The USAFR is also home to nearly half of the Air Force’s strategic airlift capability and about a fourth of its aerial refueling capability. The size of the Air Force Reserve currently stands at 70,119 personnel.
- The U.S. Navy Reserve (USNR), with 65,006 personnel, includes both naval aviation and surface warfare capabilities along with a mix of combat and support forces. The Navy has traditionally relied on the Navy Reserve to provide augmentation to its afloat forces and shore establishment functions to include unique and critical skills.
- The U.S. Marine Corps Reserve (USMCR) mirrors the organization of the active Marine forces and is capable of augmenting and reinforcing Marine Corps Active Component forces as necessary. The USMCR currently includes 39,222 Marine reservists.

- The U.S. Coast Guard Reserve (USCGR) currently includes 7,982 personnel. Under peacetime conditions, the USCGR, like the Coast Guard, falls under the Department of Homeland Security (DHS). In wartime or when the President directs, Coast Guard assets and personnel can be assigned to the U.S. Navy as was done during World Wars I and II. The Coast Guard Reserve is fully integrated into the Active Coast Guard.

Service Reserve Component Evolution

As the Services have evolved during the Post-Cold War era, so have their efforts to integrate their Reserve Components. The Air Force's Total Force Integration initiatives have created Active and Reserve Component unit associations that facilitate shared equipment, facilities, and installations. In the late 1990's, the Air Force began to move away from a garrison force to its present Air Expeditionary Force construct, which seamlessly integrates its Reserve Component into a rotational model to present to the Combatant Commands. This seamless integration made possible the Air Force decision to fund its Reserve Components to the highest (C-1) readiness level. The Army evolved in a similar fashion from "tiered readiness" to its current Army Force Generation (ARFORGEN) rotational model. Training is conducted at local and regional centers before deployment as these Active and Reserve Component units integrate in their designated Areas of Responsibility.

The Marine Corps relies on its Total Force model to maintain integrated Selected Marine Corps Reserve units with structure, capabilities and training that generally mirror those of the Active Component. Although some limited "niche" capabilities exist, the capability to perform the full range of missions is essentially the same for Marine Active and Reserve elements. The Marine Corps Global Force Management process determines Active or Reserve Component sourcing based on mission requirements, readiness and availability. The Navy has embraced the "One Navy" concept – one force with an Active Component and a Reserve Component – resulting in a composite blended force of complementary and mirroring capabilities. As an example, many previously stove-piped Reserve squadrons are now integrated operationally under Active Component wings and tasked with supporting Navy operational requirements. Over the past 8 years, the Navy has evolved a deliberative capabilities-based approach that balances the Active-Reserve mix for specific military capabilities in order to mitigate risk in a cost effective manner.

In the case of the Coast Guard, with the exception of Coast Guard Port Security Units, reservists are assigned to the same type of active duty command that they would augment upon mobilization. This allows them to be better-prepared both administratively and operationally to report within 24 hours of call-up for contingency operations in most cases. The Coast Guard Reserve Component continues strengthening

its ties with the other members of the "Team Coast Guard," and the recent Reserve Forces Readiness Structure continues to press forward with efforts to seamlessly integrate Reservists with their Active counterparts.

Today all Services are using some form of a "rotational model" to supply forces to the Combatant Commanders. These models provide trained and ready units to a Combatant Commander on a cyclic basis. Goals for these cycles range from one period of mission performance balanced with five periods of reset and training for Reserve Component to one period of mission performance to two periods of reset and training for Active forces. These ratios vary amongst and within Services, and for many units and individuals these rotational goals are not being met today. As will be suggested later in the report, the continued use of Reserve Component forces could help the Services meet the Secretary of Defense rotational goals of 1:2 for the Active Component and 1:5 for the Reserve Component.⁷

Integration of Reserve Component forces into Active units or Active Component forces into Guard or Reserve units is another way in which the Reserve Component is being used today. It is not uncommon for Reserve personnel or units to perform like missions alongside their Active Component counterparts. Positive feedback from the affected joint force commanders provides clear indication that integration works well in many cases. In other cases, however, integration has proven less successful. As a result, the overall extent of Active-Reserve integration varies considerably among the Services.

⁷ These goals were established in a 19 January 2007 Memorandum to the Secretaries of the Military Departments regarding the "Utilization of the Total Force." Since that date, each of the Services has established specific rotational goals suited to their particular needs while remaining compliant with the Secretary's directive. The Army Active Component goal, for example, is 1:3 which includes 9 months deployed and 27 months dwell. The Army Reserve Component goal is 1:4, which includes 9 months deployed within a 12-month mobilization period and 4 years dwell.

Reserve Component Mobilization

Employment of Guard and Reserve units and personnel for military operations requires their legal activation pursuant to the relevant subsections of Title 10 or Title 32, U.S. Code. The existing set of key Title 10 mobilization categories is summarized in Table 1, below.

Table 1. Title 10 Activation Categories for Reserve and National Guard Units and Personnel

Title	15-Day Statute	Reserve Component Volunteers	Presidential Reserve Call-Up^a	Partial Mobilization	Full Mobilization
Statute	Title 10 USC § 12301(b)	Title 10 USC §12301(d)	Title 10 USC § 12304	Title 10 USC § 12302	Title 10 USC §12301(a)
Situation	Service Secretaries (AT, opn msn, Invol; w/Gov consent	Consent of member (& Governor for Guard)	President notifies Congress, no declaration of war or national emergency	President declares national emergency	Congress declares war or national emergency
Reservists Affected	Ready Reserve	All	Selected Reserve & IRR	Ready Reserve	All (including inactive & retired)
Force Limit	None specified	None specified	200,000 < 30,000 IRR	1,000,000	None
Term Limit	15 days/year	Non stated	365 days	2 consecutive years	Duration plus 6 months

Source: Adapted from chart appearing in IDA, “Achieving Force Depth,” 18 Aug 2010

^aPer Title 10, U.S. Code, §12304(c), use of this authority for the purpose of performing any of the functions authorized by the Insurrection Act, or, with the exception of weapon-of-mass-destruction or terrorist threats or attacks, providing assistance to either the Federal Government or a State in time of a serious natural or manmade disaster, accident, or catastrophe is prohibited.

Reserve Component Role in Current Operations

The Guard and Reserve have played a major role in the military operations conducted since the terrorist attacks of 11 September 2001. As shown in Table 2, nearly 794,000 Guard and Reserve personnel have participated in Operations Enduring Freedom, Iraqi Freedom, New Dawn, and Noble Eagle. These have included personnel serving under either voluntary or involuntary activations from all seven Guard and Reserve components. Of these, somewhat more than 91,000 are currently active. Of the Guard

and Reserve personnel serving in these operations, more than 702,000 have already been deactivated. Since 2003, there have been at least 90,000 Guard and Reserve personnel on active duty at any given time. They have performed the full range of missions, from combat to support. Assuming the current Active Component rotational goal of 1:2, without these Reserve Component forces, DoD would have had no choice but to increase the size of the Active Component by 270,000 or more personnel in order to carry out today's missions.

Table 2. Guard and Reserve Activations for Operations Enduring Freedom, Iraqi Freedom, New Dawn, and Noble Eagle

Reserve Component	Current Involuntary Activations*	Current Voluntary Activations**	Total Currently Activated	Total Deactivated Since 9/11	Total Activated Since 9/11
ARNG	40,592	5,382	45,974	292,048	338,022
USAR	16,211	8,818	25,029	170,675	195,704
USNR	5,596	111	5,707	42,056	47,763
USMCR	2,892	2,159	5,051	53,084	58,135
ANG	2,535	1,926	4,461	81,546	86,007
USAFR	1,269	3,089	4,358	56,177	60,535
USCGR	369	400	769	6,918	7,687
TOTAL	69,464	21,885	91,349	702,504	793,853

*Includes members placed on Active Duty under 10 USC §688, 12301(a), 12302 and 12304

**Includes members placed on Active Duty under 10 USC §12301(d) and members categorized as unknown in the Contingency Tracking System (CTS) statute code

Source: Defense Manpower Data Center as of 4 January 2011

Findings and Recommendations

Finding 1: The Reserve Component is an irreplaceable and cost-effective element of overall DoD capability. The Guard and Reserve provide operational forces that can be used on a regular basis, while ensuring strategic depth in the event of mid to large-scale contingencies or other unanticipated national crises when they are not being employed.

Recommendation 1a: Per the guidance provided in DoD Directive 1200.17, the Department should continue to rely on the Reserve Component to provide:

- Operational forces that
 - Provide vital capabilities for meeting national defense objectives
 - Provide combat and support forces to large-scale conventional campaigns
 - Augment and reinforce the Active Component appropriately
 - Balance the stress across the Total Force
 - Preserve the readiness gains made in the Reserve Component over the last decade
 - Spread the burden of defending American interests across a larger portion of the citizenry
 - Preserve the All-Volunteer Force
- Essential strategic depth.

Recommendation 1b: To ensure proper implementation of this approach, the Department will need to (1) program use of the Reserve Component in its base budgets for well suited, non-contingency, predictable, operational baseline deployments; (2) continue to use supplemental funding to deploy the Reserve Component for quickly emerging contingencies; and (3) develop a national strategic communication plan that explains to the Nation's elected leadership and to the American people why the Guard and Reserve are important to the Nation and how the Department plans to use those forces in the future.

Finding 2: Continued reliance on the Reserve Component as a source of operational forces requires that the Department manage its forces in totality, i.e., as a Total Force, rather than as separate Active, Reserve and civilian components.

Recommendation 2a: The Services, consistent with their unique requirements, should continue to partner their Active and Reserve forces as elements of a Total Force and thereby better realize the full potential of the U.S. Armed Forces, while meeting the operational needs of the Combatant Commands, both domestic and overseas.

Recommendation 2b: The Chairman, Joint Chiefs of Staff should continue to identify and assess imbalances in the capabilities and capacities of the Total Force.

Recommendation 2c: When rebalancing the force to meet future national security challenges, the Reserve Component should be a “force of first choice” for those tasks for which they are particularly well suited, owing to their overall cost effectiveness and the skill sets that they can provide. Missions that follow a predictable operational schedule fall clearly into this category.

Recommendation 2d: To achieve greater coordination within the Department in ensuring that the Guard and Reserve remain full contributors to the National Defense Strategy, the ASD(RA), possessing “as his principal duty the overall supervision of reserve component affairs of the Department of Defense [Title 10, U.S. Code, §138(b)(2)] and serving as “the principal staff assistant and advisor to the Under Secretary of Defense for Personnel and Readiness [USD (P&R)] and the Secretary of Defense and Deputy Secretary of Defense for reserve component matters in the Department of Defense” [Title 32, CFR, §344.4] should have access to appropriate DoD forums and activities such as the 3-Star Programmers Group, the Deputy's Advisory Working Group (DAWG), and the Defense Material Readiness Board (DMRB). The Air Force dissented on this recommendation, arguing that this is a very complex issue with a separate designated staffing process. Accordingly, the Air Force regards this recommendation as inappropriate in a study whose charter is to determine feasible options for future roles of operationalized Reserve units.

Recommendation 2e: The Global Force Management Board (GFMB) should (1) synchronize the Global Force Management Allocation Plan (GFMAP) with Service programmatic planning and (2) provide an annual update to the Secretary of Defense describing the Reserve Component sourcing identified in the GFMAP to facilitate budgeting for the planned use of the Reserve Component.

Finding 3: Given the need to support military operations in Afghanistan and Iraq for much of the past decade, DoD has achieved significant operational integration among all of its components, whether Active or Reserve, civilian or military. Creation of this integrated Total Force is due in large part to cross-component understanding and accommodation of specific component capabilities, systems, and procedures.

Recommendation 3: To ensure sustainment of the Total Force as these operations draw to an end, each DoD component must recognize the unique and essential attributes and capabilities of its counterpart organizations. Accordingly, the Department must continue to emphasize cross-component education and interaction to advance a culture of mutual appreciation, understanding and confidence among all components and Services in order to sustain the Total Force and increase cultural awareness between and among components.

Using the Capabilities and Capacities of the Guard and Reserve to Best Advantage

Future Operating Environment

While forecasts and predictions regarding the future are fraught with uncertainty, DoD can draw on existing trends in such factors as demographics, globalization, economics, technology, energy and other natural resources, climate change, and disease transmission to identify a range of plausible operating environments (see, for example, the Chairman's *Capstone Concept for Joint Operations* or U.S. Joint Forces Command's *Joint Operating Environment*). For the immediate future, these seem likely to include the types of operations identified in Figure 3: Homeland Defense, routine operations and war on terror (WOT) activities to defeat violent extremist networks (as part of the nation's steady state security posture), major combat operations (MCOs) and other short-duration surge activities such as elimination of WMD and some stabilization operations, and long-duration surge activities such as those associated with irregular warfare and stability operations. DoD has been involved in each of these types of operations in the recent past and has developed detailed planning scenarios that depict a variety of future operations of these types.

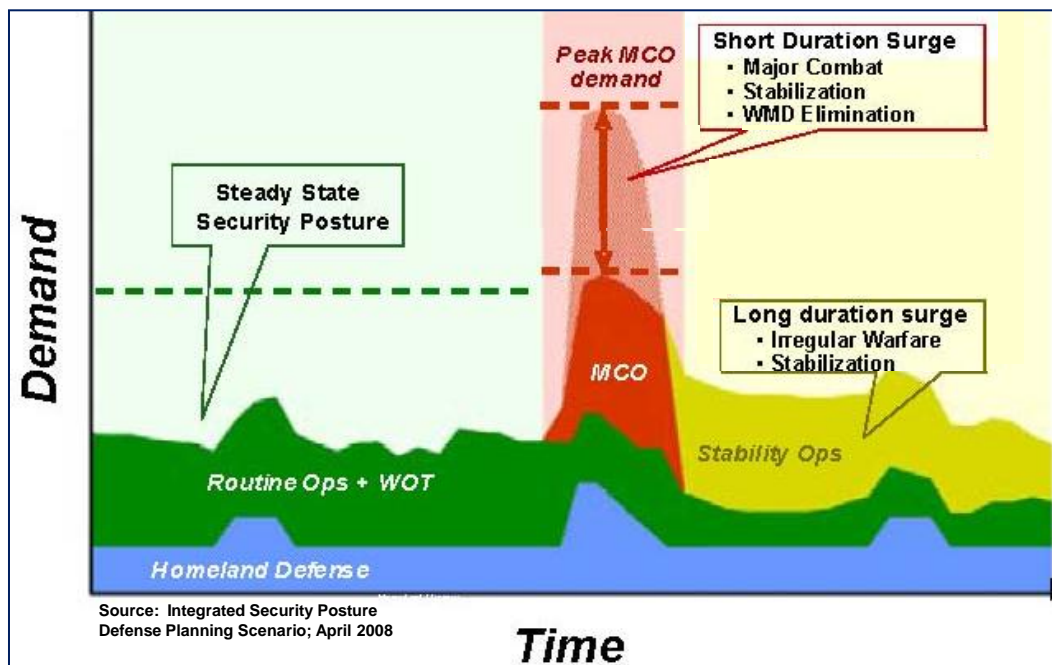
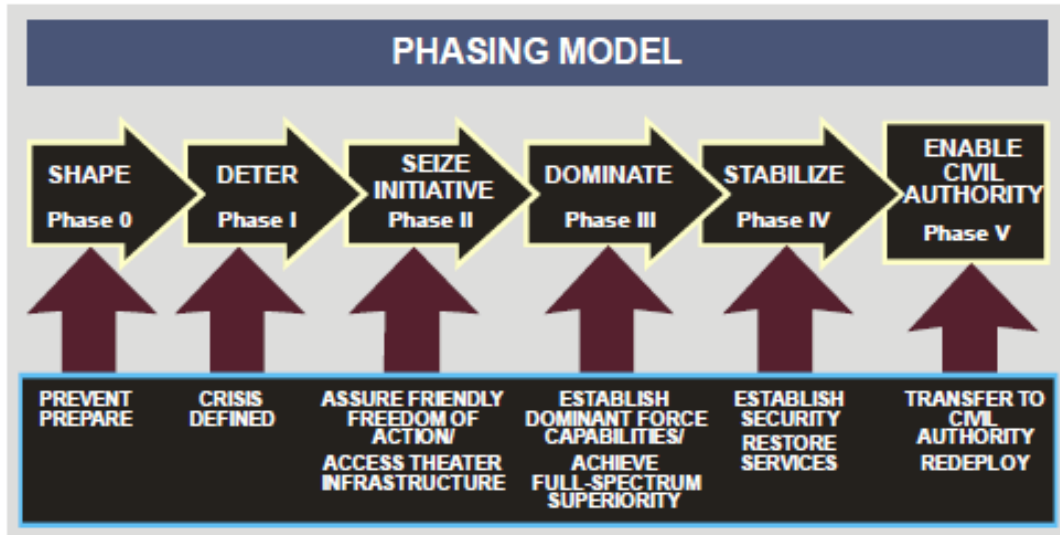


Figure 3. Notional Depiction of DoD's Contemporary Security Posture

Using selected DoD planning scenarios⁸ that cover the period of the FY 2010 Future Years Defense Program (FYDP) and the corresponding Defense Program Projection (DPP) (i.e., the cumulative period FY 2010 through FY 2027), the study examined the potential role of the Reserve Component across the spectrum of operations identified in Figure 3, taking into account the general planning construct described in Joint Publications and shown in Figure 4. Additional considerations are provided in the paragraphs that follow and in significantly greater detail in Annex C.



Source: JP 3-0, *Joint Operations*, 22 Mar 2010.

Figure 4. Phases of Conflict

Large-Scale Conventional Campaign

Large-scale conventional campaigns, in which U.S. military forces engage the military forces of a well-armed adversary, are among the most complex operations undertaken by DoD. Such campaigns can be expected to involve the full spectrum of conventional military capabilities available to our Nation. Accordingly, the Active Component invests considerable time and resources in acquiring and maintaining the equipment and skills needed to carry out such operations. In the early stages of a large-scale conventional campaign, the United States is likely to rely heavily on those forces to counter the actions of the adversary. Trained and ready Reserve Component units would be expected to contribute significant forces in large-scale conventional campaigns. Recent examples of large-scale conventional campaigns include Desert Storm, where U.S. forces

⁸ Because the scenarios used are classified, this report does not provide specific details regarding their application during the review. In general terms, however, the collection of planning scenarios provided an operational context for describing and assessing ways to use the capabilities and capacities of the Guard and Reserve to best advantage.

countered Iraq's 1990 invasion of Kuwait, and the initial stages of Operation Iraqi Freedom.

Large-Scale Stability Operations

Stability operations encompass a broad set of military missions, tasks, and activities conducted outside the United States in coordination with other instruments of national power to maintain or reestablish a safe and secure environment, provide essential governmental services, emergency infrastructure reconstruction, and humanitarian relief. Stability operations are a core U.S. military mission that DoD must be prepared to conduct with proficiency equivalent to combat operations. Moreover, such activities can occur throughout all phases of conflict and across the range of military operations, including both combat and non-combat environments. The magnitude of stability operations missions may range from small-scale, short-duration to large-scale, long-duration. Recent examples of large-scale, long-duration stability operations include the latter stages of Operation Enduring Freedom in Afghanistan and Operation Iraqi Freedom. Since the demands of such operations are likely to be more predictable than those for the early stages of large-scale conventional campaigns, the Reserve Component can take on a larger role.

Steady State Engagement Activities

Steady state engagement includes the broad set of military activities and operations undertaken in support of DoD's Theater Security Cooperation (TSC) and Building Partner Capacity (BPC) efforts. The overall aim of such activities is to enhance the security capabilities of partner nations so as to deter aggression from either external or internal adversaries. Among the activities included in steady state engagement are combined exercises, at both small and large scales, in which U.S. military forces join with partner nations to conduct mutually beneficial training. Steady state engagement activities also include small-scale training events focused on specific types of activities (e.g., patrolling or security) or specific equipment or systems (e.g., aircraft or communications systems). The United States may also provide teams or individuals as advisors to the various elements or components of a partner nation's security forces. Since the Combatant Commander's TSC and BPC activities are predictable, relatively consistent over time, and can be substantially enabled by long-term personal and geographic relationships, the Reserve Component should be considered a viable choice for such missions.

In fact, Reserve Component forces currently support a variety of TSC and BPC activities. The National Guard, for example, has been intimately involved in BPC since the establishment of the "Partnership for Peace" program after the dissolution of the Warsaw Pact. Under what is now called the State Partnership Program (SPP), Guard

forces from several U.S. states have deployed with military forces from their partner nations as Operational Mentoring and Liaison Teams (OMLTs) in Afghanistan. Other recent examples of steady state engagement activities include operations in the Philippines, Colombia, and the Horn of Africa.

Humanitarian Assistance and Disaster Relief (HADR)

According to Joint Publication 3-07.6, foreign humanitarian assistance operations are conducted “to relieve or reduce the results of natural or man-made disasters or other endemic conditions such as human suffering, disease, or privation that might present a serious threat to life or that can result in great damage to or loss of property.” Foreign disaster relief operations are conducted to provide “prompt aid that can be used to alleviate the suffering of foreign disaster victims.” Given the world-wide deployment of U.S. armed forces and their substantial transportation, logistics, and command-and-control capabilities, DoD is frequently tasked with conduct of such operations. Recent examples of HADR operations include the activities undertaken in response to the Indonesian tsunami, the earthquake in Haiti, and flooding in Pakistan. Because such events typically occur with little or no warning, forward deployed Active Component forces are usually assigned as the initial DoD force in such activities. However, some Reserve Component elements are often available with short notice and can provide important contributions during the initial phases of such operations. Figure 5 illustrates how the Reserve Component might contribute in a humanitarian crisis.

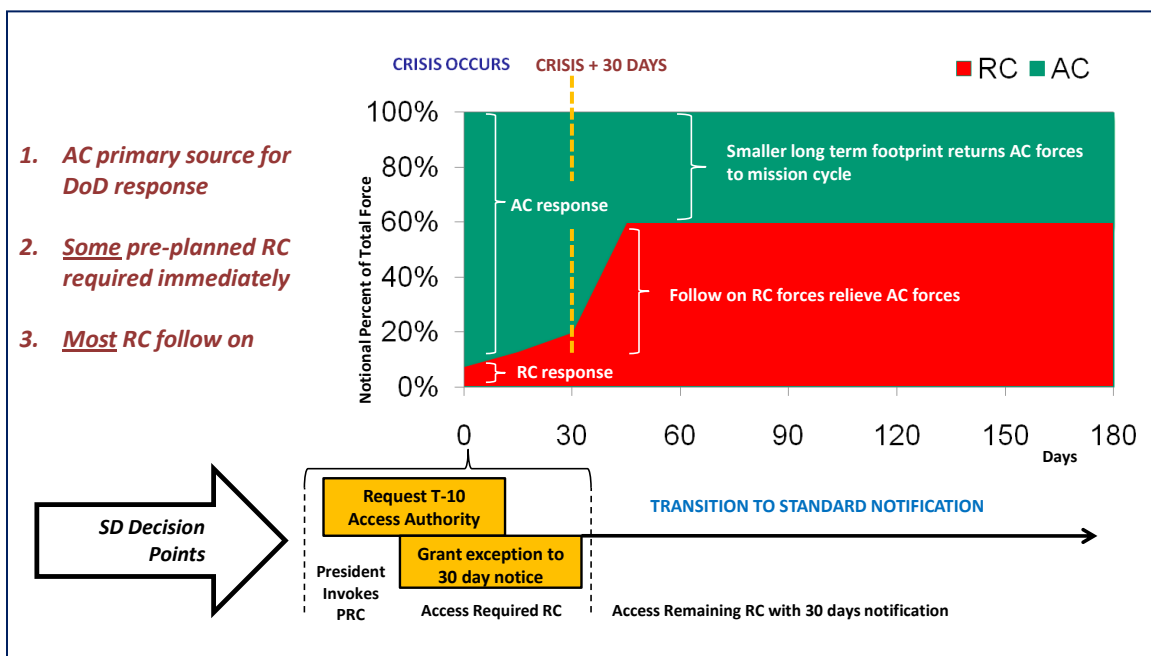


Figure 5. Military Sourcing for DoD Humanitarian Crisis Response

Homeland Defense/Defense Support of Civil Authorities

Unlike HADR operations which are conducted overseas, Homeland Defense and Defense-Support-of-Civil-Authorities activities protect and support the territory and population of the United States. DoD Directive 3025.18 defines DSCA as “Support provided by U.S. Federal military forces, DoD civilians, DoD contract personnel, DoD Component assets, and National Guard forces (when the Secretary of Defense, in coordination with the Governors of the affected States, elects and requests to use those forces in title 32, U.S.C., status) in response to requests for assistance from civil authorities for domestic emergencies, law enforcement support, and other domestic activities, or from qualifying entities for special events.” Examples of such emergencies include large-scale natural disasters such as earthquakes, hurricanes, and flooding and man-made catastrophes involving the use of chemical, biological, radiological, nuclear, or explosive devices. The broad set of activities conducted in the aftermath of Hurricane Katrina provides a vivid example of DoD’s role in such operations. Except in rare circumstances, the National Guard can be expected to support civil authorities at the direction of State Governors.

Institutional Support

In addition to the operational forces that are involved in the various types of operations described above, the Services require a substantial number of personnel that support those forces by providing specific capabilities attendant to the Title 10 responsibilities levied on the Secretaries of the Military Departments. These include organizations and personnel who are tasked with recruiting, organizing, supplying, equipping, training, servicing, mobilizing and demobilizing all of the units and personnel assigned to each of the Services. Because many of these tasks are predictable and relatively consistent over time, the Reserve Component offers a potential source for the necessary units and personnel.

Reserve units are particularly appropriate for temporary expansion of the training base, such as that needed to accommodate the annual “summer surge” in Army Basic Combat Training and One Station Unit Training. The Reserve Component offers a readily available means for meeting this important and predictable need. To the extent that Reserve component units and personnel can accomplish these tasks during their drill or annual training periods, use of the Reserves may also afford cost savings.

Role of the Reserve Component Across the Range of Military Operations

Table 3 characterizes the potential role and contribution of the Reserve Component in each of the different types of operations described above. As the table makes evident, the Reserve Component could play an important role (to varying degrees within each Service) in large-scale stability operations and steady state engagement activities, given the relative predictability and consistency of such missions, and HD and DSCA, due to the significant National Guard role in these latter mission areas. On the other hand, it is likely that the Reserve Component would play a less extensive role in the early stages of future large-scale conventional campaigns and humanitarian assistance and disaster relief operations given the general unpredictability of their occurrence, and the institutional support activities that are the province of the Secretaries of the Military Departments. With the exception of HD and DSCA, the Active Component currently has the primary role in each of these types of operations.

Table 3. Potential Role of the Reserve Component across the Range of Military Operations

Type Operation	Potential Role of Reserve Component
Large-Scale Conventional Campaign	Reserve Component can provide trained and ready units in accordance with Service force generation processes; Active Component can be expected to provide full spectrum conventional military capabilities for such operations.
Large-Scale Stability Operation	Reserve Component can take on a larger role than in large-scale conventional campaigns owing to the more predictable demands associated with large-scale stability operations.
Steady State Engagement Activities	Because TSC and BPC activities are predictable, relatively consistent over time, and can be substantially enabled by long-term personal and geographic relationships, the Reserve Component should be considered a viable force for such missions.
Humanitarian Assistance and Disaster Relief	Reserve Component elements that are available with short warning and can provide important contributions during the initial phases of such operations. However, because catastrophic events typically occur with little or no warning, forward deployed Active Component forces can be expected to provide the initial DoD forces for such operations.
Homeland Defense and Defense Support of Civilian Authorities	Except in rare circumstances, the National Guard can be expected to support civil authorities at the direction of State Governors.
Institutional Support	Because many of these tasks are predictable and relatively consistent over time, the Reserve Component offers a potential source for the necessary units and personnel.

Findings and Recommendations

Finding 4: Utilizing the Guard and Reserve to best advantage increases the overall capability and capacity of the United States to defend its interests. In the absence of major conflict, the Reserve Component is best employed for missions and tasks that are predictable, relatively consistent over time, and whose success can be substantially enabled by long-term personal and geographic relationships. Such activities include providing forces in support of large-scale conventional campaigns, large-scale stability operations, steady state engagement activities, humanitarian assistance and disaster relief, HD and DSCA, and the institutional support tasks assigned to the Secretaries of the Military Departments. Utilizing the Guard and Reserve in this way will enable the nation to realize the following benefits:

- A cost-effective force. Using a force in its one year of “rotational availability” permits it to prepare for five years with personnel costs that are substantially lower than those for a full-time active force, and without most of the infrastructure and sustainment costs necessarily associated with active units.
- Relief for active duty forces that would otherwise execute the mission to increase their dwell-to-deployment ratio, better enable those forces to prepare for other operations, and sustain those forces for future use.
- The availability of unique skills and capabilities. Guardsmen and Reservists bring valuable professional, technical and managerial skills from the private sector that match well with many current and anticipated DoD requirements, including those related to the Combatant Commander’s Building Partner Capacity and Theater Security Cooperation activities.
- HD and DSCA are Total Force responsibilities. However, the nation needs to focus particular attention on better using the competencies of National Guard and Reserve Component organizations. The National Guard is particularly well suited for DSCA missions.
- Optimal utilization rates for expensive assets (such as aircraft) resulting from sharing equipment and facilities between Active units and their associated Reserve Component units.
- Proven ability to recruit and retain prior-service personnel, which preserves the expensive training costs already invested in these personnel from their active duty service. When Active Component service members go into the reserves rather than leaving military service entirely, the Department will be able to realize continued benefit from these well trained and experienced personnel.
- A cumulative and positive readiness impact on Guard and Reserve forces that will pay immediate dividends if those forces are called to respond to an unanticipated contingency.

- “Keeping faith” with Guard and Reserve personnel who volunteered to serve with the expectation that they would be used judiciously.⁹
- Most importantly, using the Guard and Reserve to best advantage will reduce the burden on all forces and thereby help sustain the All-Volunteer Force – a Presidential priority.

Recommendation 4a: Service force generation processes should consider predictability, consistency, continuity, and the desirability of establishing enduring relationships or exploiting regional expertise when determining whether Guard or Reserve units are appropriate to support particular GFMAP requirements.

Recommendation 4b: Review statutes and DoD policies that restrict consideration of civilian skills when determining employment and compensation of either Active or Reserve Component service members with the eventual aim of removing such restrictions, to include consideration of whether disclosure of civilian skills should be voluntary or mandatory. Removing such restrictions would enable DoD to take full advantage of the skills and expertise available within both the Active and Reserve Components and could offer particular advantages for meeting the non-kinetic demands characteristic of the emerging national security environment. At the same time, it is important that any changes be consistent with All-Volunteer Force policy and ensure that unit readiness is not affected adversely.

Recommendation 4c: DoD should ensure that the Guard and Reserve are used, to the extent possible, in a deliberately planned and programmed manner and that these forces are seamlessly integrated and complementary members of the Total Force.

⁹ This review concurs fully with the following observation from *The Independent Panel Review of Reserve Component Employment in an Era of Persistent Conflict* (otherwise known as the “Reimer Report”): “Some have argued that the Army’s dependence on the RC over the past 20 years somehow ‘violates’ the RC’s purpose and highlights a weakness in the Army. The Panel rejects this argument. The very thought that the Army has somehow broken faith with the Soldiers who have served in the ARNG and USAR by continuing to mobilize and deploy them misses the mark altogether. This is the very reason they took the oath to serve our Nation. Accordingly, the Army’s success in using its RC should be properly applauded. The notion that RC mobilization should somehow await a ‘big war’ fails to appreciate that the nature of military operations for U.S. Forces has changed. ‘Saving’ the RC for a ‘big war’ demands definition of such an event. Further, it conflicts with the current National Security Strategy and finally demands a much larger AC than the Nation historically has been willing to resource. Given the considerable investment in the RC, squandering the combat experience, improvements, and capabilities the RC has received over the past two decades of increased operational use would be most unfortunate.”

Roles for Which the Guard and Reserve Are Well Suited

Providing Strategic Depth

The traditional role of the Reserve Component is to provide strategic depth against the eventuality that the nation is confronted by threat capabilities that exceed the capacity of the active forces. The Federal Reserve components along with the Air and Army National Guard and a substantial portion of the Active Component provide our nation's strategic depth. In fact, the Reserve Component was first established with that role in mind; they have sustained that capability across the intervening years. Over the last decade, however, the Reserve Component has taken on a number of important operational roles. The sustained excellence with which they have accomplished their assigned tasks provides ample evidence that the Reserve Component is well suited for a variety of roles beyond that of simply providing strategic depth. These are described in the paragraphs that follow and in greater detail in Annex B. Use of the Reserve Component in these operational roles will enhance overall DoD capabilities without significantly degrading the Reserve Component's essential role of providing strategic depth.

Providing Operational Forces

Recent experience has shown that the Reserve Component can be a source of operational forces to include rotational units, comparatively small teams such as those that support DoD's Theater Security Cooperation or Building Partner Capacity efforts, and individuals assigned as augmentees to specific Active Component units.

Rotational units are those units which rotate through their Service's force generation model, in accordance with that Service's specific readiness policies or requirements, from reset and maintenance through training and deployment. When in the available window, such units will normally be allocated or designated for a mission that fulfills their Service's requirements, to include Overseas Contingency Operations (OCO), HD, and DSCA. Table 4 identifies potential rotational unit missions or tasks that could be assigned to the Reserve Component.

Table 4. Rotational Unit Missions or Tasks Suitable for the Reserve Component^b

Mission or Task	
<p>Combat Full Spectrum Operations – Combat /Sustainment/ Follow on Forces Air and Missile Defense Cyber Defense Nuclear Command & Control Space Command & Control Strategic Intelligence/ Targeteering Theater Specific Command & Control National Command & Control Intelligence, Surveillance, Reconnaissance</p> <p>Stability Operations Stability Operations</p> <p>Homeland Defense Homeland Defense</p> <p>Defense Support of Civil Authorities Defense Support of Civil Authorities</p>	<p>Security Anti-Terrorism Force Protection Foreign Internal Defense & Irregular Warfare Intelligence: Counter-Terrorism/Counter-Intelligence Cyber Security</p> <p>Engagement Theater Security Cooperation Allied Exercises Security Force Assistance Partnership Programs Civil Affairs Intelligence</p> <p>Relief and Reconstruction Humanitarian Assistance / Disaster Relief Infrastructure Recovery, Maintenance and Construction Medical Readiness Training (MEDRET) Reconstruction and Transformation</p>

^bList of missions or tasks was developed initially by review participants attending the QDR-Directed Comprehensive Review Reserve Component Symposium held at the U.S. Army War College on 21-22 July 2010 and subsequently amended during report coordination.

Teams supporting DoD’s TSC, BPC or other activities consist of Service members (Active or Reserve Component) and U.S. Government civilian employees who are assigned to fulfill requirements for which the establishment and sustainment of long-term relationships are critical to mission success and for which continuity with the sourcing solution enhances mission performance. Such teams may also include personnel from the host nation, coalition partners, other U.S. Government agencies, and non-Government organizations (NGOs), such as the Red Cross. Relying on Reserve Component teams to support these missions on a long-term basis enables investment in language and cultural skills. The Reserve Component is also well suited to leverage assets from their civilian communities, e.g., educational, commercial, or governmental. Table 5 identifies the types of teams that could be sourced from the Reserve Component.

Table 5. Team Missions or Tasks Suitable for the Reserve Component^c

Team Mission or Task	
Civil-Military Operations	Security
Professional Military Education	Stability Operations
Conventional Military Operations	Information Operations
Intelligence	Military Information Support Operations (MISO)
Health Affairs	Air and Missile Defense
Maritime Security	Homeland Defense & Security
Engineering	Defense Support of Civil Authorities
Logistics	Reconstruction and Transformation

^cList of missions or tasks was developed initially by review participants attending the QDR-Directed Comprehensive Review Reserve Component Symposium held at the U.S. Army War College on 21-22 July 2010 and subsequently amended during report coordination.

Individual augmentees are Service members (Active or Reserve Component) with or without unit affiliation or U.S. Government civilian employees who perform temporary duties that support mission requirements when an organization, command, or unit is unable to achieve its assigned mission with existing resources. The duration of the duty will vary based on mission requirements for the supported command and availability of the member. Table 6 identifies the types of missions or tasks that could be assigned to Reserve Component individual augmentees.

Table 6. Missions or Tasks Suitable for Reserve Component Individual Augmentees^d

Mission or Task	
Cyber Defense	Medical
Linguists	Legal
Planners & Strategists	Military Intelligence
Specific Logistics	Threat Finance
Finance	Information Technology/C4I Systems
Acquisition/Contracting	Support
Unmanned or Remotely Piloted Aircraft	Logisticians
Operations: Kinetic and Non-kinetic ISR	Force Protection
Scientists	Military Police (confinement, criminal investigation)
Regional Experts	Civil Affairs
Human Resources	Engineers (combat and civil)
Environmental	Public Affairs
Agriculture	Operations/Action Officers
Energy	Training
Military Information Support Operations	Aviation Support
Chemical, Biological, Radiological, Nuclear, or Explosive (CBRNE) Response	Specific Combat Arms
	Reconstruction and Transformation

^dList of missions or tasks was developed initially by review participants attending the QDR-Directed Comprehensive Review Reserve Component Symposium held at the U.S. Army War College on 21-22 July 2010 and subsequently amended during report coordination.

Providing Institutional Support

In addition to operational forces, the Services require a substantial number of personnel that support those forces by providing specific capabilities attendant to the Title 10 responsibilities levied on the Secretaries of the Military Departments for recruiting, organizing, supplying, equipping, training, servicing, mobilizing and demobilizing forces. Reserve Component units or individual Reservists assigned to institutional support would support the Services’ operational forces and would normally be based in CONUS. Table 7 identifies the types of institutional support tasks that could be assigned to Reserve Component units, teams, or individual augmentees.

Table 7. Institutional Support Tasks Suitable for Reserve Component Units, Teams, or Individual Augmentees^e

Mission or Task	
<p>Training</p> <ul style="list-style-type: none"> • Basic Training • Advanced Individual Training • Instructor Support • Instructor Training • Officer Professional Development Training • NCO Professional Development Training • ROTC Support • Small Arms Instructors • Support Services to the Academies <p>Recruiting</p> <ul style="list-style-type: none"> • Recruiting • Logistic Support • Central Issue Facilities • Transportation Support • Depot Maintenance <p>Services</p> <ul style="list-style-type: none"> • Medical • Health • Dental • Legal <p>Facilities</p> <ul style="list-style-type: none"> • Engineering Construction 	<p>Administration</p> <ul style="list-style-type: none"> • Pay / Administrative Services • Personnel Support Activities • HQ Staff Augmentation • Special Staff- Equal Employment Opportunity (EEO), Prevention of Sexual Harassment (POSH), Chaplains • Inspector General Complaints / Fraud Investigations <p>Readiness</p> <ul style="list-style-type: none"> • Mobilization Center Operations • Joint Reception Staging Onward Movement & Integration (JRSOI) <p>Certifications</p> <ul style="list-style-type: none"> • Training Evaluation • Inspector General Inspection Teams • Exercise Validation <p>Public Affairs</p> <ul style="list-style-type: none"> • Communication Support • Public Affairs <p>Cyber</p> <ul style="list-style-type: none"> • Network Security <p>Security</p> <ul style="list-style-type: none"> • Intelligence (security focused) • Base Security • Firefighters

^eList of missions or tasks was developed initially by review participants attending the QDR-Directed Comprehensive Review Reserve Component Symposium held at the U.S. Army War College on 21-22 July 2010 and subsequently amended during report coordination.

Findings and Recommendations

Finding 5: The Reserve Component is well suited for use as a source of strategic depth as well as in a wide variety of operational roles, including providing: (1) rotating operational units deployed in response to Combatant Commander needs and Service requirements; (2) units and teams deployed in support of CCDR Theater Security Cooperation and Building Partner Capacity activities around the globe; (3) individual augmentees who can be deployed in response to CCDR, Defense agency, or Service needs; (4) units, teams, and individuals to support core Unified Command Plan missions

such as HD and DSCA as well as to support Governors in state security; and (5) units, teams, and individuals assigned to support DoD or Service institutional needs.

Recommendation 5a: To the extent possible, the Services should strive to use Reserve Component units, teams, and individuals for tasks for which they are particularly well suited and for which those units, teams or individuals can fairly be considered a “force of first choice” rather than the “force of last resort.”

Recommendation 5b: To the extent possible, the Department’s Global Force Management Process (GFMP) should consider Reserve Component forces for missions and tasks in support of the Department’s Theater Security Cooperation and Building Partner Capacity activities and specialty missions requiring unique skills, particularly when the Reserve Component units have an enduring relationship with a supported command. The Reserve Component can provide a stable, ready trained capability for meeting Combatant Command needs and Service requirements.

Recommendation 5c: The Reserve Component should be a resource to the nation for both HD and DSCA. The National Guard, given its community base, knowledge of, and familiarity with, state and local governments, and civilian skills, should continue to play the principal role in both mission areas. The Title-10 Reserve Components, when needed, should be more readily available to the Department as part of the Total Force effort to support USNORTHCOM.

Finding 6: Among the keys to properly employing Guard and Reserve capabilities are predictability of use, predictability of funding, and predictability of access.

- Predictability of use is the degree to which mission requirements are or can be anticipated – both in terms of the type of mission assignment as well as when the mission will occur and how long it will last. Predictable missions set the conditions for the Guard and Reserve to be successful in planning and executing assigned tasks. Other important selection criteria include challenging and relevant missions within the unit’s or individual’s capabilities.
- Predictability of funding is assurance that the financial resources required to train, deploy, and compensate Guard and Reserve service members will be available wherever and whenever these forces are called into service.
- Predictability of access is assurance that the Guard and Reserve service members can be voluntarily or involuntarily called into service when operational conditions dictate.

Recommendation 6: The Services should plan to use Guard and Reserve for recurring or predictable missions within their capabilities. Using the Reserve Component in this way requires a fundamental shift in the way DoD currently envisions employing these forces. Up until now, many have viewed the Guard and Reserve as essentially a “force of last

resort,” to be used when all other Active Component solutions have been attempted. Instead, DoD should envision the Guard and Reserve as a “force of first choice” for such missions and tasks and the process by which roles and missions are assigned to the Reserve Component should reflect that judgment.

Finding 7: The men and women of the Guard and Reserve volunteer with the understanding that they may be required to serve periodically on active duty. They also expect that they will be assigned appropriate tasks and used judiciously.

Recommendation 7a: DoD and the Services must meet these expectations by ensuring that Guard and Reserve service members are assigned to appropriate tasks.

Recommendation 7b: OSD and the Services should continue to monitor Reserve Component accessions, participation, retention, and readiness to be alert to any trends that might arise from changes in operational assignments or in the broader economic or national security environments.

Finding 8: Although the future environment will be resource constrained, demand for DoD capabilities and capacities is likely to continue unabated. The Reserve Component is well suited to meet many of the future demands, preserve capacity within the Total Force, and do so in an efficient and cost effective manner.

Recommendation 8: To realize these benefits, DoD should strive to:

- **8a:** Consider the technological capabilities resident within the Reserve Component when restructuring to meet future technological threats. Many Reserve Component members are already trained in their civilian education or profession to accomplish the specialized tasks that will be essential in the future operating environment.
- **8b:** Give first consideration to the Reserve Component due to their broad base in civilian acquired skills when expanding capabilities in areas such as cyber defense, intelligence, unmanned aerial system operations, medical, engineering, transportation, logistics , aviation, training and education.

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Establishing a Common DoD Costing Methodology for the Total Force

In keeping with the review's objective of establishing a total force costing methodology that could be used to develop the cost estimates needed to support force mix decisions regarding the Active and Reserve Components, the review team examined "total force" costing from a non-traditional perspective. Rather than relying exclusively on the standard budgeting and programming methods currently in use, this review asked what specific costing approaches would be required when estimating costs for Reserve Component forces that have been assigned operational tasks. As the subsequent discussion will show, establishing a common costing methodology for the total force will be challenging given the wide variety of military operations undertaken by U.S. Armed Forces and the complexities of current DoD accounting systems and metrics. However, the review did identify two key cost estimating approaches particularly relevant to that ultimate goal. First, if a mission area is determined suitable for the Reserve Component, the cost method should not only yield estimates assuming the traditional "strategic" role for the specific Reserve Component units of interest, but should also capture the costs associated with integration of Reserve Component units and personnel into operations to include movement of individual service members between active and inactive status. Second, the cost method should capture rotational operational costs for the Reserve Component units (and any Active Component units for which costs are being estimated for comparison purposes) over sufficiently long time periods to ensure consideration of at least one complete operational cycle (i.e., from one mobilization or BOG period to the next). While adding these considerations introduces complications beyond those needed when the Reserves are assumed to provide only strategic depth, doing so is essential to ensure accurate total cost estimates.

Assuming comparable compensation rates, a part-time "strategic" force is inherently less expensive than a full-time force of comparable size. While individual member pay and unit operating costs for part-time Guard and Reserve forces can approach those for full-time Active Component units when Guardsmen or Reservists are serving on Active Duty, individual-member costs and training and operating expenses are significantly lower when Guard and Reserve service members are not activated. Furthermore, because Guard and Reserve retirees do not collect retirement until age 60, Reserve Component costs will be lower over the long term as well. When taken in combination, these factors result in career life cycle costs for part-time Reserve Component forces that are lower than those for the corresponding full-time Active Component forces. However, over an extended time period, deploying the Reserve Component at a slower rate than the Active Component (1:5 mobilization-to-dwell rotational cycle for the Reserves compared to a 1:3 deployment-to-dwell cycle for the Active force) will necessitate the availability of a larger number of Reserve units (e.g., assuming a 9-

month BOG period, eight Reserve units are needed to provide the same rotational presence that can be provided by four Active units). Given this increase in the number of units, the cost associated with using the Reserve Component will also increase, but with the benefit of having gained substantial strategic capacity. To ensure appropriate consideration of these factors, the Department requires the availability of comprehensive and reliable force costing methodologies.

While costs for Reserve Component units in a “strategic depth” role are substantially lower than those for comparable full-time Active Component units, Reserve unit multi-year costs generally rise to 75-to-100 percent of those for Active units when the Reserve units are integrated at rotation intervals consistent with the Secretary’s guidance (i.e., 1 year mobilized and 5 years dwell in a 6-year period). Variations in the length of the deployment period (“BOG”) and other Service-specific factors can lead to higher costs. In most cases, for mission areas for which the Reserve Component is well suited to provide operational capability, Reserve units are able to meet operational needs at the same or lower multi-year cost than their Active counterparts. Moreover, using Reserve Component forces to provide operational military capabilities typically provides significant capacity gains in the number of Reserve Component forces available for strategic depth.

The leverage and flexibility provided by operationally integrating the Reserve Component are evident in the Department’s budgets for its Active and Reserve Components. In Fiscal Year 2010, for example, the Congress authorized 844,500 Selected Reservists at a baseline budget \$41 billion (sum of strategic, non-deployed operating and personnel costs).¹⁰ The comparable FY 2010 operating and personnel cost for the Congressionally authorized 1,425,000 Active Component personnel total approximately \$218 billion. Active Operation and Maintenance budgets do, however, support a great deal of infrastructure that is essential for supporting the Active forces but which is also utilized in support of the Reserve Component (e.g., training ranges and other facilities). Although the Reserve Component provides capability only on a part-time basis relative to the full-time capability provided by the Active Component, the less expensive Reserve Component force provides leverage for responding to world events at marginal cost. For example, augmenting the Active force by mobilizing roughly 119,000 reserve personnel cost approximately \$12.7 billion¹¹ in overseas contingency operations (OCO) funding in FY 2010. These metrics indicate that a cost-effective Reserve Component can bring value, flexibility and efficiencies in expanding and contracting the total force in predictable deployment situations as well as in meeting

¹⁰ Baseline budget figure obtained from Department of Defense Appropriations Act of FY 2010 (P.L. 111-118). Authorized end strength obtained from National Defense Authorization Act for Fiscal Year 2010 (P.L. 111-84).

¹¹ This amount includes Reserve Component-funded OCO military personnel and operations costs, as well as Active Component OCO funded Reserve and Guard Mobilization personnel costs. However, Active Component OCO-funded operations costs used to support the Reserve Component are not included.

unforeseen emergent requirements. Developing a force costing methodology that provides more visibility of this flexibility and efficiency is the goal.

Feasibility of Establishing a Common DoD Costing Methodology

Given the importance of accomplishing National Defense objectives as efficiently as possible, the Department devotes considerable attention to the costs incurred in providing the capabilities and capacities needed to meet those objectives. Cost assessments are accomplished at the Service level, where each component has developed its own cost estimating methodology based on its unique business model and structured to illuminate issues of particular concern.¹² OSD staff sections employ their own complementary tools as well. Accordingly, as its first objective, this review sought to “establish a common DoD baseline costing methodology for the Total Force and to identify instances where such common baseline costing is not feasible.” To realize this objective the review examined the cost models used by each of the Services to estimate costs associated with their Active and Reserve Components as well as the methodologies employed by OSD Cost Assessment and Program Evaluation.

Finding 9: Although OSD and the Services use some common cost-estimating methodologies, e.g., personnel composite rates and the Contingency Operations Support Tool, the means of accommodating differences in missions, operating profiles, and accounting systems vary considerably. Each of the Services currently uses specific costing methodologies that are adapted to its particular business model when estimating costs for its Active and Reserve Components. While these methodologies have been refined over the last decade, they focus primarily on near-term personnel and operating costs. Less consideration has been given to the identification and allocation of overhead costs and to the analysis of life-cycle costs.

Recommendation 9: While the factors cited above will complicate the adoption of a common detailed operating-cost model across the Department, OSD and the Services can significantly improve their Total Force costing capabilities by making the following adjustments to their current costing methodologies:

- **9a:** Refine existing methodologies to assess a long-term view beyond the current FYDP, and better compare full-time and part-time personnel, operating, and life-cycle costs, both on an individual basis and on a unit basis
- **9b:** Update existing methodologies as operating parameters and emerging assumptions evolve

¹² Examples of the Service costing methodologies are provided in Annex A.

- **9c:** In conjunction with OSD CAPE, develop methodologies to assist in comparison of costs of similar capabilities across different Services
- **9d:** Develop methodologies to identify and allocate overhead costs equitably for both full-time and part-time forces and to estimate costs for supporting remote and distributed reach-back centers such as the Joint Reserve Intelligence Centers (JRICs).

Rotational Cost Methodologies

As its fifth objective, the Terms of Reference for this review directed that cost-benefit considerations be employed to assess proposals for rebalancing the mix of Active and Reserve Components. To provide essential background for understanding the cost portion of these assessments, this section illustrates the idea of “rotational cycle costing,” designed to constantly produce forces ready for rotational deployments in an orderly, predictable fashion. In times of constant deployment requirements, the concept of rotational costing has evolved along with Service force generation models (e.g., the Army Force Generation process). While the approach illustrated is directly applicable to land forces, it can be applied to other types of forces as well. The Navy, however, has few reserve forces that routinely deploy rotationally, while the Air Force relies extensively on the voluntary deployment of Reservists and Guardsmen, many of whom serve in units that have elements blended from both the Active and Reserve Components. Because rotational costing has become more common over the last decade and little description is available in current literature or prior reviews, Figures 6a through 6e, below, have been constructed to illustrate the cost estimating process for such cases (albeit using notional costs).

Active Units Rotating at 1:3 with 1-Year BOG. Figure 6a shows the application of the rotational model to the case in which four notional Active Component units that “rotate” at 1:3 (one year deployed; three years dwell) can fulfill a deployment requirement of one unit per year for a six-year period. The dwell years are designated in yellow and the deployment years are green. The total cost for this example is notional and is generated by designating a base cost of a dwell year at \$100 and a deployment year at \$278. (These cost values were the actual deployed and dwell unit costs for Active and Reserve Infantry Brigade Combat Teams (IBCTs) as extracted from the COST model and then “normalized” so that the cost of the Active unit’s dwell year equals \$100.) Thus the relationships between the example costs should be comparable to those estimated for the IBCT by the Army. A notional cycle cost of \$3,468 was developed that includes costs for all four Active units, whether in deployed or dwell status, for all six years.

Years	Year 1									Year 2									Year 3									Year 4									Year 5									Year 6									Notional Cost																		
Months	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54		55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72
AC1	278									100									100									100									278									100									956																		
AC2	100									278									100									100									100									278									956																		
AC3	100									100									278									100									100									100									778																		
AC4	100									100									100									278									100									100									778																		
Total AC																																																																									3468

	= Deployment
	= Dwell
	= Pre and Post Deployment Activities

Figure 6a. Application of Rotational Costing Model to 1:3 Active Component Unit with 1-Year BOG Period

Active Units Rotating at 1:3 with 9-Month BOG. Several of the cost examples developed by the Army depict Active units rotating at 1:3 with a nine-month deployment period and a 27-month dwell period rather than the 12-month deployment and 36-month dwell periods assumed in the preceding figure. Figure 6b shows the rotational model for these conditions. As a result of the shorter BOG period, the notional cost to cover the six year period grows slightly to \$3,592 (an increase of 3.6 percent).

Years	Year 1									Year 2									Year 3									Year 4									Year 5									Year 6									Notional Cost																		
Months	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54		55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72
AC1	224									25	100									100									224									25	100									100									898																
AC2	75									224									50	100									75									224									50	100									898																
AC3	100									50	224									75	100									50	224									75	100									898																							
AC4	100									100									25	224									100									100									25	224									898																
Total AC																																																																									3592

	= Deployment
	= Dwell
	= Pre and Post Deployment Activities

Figure 6b. Application of Rotational Costing Model to 1:3 Active Component Unit with 9-Month BOG Period

Mix of Active and Reserve Units Rotating at 1:3 and 1:4.5 Respectively. Figure 6c shows the rotational model for an integrated hybrid force mix of two Active units and three Reserve units. In this example, the Active units are assumed to rotate at 1:2.5 (more strenuous than the Army’s current goal of 1:3), while the Reserve units rotate at 1:4.5 (more strenuous than the Secretary of Defense established 1:5 rotational goal for Reserve units). The Active units are assumed to deploy for 12 months, while the Reserve units are assumed to be mobilized for 12 months to achieve a nine-month “Boots-on-Ground” (BoG) period. The remaining three months of Reserve mobilization are spent in the pre-deployment (two months) and post-deployment (one month) phases. The estimate assumes that the cost of a Reserve dwell year is roughly one third as large as

the cost of an Active dwell year. However, during the year before deployment, the Reserve unit is assumed to require 21 additional days of training in the ARFORGEN cycle. The notional cost for this option is \$3,150 (a decrease of 9.2 percent).

Years	Year 1							Year 2							Year 3							Year 4							Year 5							Year 6							Notional Cost																																					
Months	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42		43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72							
AC1	278							100							100							60							278							100							50							966																														
AC2	83							100							278							100							100							58							185							904																														
RC1	40							246							33							33							33							33							6							423.5																														
RC2	22							33							50							246							33							33							11							428																														
RC3	14							33							33							33							50							246							19							428																														
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■	= Pre and Post Deployment Activities																																																																															

Figure 6c. Application of Rotational Costing Model to Mixed Active and Reserve Component Unit

Reserve Units Rotating at 1:5 with 9-Month BOG. Figure 6d shows the rotational model for the case when the requirement is sourced entirely from the Reserve Component. In this instance, the Reserve units are assumed to deploy using a 1:5 mobilization-to-dwell ratio, rather than the Active Component’s deployment-to-dwell ratio of 1:3. As a result, eight Reserve units are needed to cover the same deployment period provided by four Active units. Despite the larger number of Reserve units needed, the notional cost for this case is \$3,406 – a value roughly 2 percent smaller than the cost obtained for the all-Active example. While the costs for Active and Reserve units are nearly equal during their deployment years, Reserve units cost much less during the dwell years given their reduced active duty requirement. In addition, this example assumes that the equipment needed by the Reserve units is available in theater. In addition to their lower cost, the larger number of Reserve units provides twice as much overall capacity than do the Active units. This additional strategic depth could prove of value should a major contingency arise.

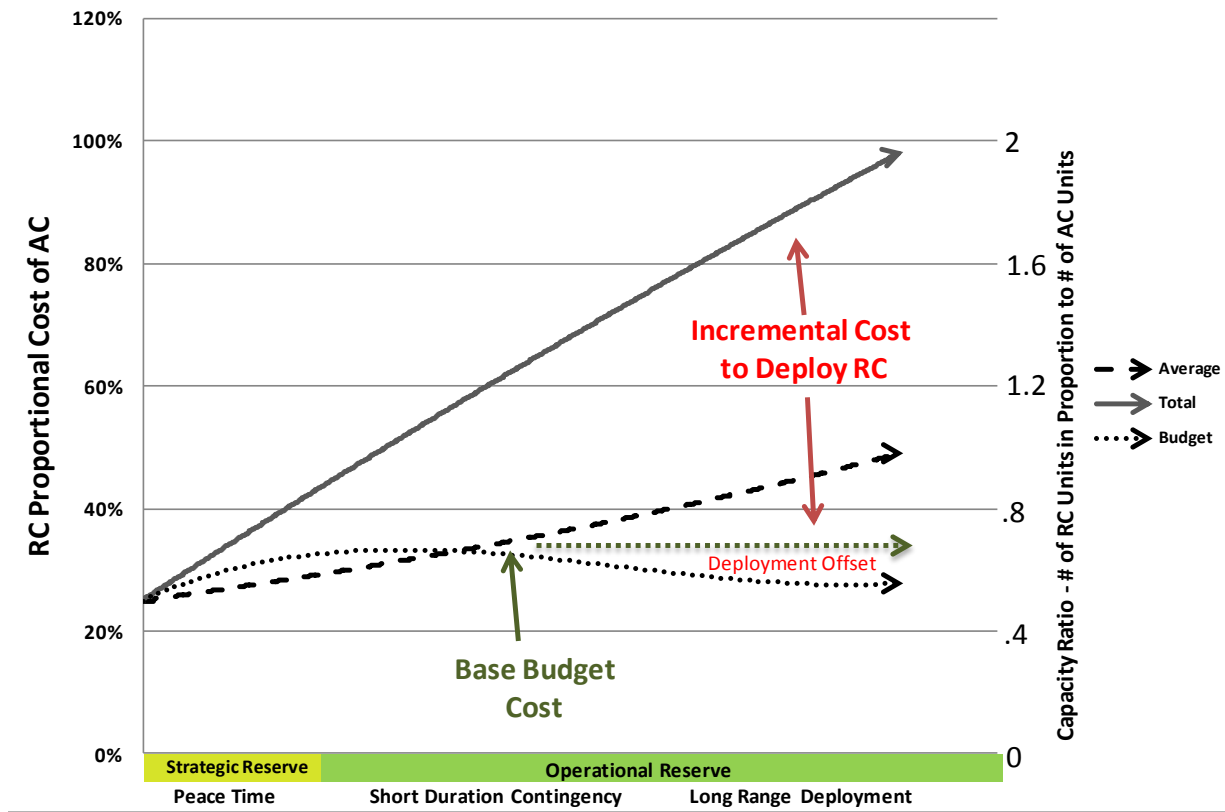


Figure 7. Rotational Costing and Capacity Range Model

When Reserve Component deployments are infrequent (i.e., the Reserve is maintained primarily for strategic depth), the costs for a Reserve unit are between a quarter to a third of the costs for a comparable Active unit. As Reserve units are integrated into the operational deployment cycles, additional numbers of Reserve units are needed to meet demand, with the specific number depending on the particular mobilization-to-dwell ratio and BOG duration employed (as shown in Figures 6a through 6e). Given the increase in the number of units, the costs for employing the Reserve Component begins to rise until it becomes equivalent to that for using full-time Active Component units when the Reserves are employed full time.

At intermediate levels of employment, the Reserve Component can provide both operational capability and increased strategic depth (owing to the additional Reserve Component units that are needed in order to provide operational capability) at lower cost than is the case for Active units. Such an approach is particularly useful during periods of reduced demand when not every unit would need to cycle through the force generation processes for deployment. During these periods, it is less expensive to maintain capacity in the Reserve Component than in the Active Component.

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Options for Rebalancing the Total Force

Assessment Approach

If the Department is determined to gain the best efficiencies from every budget dollar, it needs to look more closely at using the National Guard and Reserve as a sustained element of the operational force, especially if either major overseas requirements or top-line budgets decline in the future.¹³

Options Examined. This review identifies instances where a well trained, highly experienced, cost-effective reserve force should be considered for routine ongoing operational missions. The options were selected based on the following overarching justifications:

- Enhancing Total Force capabilities or capacities
- Mitigating stress on the Total Force
- Preserving Total Force readiness
- Efficiently using limited DoD resources by reducing cost to provide required forces or capabilities
- Preserving national investment made in the Guard and Reserves
- Sustaining the Department’s connection with American citizenry
- Utilizing the Reserve Component for requirements for which they are well suited, such as campaign-plan activities that are:
 - Predictable
 - Consistent over time
 - Ones in which long-term relationships enhance performance
 - Ones that benefit from greater continuity in the sourcing solution.

The specific options examined are identified in Table 8. Additional detail regarding each of these options is provided in Annex D.

Identifying Benefits. To identify the operational benefits associated with each of the options, the review evaluated each option’s potential impact on (1) Total Force capabilities, (2) the level of stress incurred by the Total Force, and (3) the preservation of Reserve Component readiness gains. In addition, the review examined implementation complexities associated with each option.

¹³ A reduction in the number of forces required for overseas operations could easily lead to the Reserve Component being “returned to the shelf” for use primarily as strategic depth. A similar outcome could result from reductions in future DoD budgets. This report argues strongly for continued use of the Reserve Component as an operational force, rather than returning it to the shelf.

Table 8. Options for Rebalancing the Total Force

Option	Description
1) Rebalance AC/RC mix to remedy capacity and BOG-Dwell shortfalls	Rebalance AC/RC capacity as appropriate to remediate established force capacity shortfalls and/or to enable units to reach desired BOG-Dwell ratios
2) Rely on rotational RC units to provide global posture	Rely on rotational RC units to provide global posture vice selected forward deployed forces
3) Establish habitual relationships between RC units, teams, or individuals, as appropriate and available, and specific DoD components	Establish habitual relationships between specific RC units, teams, or individuals and selected combatant commands, Service functions, DoD agencies or Interagency partners in order to facilitate access to those units and sustain desirable long-term relationships
4) Create regional or national RC units staffed by personnel willing to serve longer or more often	Rely on RC units for entire units, sub-units, teams, and/or individuals at the deployment frequencies and durations required to meet operational needs of combatant commands
5) Adjust capabilities included within RC to meet emerging needs	Adjust capabilities included within RC to enhance Total Force capability to meet emerging needs in cyber defense, ISR and intelligence analysis, homeland defense and DSCA, and sustained engagement with foreign partners
6) Enhance AC-RC integration	Integrate selected RC elements into operational AC units and/or integrate selected AC elements into RC units
7) Rely on RC to provide selected institutional support	Rely on RC units for capabilities needed to accomplish some Service institutional support requirements

Estimating Costs. To identify the potential cost implications associated with each of the options, the review examined a total of 12 illustrative cases; one or more for each of the seven options identified in Table 8. Given the differences among the specific Service cost methodologies noted in the preceding section of the report, a combined Service and OSD approach was used to estimate the costs associated with each of the options. Specifically, the review drew on the cost assessment capabilities of each of the Services, supplemented by the contributions of OASD (Reserve Affairs), CAPE, Comptroller, and contracted analysis support. The specific illustrative cases examined are identified in the corresponding sections below; the resulting cost estimates are collected in Annex A along with additional details regarding the specific cost cases considered, and the methodologies and assumptions used in developing the estimates.

Scope and Limitations. While the review tried to ensure consistency among the individual assessments, some limitations are apparent. First, the assessments were accomplished without specifying a specific demand signal that validated the need for any specific option. As a consequence, the assessment does not attempt to determine whether current or projected Active Component forces would be capable of providing the capability being illustrated. Second, costs for the illustrative cases were estimated in isolation; the cumulative impacts from combinations of cases or options were not assessed. Details regarding unanticipated impacts to other force components (to include

supporting infrastructure) would depend on the specific approach used in implementing each option; thus necessitating further review. Third, as noted in the preceding section, the specific costing methodologies used are subject to their own limitations, which are of varying degrees of significance as indicated in the discussion provided for each rebalancing option. Consequently, the example cases should be considered illustrative; a decision to implement a specific option would require further assessment to include development of budget quality cost estimates. Finally, while cost efficiency is an important factor, it is not the only factor that should be considered. Operational benefits are at least as important and have been developed to the extent feasible.

Remediating Capacity Shortfalls within the Total Force

Although the shortfall remediation process is continually on-going within the Services, the Services should consider their Reserve Components more fully when rebalancing capabilities or capacities for those missions for which the Reserve Components are well suited. Going forward this will help preserve Total Force capacity, maintain the readiness gains of the Reserve Components, relieve stress on the Total Force, and may present opportunities for cost savings.

The Joint Staff (J8) identifies and assesses capabilities requested by the Combatant Commanders that the Joint Force Providers are unable to source. The Services also continually undertake force rebalancing activities within their own components in order to adjust their forces to better meet the needs of on-going and planned operations. In fact, between FY 2003 and FY 2009, the Services rebalanced some 180,201 personnel spaces within their forces, to include adjustments in the numbers assigned to such tasks as aviation, civil affairs, engineers, infantry, intelligence, military police, psychological operations, rotary wing aircraft, and unmanned vehicle operations among others.

The Services expect to rebalance an additional 122,000 personnel spaces between FY 2010 and FY 2015. As was the case previously, these restructurings will be accomplished with end-strength constraints on both the Active and Reserve Components. Accordingly, as one type of capability is increased, the Services will need to identify other capabilities that must to be reduced. This continuous rebalancing process has yielded a more appropriately structured force, better able to meet current global demands. This is not to say, however, that Service actions can remediate every shortfall. In some cases, there is no alternative to allowing a shortage to remain and accepting the resultant risk. Future changes in the mix of Active and Reserve forces will need to be weighed against implications to recruiting, training, and equipping units, while accounting for readiness and accessibility as well as weighing risk and cost.

To illustrate the potential cost implications associated with using the Reserve Component to remediate capacity shortfalls with the Total Force, the review considered the following two cases: (1a) an Army Combat Heavy Engineering Battalion and (1b) an Army 30,000-Troop Enabler Force.

Providing Rotational Units to Meet Recurring Demands

This option proposes use of Reserve units as rotational forces to provide global posture in lieu of forward deployed Active Component units in order to lower cost, improve AC BOG-to-Dwell ratios, permit full spectrum training, or attain other efficiencies. The Reserve Component currently has sufficient capacity in many areas to be able to assume routine forward presence missions on a 1:5 rotational basis (i.e., one year mobilization followed by five years in dwell status), consistent with the goals established by the Secretary of Defense. Thus, the overall goal of this option is to leverage the Reserve Component capabilities gained over the past decade in a way that enhances DoD's ability to accommodate anticipated future demands on our nation's military forces.

To illustrate the potential cost implications associated with using Reserve Component units to meet recurring operational demands, the review considered three specific cases in which Reserve units were deployed from CONUS to provide (2a) a Fires Brigade equipped with the Multiple Launch Rocket System (MLRS) for assignment to Korea and (2b) an F-15 Fighter Squadron for assignment to the European theater, and (2c) a rotational Marine Corps Infantry Battalion to Okinawa.

Establishing Habitual Relationships Between Reserve Units and Combatant Commands or Other DoD Components¹⁴

In this option, habitual relationships would be established between specific Reserve units, teams, or individuals, as appropriate and available, and selected Combatant

¹⁴ The study does not specify the exact nature of the proposed habitual relationship, but leaves it to the Services to determine the specific doctrinal relationship to be employed if and when such a relationship is established. In some instances, the Service may assign a reserve force to a Combatant Command or other DoD component. In other cases, the Service could determine that allocation or apportionment is more appropriate. All such relationships would be accomplished in accordance with the parent Service's Title-10 responsibilities and force generation process. Thus, a Service may determine that establishment of a specific habitual relationship is contrary to its obligation to provide the best force for a given mission. Finally, the Services would retain the ability to supersede any such relationships for higher priority needs, such as more significant threats to national security.

Commands, Service functions, DoD Agencies, or Interagency partners in order to facilitate access to those forces and thereby sustain the long-term relationships needed to support DoD Building Partner Capacity and Theater Security Cooperation activities. Use of the Reserves to provide this capability would enhance the supported unit by providing trained and qualified personnel to meet unanticipated requirements and would be preferable to drawing those forces from active units and thereby disrupting the Active Component's ability to meet rotational demands.

Reserve Component personnel are also more likely to bring many of the critical skills required during Building Partner Capacity or Theater Security Cooperation activities, including expertise in agriculture, business, finance, governance, and rule of law. Reserve Component personnel may also provide a useful source for foreign language skills and knowledge of foreign cultures. Because many reservists remain in the same unit for their entire career, the Reserve Component is well suited to establish desirable long-term relationships with Host Nation units and service members and sustain the language and cultural awareness that can only be gained over time. Assuming that units are appropriate and available, establishing habitual relationships enables the Reserve Component unit to develop and sustain long-term relationships with foreign partners (e.g., State Partnership programs), permits the setting of extended goals, and makes effective use of available resources. As an additional benefit, the Reserve Component can provide experience in interacting with other institutions of U.S. power such as business, education, and state and local governments, thus enabling not only whole-of-government solutions but the potential for whole-of-nation solutions. The on-going National Guard State Partnership Program provides an effective example of how Reserve units can support realization of these goals.

The recently implemented Combatant Commander Initiative Fund (CCIF) provides a potential model for funding such organizations. This Initiative provides a total of \$50 million that can be allocated by the Chairman of the Joint Chiefs of Staff "to support unforeseen contingency requirements critical to Combatant Commander's joint warfighting readiness and national security interests."

Possible options for providing such support include establishing habitual relationships for specific Reserve Component units or personnel, as appropriate and available, with (1) selected Combatant Commands (e.g., USAFRICOM); (2) selected Service-specific functions [e.g., U.S. Army Training and Doctrine Command (TRADOC)]; or (3) DoD agencies [e.g., the Defense Intelligence Agency (DIA)] or with Interagency partners as part of a whole-of-government solution (in accordance with DoDI 1000.17); or (4) to provide the Federal response assets required by USNORTHCOM on a long-term basis.

To illustrate the potential cost implications of establishing habitual relationships for Reserve Component units, teams, or individuals with selected DoD components, the review estimated the costs associated with (3a) establishment of a Joint Reserve Unit at

a representative Combatant Command using either rotational or Full Time Service (FTS) Reserve personnel and with (3b) providing twenty Mobile Training Teams annually to that same Combatant Command.

Enabling Differing Methods of Service within the Reserve Component

Every day for the past nine years over 20,000 Reserve Component service members have served on active duty as volunteers. These individuals have the time and life style situation to serve more than the one weekend per month and two weeks per year that have long been considered standard for Guard and Reserve personnel. The Department needs to adopt methods to leverage this willingness to serve to fulfill the part-time and temporary demands of its Combatant Commands, major command headquarters, and the Defense agencies. The U.S. business community is acutely aware of the cost efficiencies of a part-time labor force; DoD should now strive to develop similar practices.

The work and life style patterns of the 21st Century provide current and future Reservists with a variety of different opportunities to serve the nation. Teachers, students, construction workers, and the self-employed often do not work and live in a 9-to-5, Monday-through-Friday world. For many, staying with the same company for an entire career is a thing of the past; a large number of workers change jobs every two or three years. These evolving employment patterns offer Reservists and Guardsmen many ways to continue a civilian career and serve the nation more often.

Accordingly, in this option, DoD would create national or regional Reserve Component units staffed by personnel willing to serve more frequently or for longer periods of time in order to support such tasks as Theater Security Cooperation, Building Partner Capacity, HD, Defense Support to Civil Authorities, and the Services' institutional support missions. Service in these units would be voluntary; the member would join knowing full well the conditions of service. For example, such units could be called to active duty more frequently than the current 1:5 rotational goal. As a result, a unit could return to the same Theater Security Cooperation mission more frequently, thereby enabling the establishment of a long-term relationship with a major command or with a foreign nation and its leaders. This type of long-term service would also provide a good return on a Guard or Reserve member's investment in language or cultural training. Moreover, deploying a Reserve unit on a shorter dwell (e.g., 1:3) would increase the dwell of the Active unit that it relieves.

As a second example, a differentiated Reserve unit might provide 90-days of active duty service each year to augment a known surge in demand. A Reserve training unit could provide drill sergeants who would fall in on a basic training facility and relieve the stress

during the peak summer training period for 90-120 days. Using this approach, a Reserve training division could maintain the desired 1:5 rotational rate, but still provide one battalion every year out of its six battalions.

For many of the Department's missions, response time is critically important. Under the differential service concept, Reserve units and individuals could agree to volunteer to respond on short notice – 24 or 96 hours. Such prepare-to-deploy operations (PTDO) could be suitable for Reserve units if the response time were known and agreed to in advance. Volunteers in these type units would be made fully aware of the conditions of service and would agree to meet mission requirements. This third example would be well suited for HD and consequence management missions.

The three examples provided above effectively illustrate the concept of differential service. The one-weekend-a-month, two-weeks-in-the-summer notion of Reserve service satisfies neither the operational needs of the Combatant Commands nor the willingness of many Reserve members to serve. Similarly, the Department's 1:5 mobilization-to-dwell rotational goal imposes an unnecessary constraint on many Guard and Reserve members who are willing to serve more frequently, as evident by the 20,000 who volunteer for such duty every day. This is not to say that traditional Reserve service is outdated or that the goal of 1:5 is not reasonable. Rather, it says that 21st Century lifestyle patterns and service demands are changing and the old models may not be for everyone or take full advantage of what the Reserve Component can do. As has been stated before, known predictable missions are well suited for the Guard and Reserve. Many the nation's largest and most successful companies have a variety of full-time and part-time employment options; the Department needs to determine whether such an approach could be beneficial. Known, predictable methods of differential service in support of Service or Combatant Command operational needs are well suited for the Guard and Reserve.

Realizing a differential service commitment would require the development of contracts or agreements that would commit willing Guard or Reserve members to serve in units requiring higher rates of mobilization or access. Such differentiation within the Reserve Component would provide an additional sourcing option for units, teams, and personnel for contingency operations or emergencies.

To illustrate the potential cost implications of enabling differing methods of service within the Reserve Component, the review estimated the costs associated with a differentiated Military Police Company.

Adjusting Reserve Capabilities To Meet Emergent Needs

Advances in technology are changing how we fight today and in the future. In coming years, many security challenges will be invisible, move at the speed of light, or not be apparent until “after the fact.” Nano-technology, cyber warfare, and biological threats are already real and are certain to impact the future of warfare. Many Reserve Component service members hold civilian jobs in advanced technology fields or in providing education or training for such technologies. As a result, the Reserve Component provides both a logical and cost-effective source for individuals with relevant advanced technology skills as well as an organization within which DoD can develop and house units with expertise in these areas.

Accordingly, this option adjusts capabilities included within the Reserve Component to enhance Total Force capability to meet emerging demands arising from new challenges. The most promising options for building capability within the Reserve Component include:

- Creating cyber defense capabilities
- Expanding DoD’s intelligence, surveillance, and reconnaissance (ISR) operations and intelligence analysis¹⁵ capabilities
- Augmenting HD and DSCA capabilities
- Conducting sustained engagement with selected foreign partner military establishments.

To illustrate the potential cost implications of adjusting Reserve capabilities to meet emerging needs, the review estimated the costs associated with an Air Force Distributed Common Ground System, which provides advanced ISR capabilities.

Enhancing Reserve Integration with the Active Component

While not a new idea, the option of enhancing reserve integration with the Active Component merits further consideration. Among the possibilities for enhancing integration between the Active and Reserve Components are (1) incorporating selected Reserve personnel or elements into operational Active Component units and (2) incorporating selected Active Component personnel or elements into Reserve units. The

¹⁵ Joint Reserve Intelligence Centers (JRICs) provide a suitable means for accomplishing this. The 28 JRICs within CONUS provide support to the COCOMs, the Combat Support Agencies such as DIA and the National Security Agency (NSA), and Service intelligence centers. Their contributions include providing more than 30 percent of USEUCOM’s analysis and production capability and all of USPACOM’s targeting analysis. The JRICs provide an environment where Reserve intelligence professionals can support real-time missions in addition to honing their skills and thereby enhancing their readiness.

Air Force and Navy currently employ a variety of integrated and blended aviation units. Integration has been found to enhance readiness and flexibility by enabling the unit to draw on the experience and capabilities of its Active or Reserve counterpart.

To illustrate the potential cost implications associated with use of integrated units, the review examined two specific cases: (6a) enhanced Active-Reserve integration within a ground-force rotary-wing aviation unit in order to increase aircraft crew ratios and subsequently increase the availability of rotary wing assets (a QDR initiative), and (6b) the integration of an Army Reserve or Army National Guard maneuver battalion into an active Army Infantry Brigade Combat Team.

Providing Institutional Support

In this option, the Reserve Component would provide units, teams, or individuals to support the Title 10 responsibilities of the Secretaries of the Military Departments for recruiting, organizing, supplying, equipping, training, servicing, mobilizing and demobilizing their assigned forces. The specific responsibilities for which the Reserve Component is a feasible and attractive option include the following:

- Recruiting – assisting in attracting new service members
- Training – assisting the Active Component in training, ranging from initial individual training to unit pre-deployment training
- Administration – assisting with pay and personnel management
- Depot Level Maintenance – assisting with major repair or refurbishment of platforms and equipment
- Medical, legal, or chaplaincy services.

The rationale behind this option is to use Reserve Component units that are organized to provide institutional support to execute their mission during regular training time. Doing so offers the following advantages: (1) by performing actual missions in their area of expertise, the Reserve members or units would gain valuable experience and training; (2) the time spent doing these missions is already paid for in drill and annual training time; (3) relying on reservists for these tasks could relieve stress on the operational force by allowing Active Component personnel to return to the operational force; and (4) relying on reservists could provide overall efficiencies in that these personnel would do work that would otherwise be done by civilians or contractors.

To illustrate the potential cost implications associated with use of the Reserve Component to meet some institutional needs, the review estimated the costs associated with relying on the Reserve Component to provide drill sergeants during the annual summer training surge.

Findings and Recommendations

Table 9 summarizes the cost results obtained for the entire set of illustrative rebalancing cases considered during the review. Unless indicated otherwise, the cost estimates were developed by the Service identified in the description of each illustrative case.

Table 9. Summary of Cost Results Obtained for Illustrative Cases

Rebalancing Option	Illustrative Case	Result Obtained
1) Adjust AC-RC Balance To Address AC Capacity Shortfalls	1a) Army Combat Heavy Engineering Battalion	May lower cost if sourced partially or fully from Reserve Component
	1b) Army 30,000-Troop Enabler Force	May lower cost if sourced partially or fully from Reserve Component
2) Draw Selected Rotational Units from Reserve Component	2a) Army Fires Brigade in Korea	May lower cost if sourced partially or fully from Reserve Component
	2b) Air Force F-15C Aircraft in Europe	May lower cost if sourced from Reserve Component, assuming no costs for dwell units.
		May increase cost if sourced from Reserve Component, assuming dwell unit costs are included.
2c) Marine Infantry Battalion in a Continuous Presence Mission	May increase cost if sourced partially or fully from Reserve Component due to relative lengths of mobilization and BOG periods	
3) Establish habitual relationships between selected Reserve Component Units, as appropriate and available, and Combatant Commands or other DoD Components	3a) Joint Reserve Unit (Navy estimate)	May lower cost if sourced using rotational Reserve Component personnel rather than FTS Reserve members
	3b) Mobile Training Teams (Navy estimate)	May lower cost if sourced from Reserve Component
4) Enable Differing Methods of Service within the Reserve Component	4) Differentiated Military Police Company (Army estimate)	May lower cost if sourced from Reserve Component, regardless of deployment period considered
5) Rebalance Reserve Component To Meet Emerging Needs	5) Air Force Distributed Common Ground System (ISR Unit)	May lower cost if sourced from Reserve Component
6) Enhance Active-Reserve Integration	6a) Reserve Integration within Army Active Helicopter Unit (Contractor estimate)	May lower cost if sourced partially or fully from Reserve Component
	6b) Reserve Integration within Army Infantry Brigade Combat Team	May lower cost by including Reserve Component battalion
7) Use Reserve Component To Meet Some Institutional Needs	7) Army Drill Sergeant Surge	May lower cost when sourced from Reserve Component

From an overall perspective, it seems clear that rebalancing the mix of Active and Reserve Components offers the possibility for cost reduction depending on the specific implementation approach adopted.

Finding 10: Although each of the Services is making commendable efforts to manage their Active and Reserve components as a Total Force, additional possibilities exist for rebalancing those forces. Implementation of some or all of these options could reduce the costs incurred by the Department in meeting the operational needs of geographic and functional Combatant Commanders as well as the institutional support needs of the Secretaries of the Military Departments. Moreover, rebalancing can balance stress across the Total Force while sustaining the substantial readiness gains made in the Guard and Reserve over the last decade. Table 10 provides an overall evaluation of these options. The last case shown assumes that the Reserve Component would essentially be placed “on the shelf” for use primarily to provide strategic depth as was the case in an earlier era (i.e., when reservists expected to be deployed perhaps once over the course of an entire career). Because this option does not enhance Total Force capability, relieve stress on the Total Force, or preserve the Reserve Component readiness gains achieved over the last decade, it was not considered further.

Table 10. Overall Evaluation of Rebalancing Options

Option	Evaluation Criteria				
	Enhance Total Force Capability	Relieve Stress on AC	Preserve RC Readiness Gains	Straightforward Implementation	Reduce Total Force Cost
1. Adjust AC-RC Balance To Address AC Capacity Shortfalls	For Affected Skills	For Affected Skills	For Affected Skills	May Entail Equipment Purchases	May Require Offsets
2. Draw Selected Rotational Units from RC	✓	✓	✓	Uncertain	May Require Offsets
3. Establish Habitual Relationships between Selected RC Units and DoD Components	✓	✓	✓	Uncertain	✓
4. Enable Differing Methods of Service within the RC	✓	✓	✓	Need To Establish Regional/National Units	✓
5. Rebalance RC To Meet Emerging Needs	✓	✓	Adds Needed Capability	Depends on Capability/Skill Sets	Requires Offsets
6. Enhance Active-Reserve Integration	✓	✓	✓	Uncertain	✓
7. Use RC To Meet Some Institutional Needs	✓	✓	X	Uncertain	✓
8. Put “RC on the Shelf” as Strategic Reserve)	X	Likely To Increase Stress on AC	X	✓	Uncertain (May increase demand on AC)

✓	Provides acceptable benefit for indicated evaluation criterion
X	Does not provide acceptable benefit for indicated evaluation criterion

Recommendation 10: The Services should consider implementing some or all of the following options for rebalancing capabilities and capacities within their Total Forces:

- **10a:** Relying on the Reserve Component as a source when building force structure to alleviate shortfalls or preserve or expand capacity especially in cases where the Reserves are particularly well suited and cost is a consideration
- **10b:** Assigning some recurring operational missions to Reserve Component units when such assignments can provide a cost-effective replacement for Active Component forces
- **10c:** Establishing habitual relationships between specific Guard or Reserve units, as appropriate and available, and individual Combatant Commands or other DoD or Service components, to enable the development and sustainment of long-term relationships through employment planning and exercises.¹⁶ The Combatant Commands further urged the establishment of a Joint Reserve Component organization structure at each command to facilitate establishment of such relationships, to include a Joint Reserve Unit and any appropriate specialized units that might be assigned to or otherwise associated with the Command. In the Combatant Command's view, doing so would facilitate the management and operational use of all Joint Reserve personnel and provide an operational chain for the allocation or assignment of reserve units to Combatant Command theaters of operation. The specific structure of the JRU would be determined by each Combatant Command upon consideration of its particular needs.
- **10d:** Establishing national or regional Reserve Component units staffed with personnel who are willing to serve on Active Duty more frequently or for longer duration than typically expected of reservists in order to facilitate their use for certain missions
- **10e:** Accommodating the demands imposed by emerging needs, to include cyber defense; intelligence, surveillance, and reconnaissance (ISR); efforts to combat weapons of mass destruction; regional engagement; and HD and DSCA
- **10f:** Increasing the level of integration of Active and Reserve forces into "blended units" to include ones that are predominately filled from the Active Component as well as others that are predominately filled by the Reserve Component

¹⁶ The study does not specify the exact nature of the proposed habitual relationship, but leaves it to the Services to determine the specific doctrinal relationship to be employed if and when such a relationship is established. In some instances, the Service may assign a reserve force to a Combatant Command or other DoD component. In other cases, the Service could determine that allocation or apportionment is more appropriate. All such relationships would be accomplished in accordance with the parent Service's Title-10 responsibilities and force generation process. Thus, a Service may determine that establishment of a specific habitual relationship is contrary to its obligation to provide the best force for a given mission. Finally, the Services would retain the ability to supersede any such relationships for higher priority needs, such as more significant threats to national security.

- **10g:** Assigning some portion of the institutional support tasks¹⁷ that are the responsibility of the Secretaries of the Military Departments to Reserve Component units, teams, or individuals.

Based on the assessments provided here, employment of the Guard and Reserve to meet operational demand offers the potential to satisfy mission needs, expand Total Force readiness, and grow strategic depth in a cost-effective manner.

¹⁷ The Title 10 responsibilities of the Secretaries of the Military Departments include recruiting, organizing, supplying, equipping, training, servicing, mobilizing and demobilizing their assigned forces.

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Providing for a Trained, Equipped, Ready, and Available Guard and Reserve

The study examined some 30 separate issues or topics of concern related to the conditions and standards that provide for a trained, equipped, ready, and available Guard and Reserve. As illustrated in Figure 8, these included considerations related to the Guard or Reserve service member's military unit as well as his or her military career, personal life, and civilian career. Assessments of issue severity and potential remedies were based on information provided in the large collection of recently completed studies and reviews of reserve-related topics, to include the Commission on the National Guard and Reserve, the Center for Strategic and International Studies report on the Future of the National Guard and Reserves, and the Independent Panel Review of Reserve Component Employment in an Era of Persistent Conflict, together with input from the study's Issues Team for Objectives 2-5. (This material is summarized in Annex C in Volume II and in Annex E in Volume III of this report.) The most important of the conditions and standards issues examined in the study are summarized in the paragraphs below.

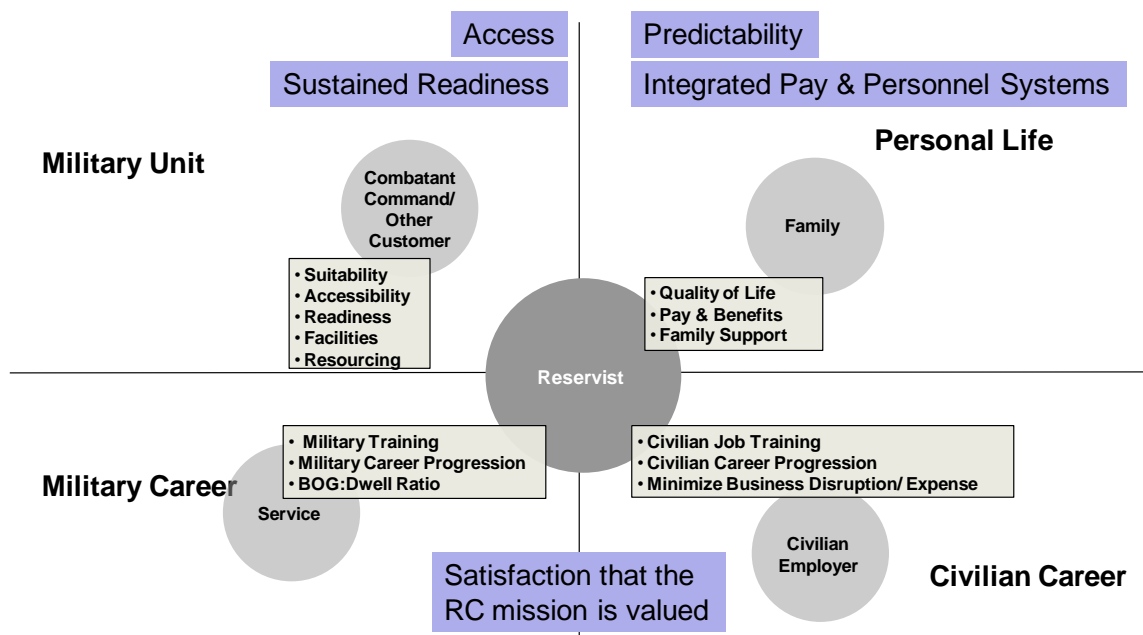


Figure 8. Range of Conditions and Standards Issues Examined in Study

Finding 11: Providing for a trained, equipped, ready, and available Guard and Reserve requires modification to the way in which DoD recruits, equips, trains, employs, and cares for its Reserve Component personnel.

Recommendation 11: DoD should consider implementation of the following to ensure a ready Guard and Reserve best capable of meeting national defense objectives:

- **11a:** Developing enlistment or terms-of-service contracts that enable employment of Reserve Component personnel who are willing to serve on Active Duty for longer or more frequent periods than current practice
- **11b:** Providing the equipment and systems that will be used during operational assignments sufficiently far in advance so that units, teams, and individuals are thoroughly proficient prior to deployment
- **11c:** Reviewing Total Force training structure to include joint regional state-of-the-art training facilities, advanced simulators, equipment, and appropriate training ranges in order to maintain the readiness gains of the last decade, reduce redundancy, and gain cost effectiveness
- **11d:** Sustaining Guard and Reserve readiness cycles that ensure and validate that Reserve Component forces are fully capable and interoperable with their Active Component counterparts
- **11e:** Developing alternative approaches to ensure medical and dental readiness of Guard and Reserve organizations, especially those who are “next to deploy”
- **11f:** Simplifying incentives, pay, and allowances to include reducing the number of “duty status” designations
- **11g:** Developing strategic communication plans to keep Active and Reserve Component members informed of obligations and opportunities in the All-Volunteer Force and make them, their family members, their employers, and the general public aware that we, as a nation, appreciate their service to America
- **11h:** Conducting a comprehensive review and making recommendations to change full-time support structures and grade tables, manning levels and funding to support future Guard and Reserve capabilities in order to execute national military requirements (to be accomplished in conjunction with the Joint Staff, the Combatant Commands, and the Services and their Reserve Components).

Accessibility of Reserve Component Units and Individual Service Members

Access¹⁸ is the key condition underlying use of the Guard and Reserves as an operational force. Simply put, the Department must have ready access to Reserve Component members as needed to support:

- Repetitive, limited duration missions (e.g., annual exercises, National Security Special Events)
- Short notice “pop up” missions (e.g., Humanitarian Assistance/Disaster Response)
- Requirements for individuals with specialized experience, knowledge, or skills (vice entire units)
- Routine and repetitive and surge missions where a full-time unit or individual is not needed 365 days per year
- Operations involving Title 10 and/or Title 32 forces (e.g., DSCA).

Finding 12: Since September 2001, DoD has relied on the provisions of Presidential Proclamation 7463 – Declaration of National Emergency by Reason of Certain Terrorist Attacks to gain involuntary access to the Reserve Component for duty related to terrorism. As required by the National Emergencies Act [Title 50 U.S. Code § 1622(d)], this declaration of national emergency must be extended annually for the provisions to remain in effect. When that Declaration is terminated, DoD will be significantly limited in its ability to employ elements of the Reserve Component to satisfy the requirements of its Joint Force Commanders. Current law restricts involuntary mobilizations to periods of war, national emergency, and “when it is necessary to augment the active forces for any operational mission” vice the broader aim of satisfying National Security Objectives. In the case of HD and DSCA, the states tend to rely on the capabilities of the National Guard, employed under the provisions of Title 32, U.S. Code. Use of Federal Reserve forces within the homeland is currently limited to terrorist or weapons of mass destruction (WMD) events by Title 10, U.S. Code, §12304.

Recommendation 12: To enhance DoD’s ability to gain access to Reserve Component units and personnel in order to meet all national security objectives, including the routine force requirements of Joint Force Commanders, the study recommends that the Secretary of Defense continue to support the proposed change to Title 10, U.S. Code, §12304, that will:

- Enable reserve call-up by the President, or an appropriately designated cognizant official within the Department of Defense, to support all national security objectives

¹⁸ For the purposes of this report, access is defined as the steps taken to ensure that Reserve Component forces are available when needed, that the proper authorities exist to order those forces to active duty (with or without the member’s consent), and that appropriate funds are available to fund their use.

- Given Reserve activation, enable the Services to involuntarily activate Selected Reserve (SELRES) units and personnel in accordance with force generation plans and applicable Service planning and programming activities.

Several additional changes to existing provisions of Title 10 to facilitate access to the Reserve Component appear in the report's discussion of Necessary Revisions to Law, Policy and Doctrine (i.e., Recommendations 21a, 21g, 21h).

The Air Force, Army, and several Combatant Commands dissented with the recommendation as stated. The Air Force argued that this recommendation has not been defined narrowly enough to be a major recommendation. In the Air Force view this very complex issue should be accommodated through the existing separate designated staffing process [the Unified Legislation and Budgeting (ULB) process]. The Army proposed that authorization to access the Reserve Component be provided to the Secretaries of the Military Departments. The Army further proposed that DoD comprehensively review (with key stakeholders) and simplify all laws that pertain to accessing the Reserve Component. Several of the Combatant Commands proposed that the Combatant Commanders be provided authority to order limited voluntary or involuntary mobilization of Reserve Component units or individuals to meet the Combatant Commands' Unified-Command-Plan mission requirements or other national security objectives, to include steady state activities.

Finding 13: DoD access to Reserve Component units and personnel for events that occur with little or no notice is limited by the provisions of DoD Instruction 1235.12, which sets Secretary of Defense minimum notification guidelines as 30 days for emergent force requirements and 180 days for rotational force requirements. In those cases where no-notice access to Reserve Component personnel is justified, the Department should be prepared to use existing procedures to approve an exception to notification policy to enable rapid employment of pre-planned and pre-identified Reserve Component units and personnel.

Recommendation 13: To enhance DoD's ability to gain access to Reserve Component units or personnel on short notice, the Department should:

- **13a:** Review and revise DODI 1235.12 to enable rapid employment of pre-planned and pre-identified Reserve Component units and personnel
- **13b:** Allocate and properly resource pre-planned and pre-identified Reserve Component forces to ensure that they are available and prepared to undertake immediate response missions when required
- **13c:** Consistent with existing DoD guidance, establish habitual relationships between Reserve Component forces and the Combatant Commands, as

appropriate, to develop and sustain the long-term relationships that are critical in an era of persistent conflict.

Career Type and Duty Status of Reserve Component Personnel

The Guard and Reserve must be able to attract and retain the right mix and caliber of individuals. Among the factors that are known to affect accession and retention of Guard and Reserve service members are the following:

- Competitive and equitable pay and benefits
- Rewarding and appropriate career opportunities commensurate with the service member's background and experience
- Enabling service members to accommodate the needs of service to nation, their families, and their civilian careers
- Avoiding overstressing either the Active or Reserve Components by spreading the burden of service across the Total Force.

In addition, it is apparent that both DoD and its service members would benefit from the greater flexibility provided by establishing a ***continuum of service***, according to the needs of each Service, that would:

- Reduce obstacles that prevent voluntary service by Guard and Reserve service members
- Enhance lateral entry opportunities to attract military recruits to priority occupational specialties
- Permit members to shift back and forth between varying levels of participation in their military service including seamless transition between the Active and Reserve Components as well as transitioning between Reserve categories.

Finding 14: DoD's current stove-piped pay systems frequently complicate or delay the receipt of timely pay and allowances by those serving in uniform. Pay and personnel administration are also complicated by reliance on the provisions of Titles 10, 14, and 32 to define different pay statuses. At the present time, over 30 different statuses are being used. [These are shown in Figure 10, along with an alternative structure being considered by the Quadrennial Review of Military Compensation (QRMC)].

Recommendation 14: To enhance DoD's ability to provide appropriate compensation and benefits to Guard and Reserve service members, the study recommends:

- **14a:** Modifying Titles 10, 14, and 32 to enable provision of consistent pay and benefits for active service across the Active and Reserve Components

- **14b:** At a minimum, reducing the number of duty status categories to the following: (1) Title 10 Active Duty¹⁹, (2) Title 10 Federal Service, (3) Title 10 Inactive Duty (Reserves), (4) Title 32 full-time National Guard Duty, (5) Title 32 Inactive Duty (National Guard), and (6) Title 14 Active Duty (U.S. Coast Guard)

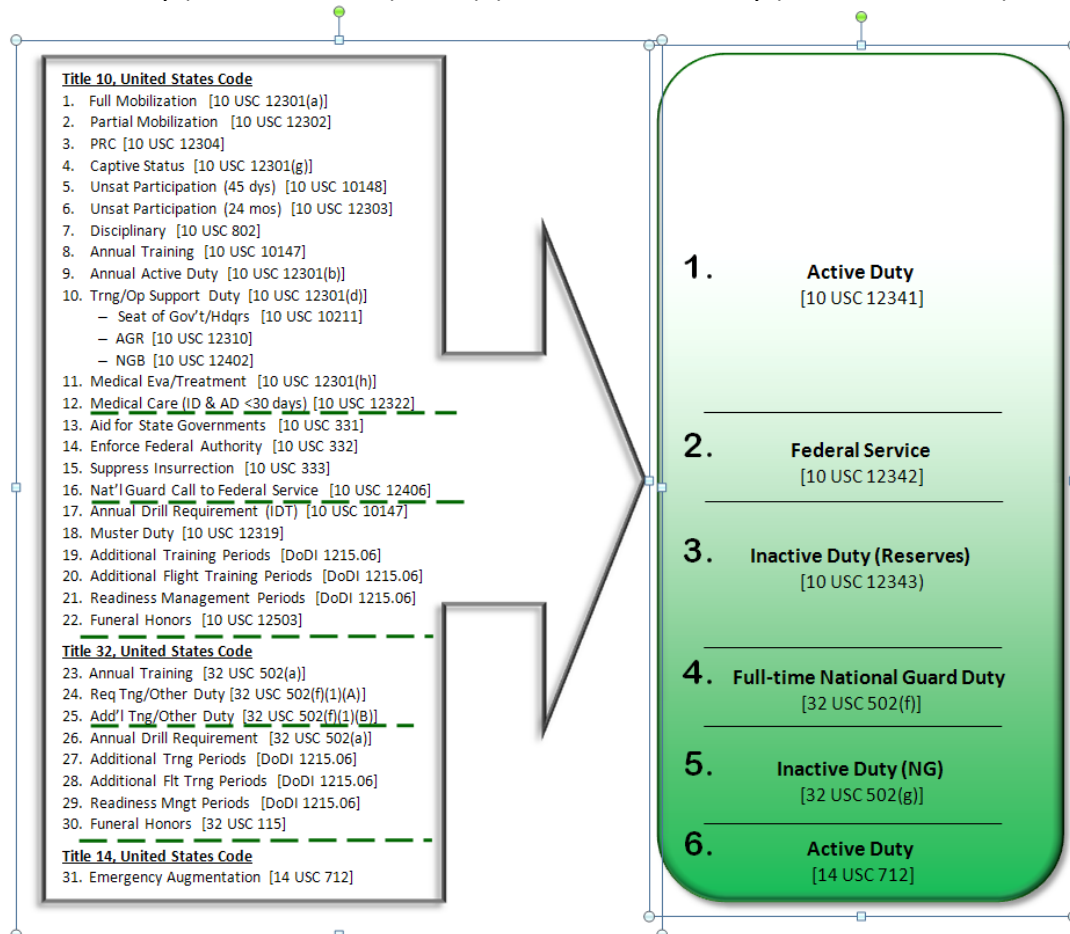


Figure 10. Duty Statuses Being Considered by QRMC

- **14c:** Supporting the USD(AT&L)-led effort to develop Service-level integrated pay and personnel systems as part of the Department's overarching Enterprise-level Information Warehouse.
- **14d:** Refining the current Reserve pay system so that it more closely mirrors that of the Active Component so as to enhance the further development of DoD and Service-specific continuum of service policies. In particular, consider compensating reservists with a day's pay for a day's work, including entitlements. To enable reservists to maintain current levels of compensation

¹⁹ This category would include Army and Air Force Active Guard and Reserve (AGR) service and Navy and Marine Corps Full Time Support (FTS).

and improve unit readiness, consider use of end-of-year financial incentives based on satisfactory participation.

- **14e:** Adopting a standardized policy specifying the benefits and other entitlements when Guard and Reserve service members are serving on orders. The Combatant Commands endorsed this recommendation but proposed that each Service be required to adopt this policy to ensure that current disparities are eliminated.
- **14f:** Reviewing the Joint Federal Travel Regulation (JFTR) for clarity to ensure, as best as possible, that the regulations are administered uniformly for Reservists of all Services and for all order types (e.g., mobilization orders, Active Duty for Training, Active Duty for Special Work, Active Duty for Operational Support). The review should also ascertain that the JFTR has kept pace with the current operational role of the Reserve Component. The ultimate goal of this review should be to improve access, provide equal reimbursement for personnel doing the same work, and recognize the unique needs of Guard and Reserve members as it relates to families and employers.
- **14g:** Implementing the necessary policies to establish a continuum of service through which personnel can easily transition between varying levels of participation in the military to satisfy professional, personal, and family commitments, i.e., policies that allow seamless transition between Active and Reserve statuses as well as transition between Reserve categories
- **14h:** Enhancing lateral entry opportunities to attract military recruits to priority occupational specialties.

Readiness and Training

DoD must be able to provide trained, ready, and properly equipped Reserve Component forces to meet the requirements of its Joint Force Commanders. To realize this goal, DoD should seek to:

- Maintain Reserve Component readiness to ensure that Guard and Reserve forces are fully capable and interoperable with their Active Component counterparts
- Build regional expertise within the Guard and Reserve
- Develop specialized skillsets such as those related to irregular warfare or cyber defense within the Guard and Reserve
- Consider the total force in procurement plans so that the Active and Reserve Components employ the same equipment, vice sending older equipment to the Guard and Reserve
- Maintain the highest readiness levels, or develop a rapid replacement plan, for the equipment employed by Reserve Component units assigned HD missions.

Finding 15: DoD's ability to provide trained, ready, and properly equipped Reserve Component forces could be enhanced by ensuring that Guard and Reserve units are provided the same equipment and systems being used by their Active Component counterparts. Doing so would enable the affected Reserve units to devote critical pre-deployment training time to operational concerns rather than to equipment familiarization. Additionally, the Nation can receive greater service from the Reserve Component by eliminating policy restrictions that prevent DoD from recalling or assigning Reserve Component members based on their civilian skills and competencies. In many instances, the skills and expertise acquired by Guard and Reserve service members as a result of their civilian employment could be put to use in furtherance of the mission needs of Joint Force Commanders.

Recommendation 15: To enhance DoD's ability to provide the trained, ready, and properly equipped Guard and Reserve forces needed to meet the needs of its Joint Force Commanders, the study recommends:

- **15a:** Providing appropriate policy authorities to enable Reserve Component units to achieve readiness comparable to the Active Component within Service force generation models
- **15b:** Ensuring that DoD policy stipulates that:
 - Services must recognize their Total Force (i.e., both their Active and Reserve components) when procuring equipment and training personnel
 - Forces identified as military first responders to domestic catastrophes are manned, trained, and equipped accordingly
- **15c:** Exploring policy modifications that will enable consideration of civilian skills when determining employment and compensation for selected Guard and Reserve service members.

Finding 16: Using Reserve Component units on a rotational basis will enhance the capabilities of those units while maintaining their readiness.

Recommendation 16: To ensure that DoD can continue to employ the Reserve Component on a rotational basis, the Services should:

- **16a:** Continue to rely on the rotational availability models currently being used to ensure that Guard and Reserve units and personnel are trained and ready when needed
- **16b:** Further refine their rotational availability models to achieve improved predictability and deployment-to-dwell objectives of 1:2 or 1:3 for the Active Component (depending on specific Service goals) and 1:5 for the Reserve Component.

Finding 17: The Reserve Component offers a potentially valuable source for expertise in foreign languages and cultures that could be of considerable benefit for many of DoD's

ongoing and future Building Partner Capacity and Theater Security Cooperation activities. Since predicting which languages and cultures will be of interest in the future is problematic, the Department should strive to have as broad a knowledge base as possible. The Reserves offer an effective means of realizing this goal.

Recommendation 17: DoD should both encourage the Reserve Component to draw broadly from the nation’s diverse citizenry and encourage individual Guard and Reserve service members to enhance their knowledge of foreign languages and cultures.

Medical Readiness

DoD must be able to ensure that Guard and Reserve service members are medically ready to deploy whenever needed. To realize this goal, DoD should take steps to:

- Enable its Reserve Component service members to obtain necessary medical or dental care
- Encourage Reserve Component service members to willingly maintain the high state of medical and dental readiness necessary to enable their deployment.

Finding 18: DoD ability to ensure that Guard and Reserve service members are medically ready to deploy is hindered, in some instances, by deployment-notification lead times that provide insufficient time for service members to accomplish necessary medical readiness activities prior to deployment. The lack of opportunities or, in some cases, the lack of incentives for Reserve Component service members to maintain medical readiness also contributes to the problem as does the inability of Service medical readiness tracking systems to account for medical care (e.g., inoculations) that service members receive from civilian health care providers.

Recommendation 18: To enhance DoD’s ability to ensure that Guard and Reserve service members are medically ready to deploy, the Department should review Guard and Reserve service member’s access to medical treatment and make adjustments where needed, giving particular consideration to the following:

- **18a:** Assessing options for provisioning of benefits and conducting annual dental screening for Reserve Component service members
- **18b:** Assessing medical readiness of Reserve Component service members within 6 months of the time they complete their annual training requirements and taking appropriate corrective actions to enable affected units to reach current DoD standards²⁰

²⁰ According to the Office of the Under Secretary of Defense for Personnel and Readiness, *Strategic Plan for Fiscal Years 2010-12*, the deployable Armed Forces are to attain “an 80% medically ready rate ... by the end of FY 2010”.

- **18c:** Streamlining the Services' medical readiness tracking systems to permit ready integration of civilian health care records.

Basing and Infrastructure

DoD must be able to ensure that Reserve Component units are provided with appropriate facilities to perform their missions. To realize this goal, DoD should seek to:

- Garner efficiencies through shared, pooled usage of training facilities and equipment, through such initiatives as the Regional Integrated Training Environment
- Utilize simulations to provide a level of qualification or currency prior to full proficiency qualification in preparation for deployment
- Control infrastructure costs while preserving the readiness investment in the Reserve Component over the last decade
- Anticipate the potential need for increased infrastructure during times when the Reserve Component is surged for operations within CONUS or overseas
- Develop the means to conduct distributed operations as appropriate (e.g., to conduct assigned institutional support tasks or cyber defense operations).

Finding 19: DoD's ability to ensure that Reserve Component units are provided with appropriate facilities is hindered by stovepiping of training resources within Joint and Service training organizations. Moreover, much of the existing infrastructure has been constructed without consideration of the need to support surge operations or to provide the flexibility needed for distributed operations.

Recommendation 19: To enhance DoD's ability to ensure that Reserve Component units are provided with appropriate facilities, the Department should adopt policies that:

- **19a:** Appoint a dedicated program executive office to oversee the Federal Supply System (FSS) levels of readiness
- **19b:** Establish a system that enables training facilities and equipment to be shared effectively across all service components
- **19c:** When building infrastructure, take into account DoD's potential need to surge the Reserve Component when conditions dictate
- **19d:** Provide the flexibility needed for Reserve Component units to conduct distributed operations should conditions dictate.

National Support

DoD must be able to sustain our nation's commitment to our military. To realize this goal, DoD should seek to:

- Maximize both the predictability of Guard and Reserve deployments and the extent of advance notice provided to service members so as to
 - Better enable Reserve Component personnel to balance service to the nation and their civilian jobs or family obligations.
 - Accommodate exceptions for Reserve Component service members willing to volunteer for assignments subject to less predictable recall.
- Maintain the support of Guard and Reserve service members' families and employers through appropriate outreach and incentives.
- Maintain the support of the American public by
 - Continuing to ensure that opportunities for Reserve Component service exist across the nation's geographic breadth.
 - Recognizing that because the Guard and Reserve are more community-based than the Active force, they provide a unique connection to the American people. This connection facilitates awareness and engagement on key national security concerns and is essential to maintain the nation's commitment to our military.

Finding 20: DoD's ability to sustain our nation's commitment to our military is enhanced by the Department's ability to provide predictability and sufficient advance notice for deployments. Of particular concern are (1) instances of inconsistent implementation of DoD policy requiring sufficient advance deployment notification, (2) the limited availability of contract options for Guard and Reserve members fulfilling special roles (e.g., voluntary agreements to be available on short notice as required to respond to emergent circumstances), and (3) the tendency within some elements of the Department to view the Reserve Component as the "force of last resort" vice a "force of choice," which further exacerbates the unpredictability of deployments. Achieving the essential support of the American public can be enhanced by eliminating access-related obstacles that prevent the Reserve Component being engaged across the range of military operations and increasing awareness of the broad geographic and demographic representation within the Reserve Component. As indicated in Recommendation 1b, the Department would benefit from development of a national strategic communication plan that explains to the Nation's elected leadership and the American people (to include the civilian employers and families of Guard and Reserve service members) why the Reserve Component is important to the nation and how DoD plans to use those forces in the future.

Recommendation 20: To enhance DoD's ability to sustain our nation's commitment to our military, DoD should:

- **20a:** Ensure that the Reserve Component includes forces that can meet Service operational needs as well as forces that provide essential strategic depth.
- **20b:** Provide sufficient advance deployment notification for Reserve Component service members consistent with current DoD policy.
- **20c:** Tailor the terms of the enlistment or service contracts for Reserve Component service members to their specific roles.
- **20d:** Expand Reserve Component recruitment policies to attract mid-career members with a wide range of geographic, cultural, or technical backgrounds.
- **20e:** Develop a national strategic communication plan that explains to the Nation's elected leadership and to the American people why the Guard and Reserve are important to the Nation and how the Department plans to use those forces in the future [also appears as Recommendation 1b].

Necessary Revisions to Law, Policy, and Doctrine

Finding 21: Numerous revisions to law and policy will be needed to implement the rebalancing options described previously or to otherwise provide for a trained, equipped, ready, and available Guard and Reserve. The most important of these are summarized here. Additional recommendations appear in the subsequent paragraphs of this section.

Recommendation 21: DoD should implement or, when appropriate, advocate the following:

- **21a:** Revise Title 10, U.S. Code, §12304 to enable responsive access to, and mobilization of, the Reserve Component to support force requirements in response to the National Security Strategy to include such activities as Theater Security Cooperation, Building Partner Capacity, and training and exercises. Authority to mobilize the Reserve Component would remain with the President, but could be delegated to cognizant officials within the Department of Defense via Executive Order.²¹
- **21b:** Clarify DoD’s 30-day notification policy as it applies to the activation of Reserve Component units for domestic and international emergencies to ensure understanding that this notification can be waived to meet the unique demands of such contingencies. Several of the Combatant Commands urged the development of rapid activation procedures for assigned Reserve Component units or personnel to ensure that they can meet rapid response requirements for certain contingencies. The Combatant Commands further urged the establishment of a flexible funding mechanism that would enable the Combatant Commands to fund operational support from the Reserve Component as needed rather than relying on current Service controlled appropriations.
- **21c:** Review and, as appropriate, revise existing Reserve Component personnel authorizations and billet-validation requirements to ensure accommodation of operational criteria as well as traditional OPLAN “strategic-depth” and surge-capability criteria.
- **21d:** Finish the work now underway to establish DoD and Service policies that effectively enable a “continuum of service” that allows service members to transition easily between varying levels of participation in the military to satisfy professional, personal, and family commitments. These new or revised policies must allow seamless transition between active and reserve statuses as well as transition between reserve categories, with all obligations and benefits conveying.

²¹ Any recommendation in this report to revise Title 10 regarding access to the National Guard will be shared with the Adjutants General and consulted with the Council of Governors, consistent with Executive Order 13528.

- **21e:** Simplify pay, allowances, and benefits, to include reducing the number of “duty status” designations from the current set of more than thirty.
- **21f:** Support the Under Secretary of Defense (Acquisition, Technology, and Logistics) [USD(AT&L)]-directed development of Service-level integrated pay and personnel systems as part of the Department’s overarching Enterprise-level Information Warehouse.

Additional Revisions to Law

The additional revisions to law identified during the study fall into the two following categories: (1) laws related to access to Guard and Reserve forces, whether voluntarily involuntarily; and (2) laws related to readiness.

Access

- **21g:** Review existing laws to ensure that they permit involuntary access to Title 10 Reserve forces in support of operational requirements when a declared national emergency or named contingency does not exist. Authority to mobilize the Reserve forces would remain with the President, but could be delegated to cognizant officials within the Department of Defense via Executive Order. In order for the Department to be able to exercise all of the resourcing options available within the Total Force, predictable and assured access to the Reserve forces is essential.
- **21h:** Revise appropriate sections of Title 10 to enable involuntary activation of non-National Guard Reserve Component units and personnel in support of domestic emergencies other than those related to WMD events and terrorist threats.
- **21i:** Revise existing laws to permit the employment of Reserve Component units or personnel, either as volunteers or involuntarily, in support of the institutional support roles of the Secretaries of the Military Departments when necessitated by operational missions.
- **21j:** Amend Title 10, §12301(d) and §12311 to accommodate Reserve Component personnel willing to serve non-consecutive periods of active duty.
- **21k:** Revise existing laws to enable shorter notice or more frequent or longer periods of Active Duty service by Reserve Component members who are willing to serve under such conditions.
- **21l:** Revise Title 10, §10147 authorities to enable Reserve Component units and personnel to satisfy longer active duty training requirements.
- **21m:** Review current law to ensure that it sufficiently provides DoD with the appropriate level of access to, and appropriate skill-sets within, the Reserve Component in the event of a Chemical, Biological, Radiological, Nuclear, or High Explosive (CBRNE) attack.

- **21n:** Support amending Title 14, U.S. Code, to provide the Secretary of Homeland Security the ability to recall U.S. Coast Guard members for an additional 120 days for a major contingency.

Readiness

- **21o:** Ensure that laws are revised to permit appropriate Reserve Component units and personnel to access and use sensitive or restricted information.
- **21p:** Assess the feasibility of reorganizing and consolidating all current Reserve Component Legislation to ensure consistency and enhance overall Reserve Component readiness.

Additional Revisions to DoD, Joint, or Service Policy

The additional policy revisions identified during the study fall into two categories: (1) policies related to access to Guard and Reserve forces, whether voluntarily or involuntarily; and (2) policies related to personnel management.

Access

- **21q:** Revise Service policies to enable the Secretaries of the Military Departments to modify Active and Reserve Component authorizations within the Program of Record (POR) to meet emerging operational demands.
- **21r:** Review and revise DODI 1235.12 to enable rapid employment of pre-planned and pre-identified Reserve Component units and personnel. Allocate pre-planned and pre-identified Reserve Component forces for immediate response and establish habitual relationships between selected Reserve Component units, as appropriate and available, and the Combatant Commands to build pre-existing relationships and enable immediate assumption of missions.
- **21s:** Establish rapid activation procedures that the Services and Combatant Commands can use to gain voluntary or involuntary access to Reserve Component units and personnel required to meet emergent or on-going mission requirements.
- **21t:** Establish policies and procedures to facilitate the establishment of habitual relationships between selected Reserve Component units, as appropriate and available, and the Combatant Commands or other DoD or interagency organizations [e.g., necessary revisions to CJCS Instruction (CJCSI) 1001.01 for validation of billets to support individual and small-unit basing requirements].
- **21u:** Revise existing policies to permit the employment of Reserve Component units or personnel in support of the institutional support responsibilities of the Secretaries of the Military Departments either as volunteers or involuntarily, when necessitated by operational missions.

- **21v:** Establish policies and procedures, to include, where appropriate, contractual or partnership²² agreements between the U.S. Government, Reserve Component personnel, and their civilian employers, to enhance the predictability of Reserve Component deployments.
- **21w:** Revise existing policy to enable more frequent or longer periods of Active Duty service by those Reserve Component personnel who are willing to accept such assignments.

Personnel Management

- **21x:** Reorganize and possibly consolidate current Reserve Component categories to better provide an operational reserve capability and provide strategic depth. Establish policies to facilitate movement of Reserve Component service members between categories.
- **21y:** Ensure that policies and procedures support viable training for Reserve Component units and personnel prior to deployment, career path development, or continuum of service²³ transitions.
- **21z:** Revise policies to enable identification and provision of appropriate credit and compensation for Reserve Component personnel who use their critical civilian skills during periods of Active Duty.
- **21aa:** Establish policies that support appointment of qualified Reserve Component service members to leadership positions within integrated Active and Reserve units.

Revisions to Joint or Service Doctrine

Finding 22: The terms used to describe the Active and Reserve components, the availability of forces, and the character of many of their assigned missions are applied interchangeably and inconsistently in both formal publications and professional usage, leading to confusion and miscommunication. The Cold War definitions of many of these terms are no longer valid characterizations of current needs and environments. Clarity and precision in the terms and references related to the development and application of military forces and capabilities are needed across the Department.

Recommendation 22: DoD should review IDA’s “Achieving Force Depth Study”²⁴ and the proposed terminology included therein as a starting point to establish standard definitions in Joint Publications. The following terms are of particular interest:

²² The Employer Partnership of the Armed Forces provides a suitable model for such agreements.

²³ Those policies and procedures that allow for easier transition among varying levels of participation in the military and that serve to make the transition between active and reserve statuses seamless.

- **22a:** Strategic – Of, relating to, or marked by strategy, defined as the science and art of employing the political, economic, psychological, and military forces of a nation or group of nations to achieve their overarching security objectives against a state or non-state adversary. (Possibly adopt in JP1-02)
- **22b:** Operational – (1) Of or relating to an operation. (2) Of, engaged in, or connected with execution of military operations in campaign or battle. (Possibly adopt in JP1-02)
- **22c:** Operational force – Units that are designed, manned, equipped, and trained to deploy and execute military missions along the full spectrum of operations, to include those units that project and control unmanned capabilities abroad. (Possibly adopt in JP1-02)
- **22d:** Reserve - Portion of a force that is kept to the rear, or withheld from action at the beginning of an operation, in order to be available for decisive action. (Possible change to JP1-02)
- **22e:** Reserve Components - Members of the Military Services who are not in active service but who are subject to call to active duty. (Possibly adopt in JP 1-02)
- **22f:** Strategic reserve – possibly discontinue usage of this phrase. (Already deleted from JP 1-02)
- **22g:** Operational reserve – discontinue the use of this term. (Possibly remove from JP1-02)
- **22h:** Component relationship to the operational force. All components (AC/RC) contribute both operational capabilities and force depth to meet U.S. defense requirements across the full spectrum of conflict. In their operational roles, component units participate in a full range of missions according to their Services’ force generation plans. Units and individuals participate in missions in an established cyclic or periodic manner that provides predictability for the Combatant Commands, the Services, Service members, their families, and, for the RC, their employers. As part of the Operational Force, non-deployed AC and RC units and individuals serve as the foundation for force generation and provide the bridge to leverage National resources if required by the national defense strategy. As such, all Active or Reserve Component units that are in various stages of refit and training but have not yet attained a deployable status, essentially the totality of the uniformed reserve, provide force depth and are available to transition to operational roles as needed. (Possibly modify DoDD 1200.17)
- **22i:** Generating Force – Units and organizations that are designed, manned, equipped, and trained to generate and sustain the Operational Force’s capabilities for employment by Joint commanders. (Possibly adopt in JP1-02)

²⁴ Proposed in IDA, “Achieving Force Depth,” prepared for the Joint Staff, J8, 18 August 2010, and quoted here verbatim. This study, however, does not specifically endorse any of the definitions provided. Moreover, any modification must be accomplished in accordance with existing DoD and CJCS Instructions.

- **22j:** Augmentation Force - Those individuals and materiel that have been identified or stored for potential activation into military service. (Possibly adopt in JP1-02)
- **22k:** Mobilization Assets – Those national resources that could be potentially leveraged to provide military capabilities in response to threats that exceed the capability or capacity of the Operational Force to defeat. These resources would include personnel, equipment, and facilities along with the industrial base to produce them. (Possibly adopt in JP1-02)

In addition, the study recommends that a formal definition be developed for the term “access.” The suggested definition for this term is as follows:

- **22l:** Access is those steps taken to ensure that Reserve Component forces are available when needed, that the proper authorities exist to order those forces to active duty (with or without the member’s consent), and that appropriate funds are available to fund their use. (Possibly adopt in JP1-02)

Findings and Recommendations

The complete set of findings and recommendations developed during the study and appearing in the preceding sections of the study report are collected here. The most important of these are reinforced in the Executive Summary to this report.

Importance of the Reserve Component

Finding 1: The Reserve Component is an irreplaceable and cost-effective element of overall DoD capability. The Guard and Reserve provide operational forces that can be used on a regular basis, while ensuring strategic depth in the event of mid to large-scale contingencies or other unanticipated national crises when they are not being employed.

Recommendation 1a: Per the guidance provided in DoD Directive 1200.17, the Department should continue to rely on the Reserve Component to provide:

- Operational forces that
 - Provide vital capabilities for meeting national defense objectives
 - Provide combat and support forces to large-scale conventional campaigns
 - Augment and reinforce the Active Component appropriately
 - Balance the stress across the Total Force
 - Preserve the readiness gains made in the Reserve Component over the last decade
 - Spread the burden of defending American interests across a larger portion of the citizenry
 - Preserve the All-Volunteer Force
- Essential strategic depth.

Recommendation 1b: To ensure proper implementation of this approach, the Department will need to (1) program use of the Reserve Component in its base budgets for well suited, non contingency, predictable, operational baseline deployments; (2) continue to use supplemental funding to deploy the Reserve Component for quickly emerging contingencies; and (3) develop a national strategic communication plan that explains to the Nation's elected leadership and to the American people why the Guard and Reserve are important to the Nation and how the Department plans to use those forces in the future.

Finding 2: Continued reliance on the Reserve Component as a source of operational forces requires that the Department manage its forces in totality, i.e., as a Total Force, rather than as separate Active, Reserve and civilian components.

Recommendation 2a: The Services, consistent with their unique requirements, should continue to partner their Active and Reserve forces as elements of a Total Force and thereby better realize the full potential of the U.S. Armed Forces, while meeting the operational needs of the Combatant Commands, both domestic and overseas.

Recommendation 2b: The Chairman, Joint Chiefs of Staff should continue to identify and assess imbalances in the capabilities and capacities of the Total Force.

Recommendation 2c: When rebalancing the force to meet future national security challenges, the Reserve Component should be a “force of first choice” for those tasks for which they are particularly well suited, owing to their overall cost effectiveness and the skill sets that they can provide. Missions that follow a predictable operational schedule fall clearly into this category.

Recommendation 2d: To achieve greater coordination within the Department in ensuring that the Guard and Reserve remain full contributors to the National Defense Strategy, the ASD(RA), possessing “as his principal duty the overall supervision of reserve component affairs of the Department of Defense [Title 10, U.S. Code, §138(b)(2)] and serving as “the principal staff assistant and advisor to the Under Secretary of Defense for Personnel and Readiness [USD (P&R)] and the Secretary of Defense and Deputy Secretary of Defense for reserve component matters in the Department of Defense” [Title 32, CFR, §344.4] should have access to appropriate DoD forums and activities such as the 3-Star Programmers Group, the Deputy's Advisory Working Group (DAWG), and the Defense Material Readiness Board (DMRB). The Air Force dissented on this recommendation, arguing that this is a very complex issue with a separate designated staffing process. Accordingly, Air Force regards this recommendation as inappropriate in a study whose charter is to determine feasible options for future roles of operationalized Reserve units.

Recommendation 2e: The Global Force Management Board (GFMB) should (1) synchronize the Global Force Management Allocation Plan (GFMAP) with Service programmatic planning and (2) provide an annual update to the Secretary of Defense describing the Reserve Component sourcing identified in the GFMAP to facilitate budgeting for the planned use of the Reserve Component.

Finding 3: Given the need to support military operations in Afghanistan and Iraq for much of the past decade, DoD has achieved significant operational integration among all of its components, whether Active or Reserve, civilian or military. Creation of this integrated Total Force is due in large part to cross-component understanding and accommodation of specific component capabilities, systems, and procedures.

Recommendation 3: To ensure sustainment of the Total Force as these operations draw to an end, each DoD component must recognize the unique and essential attributes and

capabilities of its counterpart organizations. Accordingly, the Department must continue to emphasize cross-component education and interaction to advance a culture of mutual appreciation, understanding and confidence among all components and Services in order to sustain the Total Force and increase cultural awareness between and among components.

Using the Guard and Reserve to Best Advantage

Finding 4: Utilizing the Guard and Reserve to best advantage increases the overall capability and capacity of the United States to defend its interests. In the absence of major conflict, the Reserve Component is best employed for missions and tasks that are predictable, relatively consistent over time, and whose success can be substantially enabled by long-term personal and geographic relationships. Such activities include providing forces in support of large-scale conventional campaigns, large-scale stability operations, steady state engagement activities, humanitarian assistance and disaster relief, HD and DSCA, and the institutional support tasks assigned to the Secretaries of the Military Departments. Utilizing the Guard and Reserve in this way will enable the nation to realize the following benefits:

- A cost-effective force. Using a force in its one year of “rotational availability” permits it to prepare for five years with personnel costs that are substantially lower than those for a full-time active force, and without most of the infrastructure and sustainment costs necessarily associated with active units.
- Relief for active duty forces that would otherwise execute the mission to increase their dwell-to-deployment ratio, better enable those forces to prepare for other operations, and sustain those forces for future use.
- The availability of unique skills and capabilities. Guardsmen and Reservists bring valuable professional, technical and managerial skills from the private sector that match well with many current and anticipated DoD requirements, including those related to the Combatant Commander’s Building Partner Capacity and Theater Security Cooperation activities.
- HD and DSCA are Total Force responsibilities. However, the nation needs to focus particular attention on better using the competencies of National Guard and Reserve Component organizations. The National Guard is particularly well suited for DSCA missions.
- Optimal utilization rates for expensive assets (such as aircraft) resulting from sharing equipment and facilities between Active units and their associated Reserve Component units.
- Proven ability to recruit and retain prior-service personnel, which preserves the expensive training costs already invested in these personnel from their active duty service. When Active Component service members go into the reserves

rather than leaving military service entirely, the Department will be able to realize continued benefit from these well trained and experienced personnel.

- A cumulative and positive readiness impact on Guard and Reserve forces that will pay immediate dividends if those forces are called to respond to an unanticipated contingency.
- “Keeping faith” with Guard and Reserve personnel who volunteered to serve with the expectation that they would be used judiciously.²⁵
- Most importantly, using the Guard and Reserve to best advantage will reduce the burden on all forces and thereby help sustain the All-Volunteer Force – a Presidential priority.

Recommendation 4a: Service force generation processes should consider predictability, consistency, continuity, and the desirability of establishing enduring relationships or exploiting regional expertise when determining whether Guard or Reserve units are appropriate to support particular GFMAP requirements.

Recommendation 4b: Review statutes and DoD policies that restrict consideration of civilian skills when determining employment and compensation of either Active or Reserve Component service members with the eventual aim of removing such restrictions, to include consideration of whether disclosure of civilian skills should be voluntary or mandatory. Removing such restrictions would enable DoD to take full advantage of the skills and expertise available within both the Active and Reserve Components and could offer particular advantages for meeting the non-kinetic demands characteristic of the emerging national security environment. At the same time, it is important that any changes be consistent with All-Volunteer Force policy and ensure that unit readiness is not affected adversely.

Recommendation 4c: DoD should ensure that the Guard and Reserve are used, to the extent possible, in a deliberately planned and programmed manner and that these forces are seamlessly integrated and complementary members of the Total Force.

²⁵ This review concurs fully with the following observation from *The Independent Panel Review of Reserve Component Employment in an Era of Persistent Conflict* (otherwise known as the “Reimer Report”): “Some have argued that the Army’s dependence on the RC over the past 20 years somehow ‘violates’ the RC’s purpose and highlights a weakness in the Army. The Panel rejects this argument. The very thought that the Army has somehow broken faith with the Soldiers who have served in the ARNG and USAR by continuing to mobilize and deploy them misses the mark altogether. This is the very reason they took the oath to serve our Nation. Accordingly, the Army’s success in using its RC should be properly applauded. The notion that RC mobilization should somehow await a ‘big war’ fails to appreciate that the nature of military operations for U.S. Forces has changed. ‘Saving’ the RC for a ‘big war’ demands definition of such an event. Further, it conflicts with the current National Security Strategy and finally demands a much larger AC than the Nation historically has been willing to resource. Given the considerable investment in the RC, squandering the combat experience, improvements, and capabilities the RC has received over the past two decades of increased operational use would be most unfortunate.”

Roles for Which the Guard and Reserve Are Well Suited

Finding 5: The Reserve Component is well suited for use as a source of strategic depth as well as in a wide variety of operational roles, including providing: (1) rotating operational units deployed in response to Combatant Commander needs and Service requirements; (2) units and teams deployed in support of CCDR Theater Security Cooperation and Building Partner Capacity activities around the globe; (3) individual augmentees who can be deployed in response to CCDR, Defense agency, or Service needs; (4) units, teams, and individuals to support core Unified Command Plan missions such as HD and DSCA as well as to support Governors in state security; and (5) units, teams, and individuals assigned to support DoD or Service institutional needs.

Recommendation 5a: To the extent possible, the Services should strive to use Reserve Component units, teams, and individuals for tasks for which they are particularly well suited and for which those units, teams or individuals can fairly be considered a “force of first choice” rather than the “force of last resort.”

Recommendation 5b: To the extent possible, the Department’s Global Force Management Process (GFMP) should consider Reserve Component forces for missions and tasks in support of the Department’s Theater Security Cooperation and Building Partner Capacity activities and specialty missions requiring unique skills, particularly when the Reserve Component units have an enduring relationship with a supported command. The Reserve Component can provide a stable, ready trained capability for meeting Combatant Command needs and Service requirements.

Recommendation 5c: The Reserve Component should be a resource to the nation for both HD and DSCA. The National Guard, given its community base, knowledge of, and familiarity with, state and local governments, and civilian skills, should continue to play the principal role in both mission areas. The Title-10 Reserve Components, when needed, should be more readily available to the Department as part of the Total Force effort to support USNORTHCOM.

Finding 6: Among the keys to properly employing Guard and Reserve capabilities are predictability of use, predictability of funding, and predictability of access.

- Predictability of use is the degree to which mission requirements are or can be anticipated – both in terms of the type of mission assignment as well as when the mission will occur and how long it will last. Predictable missions set the conditions for the Guard and Reserve to be successful in planning and executing assigned tasks. Other important selection criteria include challenging and relevant missions within the unit’s or individual’s capabilities.

- Predictability of funding is assurance that the financial resources required to train, deploy, and compensate Guard and Reserve service members will be available wherever and whenever these forces are called into service.
- Predictability of access is assurance that the Guard and Reserve service members can be voluntarily or involuntarily called into service when operational conditions dictate.

Recommendation 6: The Services should plan to use Guard and Reserve for recurring or predictable missions within their capabilities. Using the Reserve Component in this way requires a fundamental shift in the way DoD currently envisions employing these forces. Up until now, many have viewed the Guard and Reserve as essentially a “force of last resort,” to be used when all other Active Component solutions have been attempted. Instead, DoD should envision the Guard and Reserve as a “force of first choice” for such missions and tasks and the process by which roles and missions are assigned to the Reserve Component should reflect that judgment.

Finding 7: The men and women of the Guard and Reserve volunteer with the understanding that they may be required to serve periodically on active duty. They also expect that they will be assigned appropriate tasks and used judiciously.

Recommendation 7a: DoD and the Services must meet these expectations by ensuring that Guard and Reserve service members are assigned to appropriate tasks.

Recommendation 7b: OSD and the Services should continue to monitor Reserve Component accessions, participation, retention, and readiness to be alert to any trends that might arise from changes in operational assignments or in the broader economic or national security environments.

Finding 8: Although the future environment will be resource constrained, demand for DoD capabilities and capacities is likely to continue unabated. The Reserve Component is well suited to meet many of the future demands, preserve capacity within the Total Force, and do so in an efficient and cost effective manner.

Recommendation 8: To realize these benefits, DoD should strive to:

- **8a:** Consider the technological capabilities resident within the Reserve Component when restructuring to meet future technological threats. Many Reserve Component members are already trained in their civilian education or profession to accomplish the specialized tasks that will be essential in the future operating environment.
- **8b:** Give first consideration to the Reserve Component due to their broad base in civilian acquired skills when expanding capabilities in areas such as cyber

defense, intelligence, unmanned aerial system operations, medical, engineering, transportation, logistics , aviation, training and education.

Establishing a Common DoD Costing Methodology for the Total Force

Finding 9: Although OSD and the Services use some common cost-estimating methodologies, e.g., personnel composite rates and the Contingency Operations Support Tool, the means of accommodating differences in missions, operating profiles, and accounting systems vary considerably. Each of the Services currently uses specific costing methodologies that are adapted to its particular business model when estimating costs for its Active and Reserve Components. While these methodologies have been refined over the last decade, they focus primarily on near-term personnel and operating costs. Less consideration has been given to the identification and allocation of overhead costs and to the analysis of life-cycle costs.

Recommendation 9: While the factors cited above will complicate the adoption of a common detailed operating-cost model across the Department, OSD and the Services can significantly improve their Total Force costing capabilities by making the following adjustments to their current costing methodologies:

- **9a:** Refine existing methodologies to assess a long-term view beyond the current FYDP, and better compare full-time and part-time personnel, operating, and life-cycle costs, both on an individual basis and on a unit basis
- **9b:** Update existing methodologies as operating parameters and emerging assumptions evolve
- **9c:** In conjunction with OSD CAPE, develop methodologies to assist in comparison of costs of similar capabilities across different Services
- **9d:** Develop methodologies to identify and allocate overhead costs equitably for both full-time and part-time forces and to estimate costs for supporting remote and distributed reach-back centers such as the Joint Reserve Intelligence Centers (JRICs).

Options for Rebalancing the Total Force

Finding 10: Although each of the Services is making commendable efforts to manage their Active and Reserve components as a Total Force, additional possibilities exist for rebalancing those forces. Implementation of some or all of these options could reduce the costs incurred by the Department in meeting the operational needs of geographic and functional Combatant Commanders as well as the institutional support needs of the Secretaries of the Military Departments. Moreover, rebalancing can balance stress across the Total Force while sustaining the substantial readiness gains made in the

Guard and Reserve over the last decade. Table 11 provides an overall evaluation of these options. The last case shown assumes that the Reserve Component would essentially be placed “on the shelf” for use primarily to provide strategic depth as was the case in an earlier era (i.e., when reservists expected to be deployed perhaps once over the course of an entire career). Because this option does not enhance Total Force capability, relieve stress on the Total Force, or preserve the Reserve Component readiness gains achieved over the last decade, it was not considered further.

Table 11. Overall Evaluation of Rebalancing Options

Option	Evaluation Criteria				
	Enhance Total Force Capability	Relieve Stress on AC	Preserve RC Readiness Gains	Straightforward Implementation	Reduce Total Force Cost
1. Adjust AC-RC Balance To Address AC Capacity Shortfalls	For Affected Skills	For Affected Skills	For Affected Skills	May Entail Equipment Purchases	May Require Offsets
2. Draw Selected Rotational Units from RC	✓	✓	✓	Uncertain	May Require Offsets
3. Establish Habitual Relationships between Selected RC Units and DoD Components	✓	✓	✓	Uncertain	✓
4. Enable Differing Methods of Service within the RC	✓	✓	✓	Need To Establish Regional/National Units	✓
5. Rebalance RC To Meet Emerging Needs	✓	✓	Adds Needed Capability	Depends on Capability/Skill Sets	Requires Offsets
6. Enhance Active-Reserve Integration	✓	✓	✓	Uncertain	✓
7. Use RC To Meet Some Institutional Needs	✓	✓	X	Uncertain	✓
8. Put “RC on the Shelf” as Strategic Reserve)	X	Likely To Increase Stress on AC	X	✓	Uncertain (May increase demand on AC)

✓	Provides acceptable benefit for indicated evaluation criterion
X	Does not provide acceptable benefit for indicated evaluation criterion

Recommendation 10: The Services should consider implementing some or all of the following options for rebalancing capabilities and capacities within their Total Forces:

- **10a:** Relying on the Reserve Component as a source when building force structure to alleviate shortfalls or preserve or expand capacity especially in cases where the Reserves are particularly well suited and cost is a consideration
- **10b:** Assigning some recurring operational missions to Reserve Component units when such assignments can provide a cost-effective replacement for Active Component forces
- **10c:** Establishing habitual relationships between specific Guard or Reserve units, as appropriate and available, and individual Combatant Commands or other DoD or Service components, to enable the development and sustainment of long-

term relationships through employment planning and exercises.²⁶ The Combatant Commands further urged the establishment of a Joint Reserve Component organization structure at each command to facilitate establishment of such relationships, to include a Joint Reserve Unit and any appropriate specialized units that might be assigned to or otherwise associated with the Command. In the Combatant Command's view, doing so would facilitate the management and operational use of all Joint Reserve personnel and provide an operational chain for the allocation or assignment of reserve units to Combatant Command theaters of operation. The specific structure of the JRU would be determined by each Combatant Command upon consideration of its particular needs.

- **10d:** Establishing national or regional Reserve Component units staffed with personnel who are willing to serve on Active Duty more frequently or for longer duration than typically expected of reservists in order to facilitate their use for certain missions
- **10e:** Accommodating the demands imposed by emerging needs, to include cyber defense; intelligence, surveillance, and reconnaissance (ISR); efforts to combat weapons of mass destruction; regional engagement; and HD and DSCA
- **10f:** Increasing the level of integration of Active and Reserve forces into "blended units" to include ones that are predominately filled from the Active Component as well as others that are predominately filled by the Reserve Component
- **10g:** Assigning some portion of the institutional support tasks²⁷ that are the responsibility of the Secretaries of the Military Departments to Reserve Component units, teams, or individuals.

²⁶ The study does not specify the exact nature of the proposed habitual relationship, but leaves it to the Services to determine the specific doctrinal relationship to be employed if and when such a relationship is established. In some instances, the Service may assign a reserve force to a Combatant Command or other DoD component. In other cases, the Service could determine that allocation or apportionment is more appropriate. All such relationships would be accomplished in accordance with the parent Service's Title-10 responsibilities and force generation process. Thus, a Service may determine that establishment of a specific habitual relationship is contrary to its obligation to provide the best force for a given mission. Finally, the Services would retain the ability to supersede any such relationships for higher priority needs, such as more significant threats to national security.

²⁷ The Title 10 responsibilities of the Secretaries of the Military Departments include recruiting, organizing, supplying, equipping, training, servicing, mobilizing and demobilizing their assigned forces.

Providing for a Trained, Equipped, Available, and Ready Guard and Reserve

Finding 11: Providing for a trained, equipped, ready, and available Guard and Reserve requires modification to the way in which DoD recruits, equips, trains, employs, and cares for its Reserve Component personnel.

Recommendation 11: DoD should consider implementation of the following to ensure a ready Guard and Reserve best capable of meeting national defense objectives:

- **11a:** Developing enlistment or terms-of-service contracts that enable employment of Reserve Component personnel who are willing to serve on Active Duty for longer or more frequent periods than current practice
- **11b:** Providing the equipment and systems that will be used during operational assignments sufficiently far in advance so that units, teams, and individuals are thoroughly proficient prior to deployment
- **11c:** Reviewing Total Force training structure to include joint regional state-of-the-art training facilities, advanced simulators, equipment, and appropriate training ranges in order to maintain the readiness gains of the last decade, reduce redundancy, and gain cost effectiveness
- **11d:** Sustaining Guard and Reserve readiness cycles that ensure and validate that Reserve Component forces are fully capable and interoperable with their Active Component counterparts
- **11e:** Developing alternative approaches to ensure medical and dental readiness of Guard and Reserve organizations, especially those who are “next to deploy”
- **11f:** Simplifying incentives, pay, and allowances to include reducing the number of “duty status” designations
- **11g:** Developing strategic communication plans to keep Active and Reserve Component members informed of obligations and opportunities in the All-Volunteer Force and make them, their family members, their employers, and the general public aware that we, as a nation, appreciate their service to America
- **11h:** Conducting a comprehensive review and making recommendations to change full-time support structures and grade tables, manning levels and funding to support future Guard and Reserve capabilities in order to execute national military requirements (to be accomplished in conjunction with the Joint Staff, the Combatant Commands, and the Services and their Reserve Components).

Accessibility of Reserve Component Units and Individual Service Members

Finding 12: Since September 2001, DoD has relied on the provisions of Presidential Proclamation 7463 – Declaration of National Emergency by Reason of Certain Terrorist Attacks to gain involuntary access to the Reserve Component for duty related to terrorism. As required by the National Emergencies Act [Title 50 U.S. Code § 1622(d)], this declaration of national emergency must be extended annually for the provisions to

remain in effect. When that Declaration is terminated, DoD will be significantly limited in its ability to employ elements of the Reserve Component to satisfy the requirements of its Joint Force Commanders. Current law restricts involuntary mobilizations to periods of war, national emergency, and “when it is necessary to augment the active forces for any operational mission” vice the broader aim of satisfying National Security Objectives. In the case of HD and DSCA, the states tend to rely on the capabilities of the National Guard, employed under the provisions of Title 32, U.S. Code. Use of Federal Reserve forces within the homeland is currently limited to terrorist or weapons of mass destruction (WMD) events by Title 10, U.S. Code, §12304.

Recommendation 12: To enhance DoD’s ability to gain access to Reserve Component units and personnel in order to meet all national security objectives, including the routine force requirements of Joint Force Commanders, the study recommends that the Secretary of Defense continue to support the proposed change to Title 10, U.S. Code, §12304, that will:

- Enable reserve call-up by the President, or an appropriately designated cognizant official within the Department of Defense, to support all national security objectives
- Given Reserve activation, enable the Services to involuntarily activate Selected Reserve (SELRES) units and personnel in accordance with force generation plans and applicable Service planning and programming activities.

Finding 13: DoD access to Reserve Component units and personnel for events that occur with little or no notice is limited by the provisions of DoD Instruction 1235.12, which sets Secretary of Defense minimum notification guidelines as 30 days for emergent force requirements and 180 days for rotational force requirements. In those cases where no-notice access to Reserve Component personnel is justified, the Department should be prepared to use existing procedures to approve an exception to notification policy to enable rapid employment of pre-planned and pre-identified Reserve Component units and personnel.

Recommendation 13: To enhance DoD’s ability to gain access to Reserve Component units or personnel on short notice, the Department should:

- **13a:** Review and revise DODI 1235.12 to enable rapid employment of pre-planned and pre-identified Reserve Component units and personnel
- **13b:** Allocate and properly resource pre-planned and pre-identified Reserve Component forces to ensure that they are available and prepared to undertake immediate response missions when required
- **13c:** Consistent with existing DoD guidance, establish habitual relationships between Reserve Component forces and the Combatant Commands, as

appropriate, to develop and sustain the long-term relationships that are critical in an era of persistent conflict.

Career Type and Duty Status of Reserve Component Personnel

Finding 14: DoD's current stove-piped pay systems frequently complicate or delay the receipt of timely pay and allowances by those serving in uniform. Pay and personnel administration are also complicated by reliance on the provisions of Titles 10, 14, and 32 to define different pay statuses. At the present time, over 30 different statuses are being used. [These are shown in Figure 10, along with an alternative structure being considered by the Quadrennial Review of Military Compensation (QRMC)].

Recommendation 14: To enhance DoD's ability to provide appropriate compensation and benefits to Guard and Reserve service members, the study recommends:

- **14a:** Modifying Titles 10, 14, and 32 to enable provision of consistent pay and benefits for active service across the Active and Reserve Components
- **14b:** At a minimum, reducing the number of duty status categories to the following: (1) Title 10 Active Duty²⁸, (2) Title 10 Federal Service, (3) Title 10 Inactive (Reserve), (4) Title 32 full-time National Guard, (5) Title 32 Inactive (National Guard), and (6) Title 14 Active Duty (U.S. Coast Guard)
- **14c:** Supporting the USD(AT&L)-led effort to develop Service-level integrated pay and personnel systems as part of the Department's overarching Enterprise-level Information Warehouse.
- **14d:** Refining the current Reserve pay system so that it more closely mirrors that of the Active Component so as to enhance the further development of DoD and Service-specific continuum of service policies. In particular, consider compensating reservists with a day's pay for a day's work, including entitlements. To enable reservists to maintain current levels of compensation and improve unit readiness, consider use of end-of-year financial incentives based on satisfactory participation.
- **14e:** Adopting a standardized policy specifying the benefits and other entitlements when Guard and Reserve service members are serving on orders.
- **14f:** Reviewing the Joint Federal Travel Regulation (JFTR) for clarity to ensure, as best as possible, that the regulations are administered uniformly for Reservists of all Services and for all order types (e.g., mobilization orders, Active Duty for Training, Active Duty for Special Work, Active Duty for Operational Support). The review should also ascertain that the JFTR has kept pace with the current operational role of the Reserve Component. The ultimate goal of this review should be to improve access, provide equal reimbursement for personnel doing the same work, and recognize the unique needs of Guard and Reserve members as it relates to families and employers.

²⁸ This category would include Army and Air Force Active Guard and Reserve (AGR) service and Navy and Marine Corps Full Time Support (FTS).

- **14g:** Implementing the necessary policies to establish a continuum of service through which personnel can easily transition between varying levels of participation in the military to satisfy professional, personal, and family commitments, i.e., policies that allow seamless transition between Active and Reserve statuses as well as transition between Reserve categories.
- **14h:** Enhancing lateral entry opportunities to attract military recruits to priority occupational specialties.

Readiness and Training

Finding 15: DoD's ability to provide trained, ready, and properly equipped Reserve Component forces could be enhanced by ensuring that Guard and Reserve units are provided the same equipment and systems being used by their Active Component counterparts. Doing so would enable the affected Reserve units to devote critical pre-deployment training time to operational concerns rather than to equipment familiarization. Additionally, the Nation can receive greater service from the Reserve Component by eliminating policy restrictions that prevent DoD from recalling or assigning Reserve Component members based on their civilian skills and competencies. In many instances, the skills and expertise acquired by Guard and Reserve service members as a result of their civilian employment could be put to use in furtherance of the mission needs of Joint Force Commanders.

Recommendation 15: To enhance DoD's ability to provide the trained, ready, and properly equipped Guard and Reserve forces needed to meet the needs of its Joint Force Commanders, the study recommends:

- **15a:** Providing appropriate policy authorities to enable Reserve Component units to achieve readiness comparable to the Active Component within Service force generation models
- **15b:** Ensuring that DoD policy stipulates that:
 - Services must recognize their Total Force (i.e., both their Active and Reserve components) when procuring equipment and training personnel
 - Forces identified as military first responders to domestic catastrophes are manned, trained, and equipped accordingly
- **15c:** Exploring policy modifications that will enable consideration of civilian skills when determining employment and compensation for selected Guard and Reserve service members.

Finding 16: Using Reserve Component units on a rotational basis will enhance the capabilities of those units while maintaining their readiness.

Recommendation 16: To ensure that DoD can continue to employ the Reserve Component on a rotational basis, the Services should:

- **16a:** Continue to rely on the rotational availability models currently being used to ensure that Guard and Reserve units and personnel are trained and ready when needed
- **16b:** Further refine their rotational availability models to achieve improved predictability and deployment-to-dwell objectives of 1:2 or 1:3 for the Active Component (depending on specific Service goals) and 1:5 for the Reserve Component.

Finding 17: The Reserve Component offers a potentially valuable source for expertise in foreign languages and cultures that could be of considerable benefit for many of DoD's ongoing and future Building Partner Capacity and Theater Security Cooperation activities. Since predicting which languages and cultures will be of interest in the future is problematic, the Department should strive to have as broad a knowledge base as possible. The Reserves offer an effective means of realizing this goal.

Recommendation 17: DoD should both encourage the Reserve Component to draw broadly from the nation's diverse citizenry and encourage individual Guard and Reserve service members to enhance their knowledge of foreign languages and cultures.

Medical Readiness

Finding 18: DoD ability to ensure that Guard and Reserve service members are medically ready to deploy is hindered, in some instances, by deployment-notification lead times that provide insufficient time for service members to accomplish necessary medical readiness activities prior to deployment. The lack of opportunities or, in some cases, the lack of incentives for Reserve Component service members to maintain medical readiness also contributes to the problem as does the inability of Service medical readiness tracking systems to account for medical care (e.g., inoculations) that service members receive from civilian health care providers.

Recommendation 18: To enhance DoD's ability to ensure that Guard and Reserve service members are medically ready to deploy, the Department should review Guard and Reserve service member's access to medical treatment and make adjustments where needed, giving particular consideration to the following:

- **18a:** Assessing options for provisioning of benefits and conducting annual dental screening for Reserve Component service members
- **18b:** Assessing medical readiness of Reserve Component service members within 6 months of the time they complete their annual training requirements and

taking appropriate corrective actions to enable affected units to reach current DoD standards²⁹

- **18c:** Streamlining the Services' medical readiness tracking systems to permit ready integration of civilian health care records.

Basing and Infrastructure

Finding 19: DoD's ability to ensure that Reserve Component units are provided with appropriate facilities is hindered by stovepiping of training resources within Joint and Service training organizations. Moreover, much of the existing infrastructure has been constructed without consideration of the need to support surge operations or to provide the flexibility needed for distributed operations.

Recommendation 19: To enhance DoD's ability to ensure that Reserve Component units are provided with appropriate facilities, the Department should adopt policies that:

- **19a:** Appoint a dedicated program executive office to oversee the Federal Supply System (FSS) levels of readiness
- **19b:** Establish a system that enables training facilities and equipment to be shared effectively across all service components
- **19c:** When building infrastructure, take into account DoD's potential need to surge the Reserve Component when conditions dictate
- **19d:** Provide the flexibility needed for Reserve Component units to conduct distributed operations should conditions dictate.

National Support

Finding 20: DoD's ability to sustain our nation's commitment to our military is enhanced by the Department's ability to provide predictability and sufficient advance notice for deployments. Of particular concern are (1) instances of inconsistent implementation of DoD policy requiring sufficient advance deployment notification, (2) the limited availability of contract options for Guard and Reserve members fulfilling special roles (e.g., voluntary agreements to be available on short notice as required to respond to emergent circumstances), and (3) the tendency within some elements of the Department to view the Reserve Component as the "force of last resort" vice a "force of choice," which further exacerbates the unpredictability of deployments. Achieving the essential support of the American public can be enhanced by eliminating access-related obstacles that prevent the Reserve Component being engaged across the range of military operations and increasing awareness of the broad geographic and demographic representation within the Reserve Component. As indicated in Recommendation 1b, the Department would benefit from development of a national strategic communication plan that explains to the Nation's elected leadership and the American people (to include the civilian employers and families of Guard and Reserve service members) why

²⁹ According to the Office of the Under Secretary of Defense for Personnel and Readiness, *Strategic Plan for Fiscal Years 2010-12*, the deployable Armed Forces are to attain "an 80% medically ready rate ... by the end of FY 2010".

the Reserve Component is important to the nation and how DoD plans to use those forces in the future.

Recommendation 20: To enhance DoD's ability to sustain our nation's commitment to our military, DoD should:

- **20a:** Ensure that the Reserve Component includes forces that can meet Service operational needs as well as forces that provide essential strategic depth.
- **20b:** Provide sufficient advance deployment notification for Reserve Component service members consistent with current DoD policy.
- **20c:** Tailor the terms of the enlistment or service contracts for Reserve Component service members to their specific roles.
- **20d:** Expand Reserve Component recruitment policies to attract mid-career members with a wide range of geographic, cultural, or technical backgrounds.
- **20e:** Develop a national strategic communication plan that explains to the Nation's elected leadership and to the American people why the Guard and Reserve are important to the Nation and how the Department plans to use those forces in the future [also appears as Recommendation 1b].

Necessary Revisions to Law, Policy, and Doctrine

Finding 21: Numerous revisions to law and policy will be needed to implement the rebalancing options described previously or to otherwise provide for a trained, equipped, ready, and available Guard and Reserve. The most important of these are summarized first, after which the remaining recommendations are presented.

Recommendation 21: DoD should implement or, when appropriate, advocate the following:

- **21a:** Revise Title 10, U.S. Code, §12304 to enable responsive access to, and mobilization of, the Reserve Component to support force requirements in response to the National Security Strategy to include such activities as Theater Security Cooperation, Building Partner Capacity, and training and exercises. Authority to mobilize the Reserve Component would remain with the President, but could be delegated to cognizant officials within the Department of Defense via Executive Order.³⁰
- **21b:** Clarify DoD's 30-day notification policy as it applies to the activation of Reserve Component units for domestic and international emergencies to ensure

³⁰ Any recommendation in this report to revise Title 10 regarding access to the National Guard will be shared with the Adjutants General and consulted with the Council of Governors, consistent with Executive Order 13528.

understanding that this notification can be waived to meet the unique demands of such contingencies. [Several of the Combatant Commands offered alternate views regarding this recommendation. Their proposals appear at the end of this section.]

- **21c:** Review and, as appropriate, revise existing Reserve Component personnel authorizations and billet-validation requirements to ensure accommodation of operational criteria as well as traditional OPLAN “strategic-depth” and surge-capability criteria.
- **21d:** Finish the work now underway to establish DoD and Service policies that effectively enable a “continuum of service” that allows service members to transition easily between varying levels of participation in the military to satisfy professional, personal, and family commitments. These new or revised policies must allow seamless transition between active and reserve statuses as well as transition between reserve categories, with all obligations and benefits conveying.
- **21e:** Simplify pay, allowances, and benefits, to include reducing the number of “duty status” designations from the current set of more than thirty.
- **21f:** Support the Under Secretary of Defense (Acquisition, Technology, and Logistics) [USD(AT&L)]-directed development of Service-level integrated pay and personnel systems as part of the Department’s overarching Enterprise-level Information Warehouse.

Additional Revisions to Law

The additional revisions to law identified during the study fall into the two following categories: (1) laws related to access to Guard and Reserve forces, whether voluntarily involuntarily; and (2) laws related to readiness.

Access

- **21g:** Review existing laws to ensure that they permit involuntary access to Title 10 Reserve forces in support of operational requirements when a declared national emergency or named contingency does not exist. Authority to mobilize the Reserve forces would remain with the President, but could be delegated to cognizant officials within the Department of Defense via Executive Order. In order for the Department to be able to exercise all of the resourcing options available within the Total Force, predictable and assured access to the Reserve forces is essential.
- **21h:** Revise appropriate sections of Title 10 to enable involuntary activation of non-National Guard Reserve Component units and personnel in support of domestic emergencies other than those related to WMD events and terrorist threats.

- **21i:** Revise existing laws to permit the employment of Reserve Component units or personnel, either as volunteers or involuntarily, in support of the institutional support roles of the Secretaries of the Military Departments when necessitated by operational missions.
- **21j:** Amend Title 10, §12301(d) and §12311 to accommodate Reserve Component personnel willing to serve non-consecutive periods of active duty.
- **21k:** Revise existing laws to enable shorter notice or more frequent or longer periods of Active Duty service by Reserve Component members who are willing to serve under such conditions.
- **21l:** Revise Title 10, §10147 authorities to enable Reserve Component units and personnel to satisfy longer active duty training requirements.
- **21m:** Review current law to ensure that it sufficiently provides DoD with the appropriate level of access to, and appropriate skill-sets within, the Reserve Component in the event of a Chemical, Biological, Radiological, Nuclear, or High Explosive (CBRNE) attack.
- **21n:** Support amending Title 14, U.S. Code, to provide the Secretary of Homeland Security the ability to recall U.S. Coast Guard members for an additional 120 days for a major contingency.

Readiness

- **21o:** Ensure that laws are revised to permit appropriate Reserve Component units and personnel to access and use sensitive or restricted information.
- **21p:** Assess the feasibility of reorganizing and consolidating all current Reserve Component Legislation to ensure consistency and enhance overall Reserve Component readiness.

Additional Revisions to DoD, Joint, or Service Policy

The additional policy revisions identified during the study fall into two categories: (1) policies related to access to Guard and Reserve forces, whether voluntarily or involuntarily; and (2) policies related to personnel management.

Access

- **21q:** Revise Service policies to enable the Secretaries of the Military Departments to modify Active and Reserve Component authorizations within the Program of Record (POR) to meet emerging operational demands.
- **21r:** Review and revise DODI 1235.12 to enable rapid employment of pre-planned and pre-identified Reserve Component units and personnel. Allocate pre-planned and pre-identified Reserve Component forces for immediate response and establish habitual relationships between selected Reserve

Component units and the Combatant Commands to build pre-existing relationships and enable immediate assumption of missions.

- **21s:** Establish rapid activation procedures that the Services and Combatant Commands can use to gain voluntary or involuntary access to Reserve Component units and personnel required to meet emergent or on-going mission requirements.
- **21t:** Establish policies and procedures to facilitate the establishment of habitual relationships between selected Reserve Component units and the Combatant Commands or other DoD or interagency organizations [e.g., necessary revisions to CJCS Instruction (CJCSI) 1001.01 for validation of billets to support individual and small-unit basing requirements].
- **21u:** Revise existing policies to permit the employment of Reserve Component units or personnel in support of the institutional support responsibilities of the Secretaries of the Military Departments either as volunteers or involuntarily, when necessitated by operational missions.
- **21v:** Establish policies and procedures, to include, where appropriate, contractual or partnership³¹ agreements between the U.S. Government, Reserve Component personnel, and their civilian employers, to enhance the predictability of Reserve Component deployments.
- **21w:** Revise existing policy to enable more frequent or longer periods of Active Duty service by those Reserve Component personnel who are willing to accept such assignments.

Personnel Management

- **21x:** Reorganize and possibly consolidate current Reserve Component categories to better provide an operational reserve capability and provide strategic depth. Establish policies to facilitate movement of Reserve Component service members between categories.
- **21y:** Ensure that policies and procedures support viable training for Reserve Component units and personnel prior to deployment, career path development, or continuum of service³² transitions.
- **21z:** Revise policies to enable identification and provision of appropriate credit and compensation for Reserve Component personnel who use their critical civilian skills during periods of Active Duty.
- **21aa:** Establish policies that support appointment of qualified Reserve Component service members to leadership positions within integrated Active and Reserve units.

³¹ The Employer Partnership of the Armed Forces provides a suitable model for such agreements.

³² Those policies and procedures that allow for easier transition among varying levels of participation in the military and that serve to make the transition between active and reserve statuses seamless.

Revisions to Joint or Service Doctrine

Finding 22: The terms used to describe the Active and Reserve components, the availability of forces, and the character of many of their assigned missions are applied interchangeably and inconsistently in both formal publications and professional usage, leading to confusion and miscommunication. The Cold War definitions of many of these terms are no longer valid characterizations of current needs and environments. Clarity and precision in the terms and references related to the development and application of military forces and capabilities are needed across the Department.

Recommendation 22: DoD should review IDA's "Achieving Force Depth Study"³³ and the proposed terminology included therein as a starting point to establish standard definitions in Joint Publications. The following terms are of particular interest:

- **22a:** Strategic – Of, relating to, or marked by strategy, defined as the science and art of employing the political, economic, psychological, and military forces of a nation or group of nations to achieve their overarching security objectives against a state or non-state adversary. (Possibly adopt in JP1-02)
- **22b:** Operational – (1) Of or relating to an operation. (2) Of, engaged in, or connected with execution of military operations in campaign or battle. (Possibly adopt in JP1-02)
- **22c:** Operational force – Units that are designed, manned, equipped, and trained to deploy and execute military missions along the full spectrum of operations, to include those units that project and control unmanned capabilities abroad. (Possibly adopt in JP1-02)
- **22d:** Reserve - Portion of a force that is kept to the rear, or withheld from action at the beginning of an operation, in order to be available for decisive action. (Possible change to JP1-02)
- **22e:** Reserve Components - Members of the Military Services who are not in active service but who are subject to call to active duty. (Possibly adopt in JP 1-02)
- **22f:** Strategic reserve – possibly discontinue usage of this phrase. (Already deleted from JP 1-02)
- **22g:** Operational reserve – discontinue the use of this term. (Possibly remove from JP1-02)
- **22h:** Component relationship to the operational force. All components (AC/RC) contribute both operational capabilities and force depth to meet U.S. defense requirements across the full spectrum of conflict. In their operational roles, component units participate in a full range of missions according to their Services' force generation plans. Units and individuals participate in missions in

³³ Proposed in IDA, "Achieving Force Depth," prepared for the Joint Staff, J8, 18 August 2010, and quoted here verbatim. This study, however, does not specifically endorse any of the definitions provided. Moreover, any modification must be accomplished in accordance with existing DoD and CJCS Instructions.

an established cyclic or periodic manner that provides predictability for the Combatant Commands, the Services, Service members, their families, and, for the RC, their employers. As part of the Operational Force, non-deployed AC and RC units and individuals serve as the foundation for force generation and provide the bridge to leverage National resources if required by the national defense strategy. As such, all Active or Reserve Component units that are in various stages of refit and training but have not yet attained a deployable status, essentially the totality of the uniformed reserve, provide force depth and are available to transition to operational roles as needed. (Possibly modify DoDD 1200.17)

- **22i:** Generating Force – Units and organizations that are designed, manned, equipped, and trained to generate and sustain the Operational Force’s capabilities for employment by Joint commanders. (Possibly adopt in JP1-02)
- **22j:** Augmentation Force - Those individuals and materiel that have been identified or stored for potential activation into military service. (Possibly adopt in JP1-02)
- **22k:** Mobilization Assets – Those national resources that could be potentially leveraged to provide military capabilities in response to threats that exceed the capability or capacity of the Operational Force to defeat. These resources would include personnel, equipment, and facilities along with the industrial base to produce them. (Possibly adopt in JP1-02)

In addition, the study recommends that a formal definition be developed for the term “access.” The suggested definition for this term is as follows:

- **22l:** Access is those steps taken to ensure that Reserve Component forces are available when needed, that the proper authorities exist to order those forces to active duty (with or without the member’s consent), and that appropriate funds are available to fund their use. (Possibly adopt in JP1-02)

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Appendix A – Terms of Reference



DEPUTY SECRETARY OF DEFENSE
1010 DEFENSE PENTAGON
WASHINGTON, DC 20301-1010

JUL 13 2010

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
CHIEFS OF THE MILITARY SERVICES
COMMANDERS OF THE COMBATANT COMMANDS
CHIEF, NATIONAL GUARD BUREAU
GENERAL COUNSEL OF THE DEPARTMENT OF
DEFENSE
DIRECTOR, COST ASSESSMENT AND PROGRAM
EVALUATION
DIRECTOR, NET ASSESSMENT

SUBJECT: Comprehensive Review of the Future Role of the Reserve Component

The 2010 Quadrennial Defense Review (QDR) directed the conduct of a comprehensive review of the future role of the Reserve Components, including an examination of the balance between active and reserve forces.

It is the intent of the Secretary of Defense that this review determine the best ways to meet the QDR's stated objectives for our Reserve and National Guard that those forces be "... vibrant ... seamlessly integrated ... trained, mobilized and equipped for predictable routine deployment ... well into the future." (QDR p. 53)

Accordingly, all addressed DoD components will cooperate with the direction provided by the co-sponsors of this review, the Vice Chairman of the Joint Chiefs of Staff, and the Assistant Secretary of Defense for Reserve Affairs. The Terms of Reference are attached. I request your organizations identify participants for the Executive Committee and individuals that will assist with the planning and execution of the Issue Teams. Participant information will be provided to Colonel Vince Price, (703) 693-8632, vincent.price@osd.mil, within ten days of the date of this memorandum.

A handwritten signature in black ink, appearing to read "W. C. Price" followed by a stylized flourish.

Attachment:
As stated



TERMS OF REFERENCE

Comprehensive Review of the Future Role of the Reserve Components

These Terms of Reference (TOR) establish the objectives of the Quadrennial Defense Review (QDR) directed “Comprehensive Review of the Future Role of the Reserve Components (RC)”, which is to include an examination of the balance between active and reserve forces. The working hypothesis for this review is that the National Guard and Reserve can increase Total Force capacity if used to best advantage.

Context for this Review:

The seamless integration of a vibrant National Guard and Reserves into the broader All-Volunteer Force is essential to achieving the nation’s defense objectives. Prevailing in today’s wars requires a Reserve Component that can serve in an operational capacity as a trained, equipped, ready, and available force for routine, predictable deployments. Preventing and deterring conflict will likely necessitate the continued use of some elements of the RC, especially those that possess high-demand skill sets, in an operational capacity well into the future.

Preserving and enhancing the Guard and Reserve is essential to achieving these objectives and keeping faith with reserve component service members, their families, and employers. Over the past eight years, Guard and Reserve service members have consistently demonstrated their readiness and ability to make sustained contributions to ongoing operations. Today’s National Guard and Reserve men and women volunteer knowing that they will periodically serve on active duty. Our nation must have a force generation model, with associated incentive structures, that allows for easier access to those capabilities that are routinely in high demand in an operational reserve, while providing for sufficient strategic depth. As the operational environment allows, the Department must rebalance its reliance on the RC to ensure the long-term viability of a force that has both strategic and operational capabilities.

At the core of Reserve Component forces are the service members that make up the National Guard and Reserve and their families and employers. Guard and Reserve service members expect to be judiciously used, given meaningful work to do, and provided the right training and equipment to complete the mission. In order to meet these expectations, the RC must be used effectively in roles for which they are well-suited and with the right mix and availability of equipment. Using the National Guard and Reserves in an effective manner will lower overall personnel and operating costs and provide more effective use of defense assets, as well as contribute to the sustainability of both the Active and Reserve Component.

Objectives and Scope: This review has the following objectives:

1. Establishing a common Departmental baseline costing methodology for the Total Force and identifying the instances where such common baseline costing is not feasible.
2. Leveraging Departmental plans for the future to best determine how to use the capabilities and capacities of Guard and Reserve to best advantage during drill time, periods of Active Duty, and during mobilization.
3. Determining those roles for which the Guard and Reserve are well suited and where Guard and Reserve forces should be considered as a force of first choice.
4. Determining the conditions and standards that provide for a trained, equipped, ready, and available Guard and Reserve in order to meet the demands of the Total Force while maintaining the support of service members, their families and employers. Areas for consideration include (but are not limited to):
 - Force Generation Models
 - BOG: dwell ratios
 - Methods of Service
 - Continuum of Service
 - Employer Partnerships
 - Accessibility
5. Proposing recommendations on rebalancing the AC/RC mix to meet COCOM demands based on the Guidance for Employment of the Force (GEF) and the cost-benefit analysis of these proposals.
6. Proposing needed law, policy, and doctrinal changes required to meet the demands and conditions determined in objectives 2-5 above.

Methodology:

1. This review will be co-sponsored by the Vice Chairman of the Joint Chiefs of Staff (VCJCS) and the Assistant Secretary of Defense for Reserve Affairs (ASD-RA).
2. The co-chairs of this comprehensive review will be the Director, Joint Staff or a Joint Staff Principal (e.g. JS J8) and the Principal Deputy to the ASD-RA.

3. The co-chairs shall form a GO/FO/SES-level Executive Committee (EXCOM) to ensure the objectives of the review are met and approve the final products of the review. The EXCOM will consist of:
 - A representative from each Under Secretary of Defense
 - A representative of each Service Secretary
 - A representative from each Service Chief
 - A representative of the Chairman, Joint Chiefs of Staff
 - A representative of the Chief, National Guard Bureau
 - A representative of the Director, Cost Assessment and Program Evaluation
 - A representative of the Director, Net Assessment
 - A representative from each Combatant Commander
 - A member of the Reserve Forces Policy Board
4. Ideally, members of the EXCOM should have broad experience in both Active and Reserve component issues and have specific knowledge of each Reserve component.
5. The EXCOM will develop the work plan for this review to include formulating the review timeline, establishing specific Issue Teams, recommending Table Top exercises, interviews and surveys, directing document research and other measures as appropriate.
6. Organizations with EXCOM membership will also designate representatives to participate in the review at the Planner level.
7. The review co-sponsors will present to the Secretary of Defense by September 1, 2010, potential programmatic issues for the PBR.

Deliverables:

- The co-sponsors will deliver a report addressing the areas above to the Secretary of Defense not later than January 31, 2011. The co-sponsors will deliver an interim progress review by September 1, 2010.

Support:

- Military Departments and designated DoD Components will fully cooperate in the execution of this Review and provide appropriate organizational representation to the Review co-sponsors.

Appendix B – Conducting the Study

Study Background

This study was conducted in response to a requirement levied in the FY2010 Quadrennial Defense Review (QDR). Its overall purpose was to determine the best ways to meet the QDR’s stated objectives for the Reserve and National Guard to be “vibrant ... seamlessly integrated ... trained, mobilized and equipped for predictable routine deployment ... well into the future.”

Study Objectives

Per the Terms of Reference, the study was structured to accomplish the following objectives:

- **OBJ 1:** Establish a common Departmental baseline costing methodology for the Total Force and identify the instances where such common baseline costing is not feasible.
- **OBJ 2:** Leverage Departmental plans for the future to best determine how to use the capabilities and capacities of the Guard and Reserve to best advantage during drill time, periods of Active Duty, and during mobilization.
- **OBJ 3:** Determine those roles for which the Guard and Reserve are well suited and where Guard and Reserve forces should be considered as a force of first choice.
- **OBJ 4:** Determine the conditions and standards that provide for a trained, equipped, ready, and available Guard and Reserve in order to meet the demands of the Total Force while maintaining the support of service members, their families and employers.
- **OBJ 5:** Propose recommendations on rebalancing the AC/RC mix to meet COCOM demands based on the Guidance for Employment of the Force (GEF) and the cost-benefit analysis of these proposals.
- **OBJ 6:** Propose needed law, policy, and doctrinal changes required to meet the demands and conditions determined in Objectives 2-5 above.

Study Approach and Scope

The study was accomplished using the overall approach shown schematically in Figure B1. Initial study efforts focused on Objective 1 and, as a separate effort, Objectives 2 and 3. Based on the results of outcomes of these latter assessments, the study developed a set of options for rebalancing the mix of Active and Reserve Components (AC/RC mix). These options were then explored in detail. As indicated, particular

attention was paid to cost-benefit considerations associated with the employment of each option. The study then turned its attention to determining the conditions and standards that provide for a trained, equipped, ready, and available Guard and Reserve and to identifying needed law, policy, and doctrinal changes.

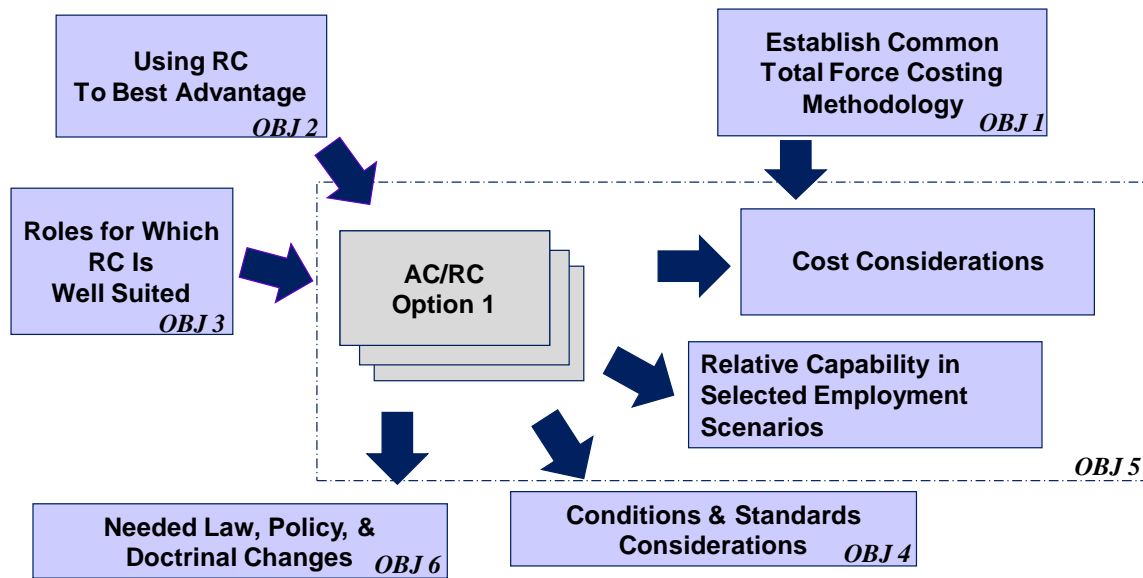


Figure B1. Overall Study Approach

To facilitate accomplishment of the study objectives and ensure that the broad set of DoD stakeholders were included in the study process, the Issue Teams conducted four separate workshops. The first of these was held at the Army War College in Carlisle, PA, in late July. At this session, attendees identified a broad set of roles for which the RC appeared to be well suited. In mid August, the Objectives 2-5 Issue Team participated in a Collaborative Analysis Workshop at JHU/APL's Warfare Analysis Laboratory. During this event, the attendees identified ways to use the Reserve Component to best advantage, further refined the set of roles for which the Reserve Component is well suited, conducted initial exploration of conditions and standards, and identified an initial set of rebalancing options for the Total Force. These options were then explored in considerable detail during the Objectives 2-5 Collaborative Analysis Workshop held at JHU/APL in late September. Study participants returned to JHU/APL in late October for the Objectives 2-6 Collaborative Analysis Workshop, focusing on required changes to law, policy, and doctrine.

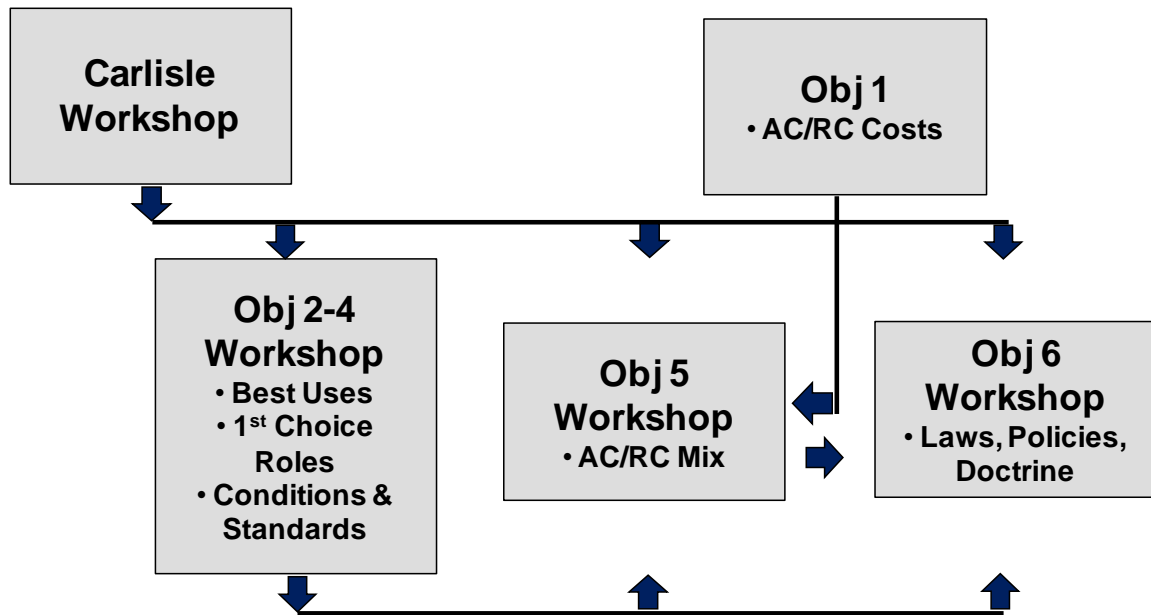


Figure B2. Relationship among Key Study Activities

Study Participants

This Study is a product of the Offices of the Vice Chairman of the Joint Chiefs of Staff and the Assistant Secretary of Defense for Reserve Affairs [ASD (RA)] in collaboration with key DoD stakeholders including the Military Departments, operational and functional commanders, and direct reporting entities within the Office of the Secretary of Defense. The framework of this study is the result of an enduring commitment between the USD (Policy); USD (Comptroller); Director, Joint Staff J8; Director, Cost Assessment and Program Evaluation (CAPE); and the ASD (RA) to define the legitimacy of the Guard and Reserve within our strategic construct. This would not have been possible without the mentorship of the Director, Net Assessment.

The sponsors established an Executive Committee (EXCOM) to oversee the progress of the Study and to provide overall guidance for the effort. Three separate O-5/O-6 level Issue Teams were established to support the Executive Committee by conducting detailed assessments related, respectively, to Objective 1, Objectives 2-5, and Objective 6. Additional support was provided by the Johns Hopkins University Applied Physics Laboratory (JHU/APL), the Institute for Defense Analyses (IDA), and the U.S. Army War College, all working under contract to the Office of the ASD (RA).

The study Executive Committee (EXCOM) was co-chaired by Mr. David McGinnis, Principal Deputy Assistant Secretary of Defense (Reserve Affairs) and Lt Gen Larry

Spencer, Director, Joint Staff J-8. EXCOM membership included General or Flag Officers or SES-level U.S. Government employees from the following offices:

- Each Under Secretary of Defense
- Each Service Secretary
- Each Service Chief
- Chairman, Joint Chiefs of Staff
- Chief, National Guard Bureau
- Director, Cost Assessment and Program Evaluation
- Director, Net Assessment
- Each Combatant Command
- Reserve Forces Policy Board.

Table B-1 identifies, by organization, the 61 DoD and Department of Homeland Security (DHS) personnel who served as members of the EXCOM.

To facilitate accomplishment of the study, the EXCOM directed the establishment of three action-officer (O5/O6) level issue teams to support study Objective 1, study Objectives 2-5, and study Objective 6. Mr. John Hastings served as the OASD RA lead for the OBJ 1 Issue Team; Mr. Robert Smiley served as the OASD RA lead for the OBJ 2-5 Issue Team; and Mr. Guy Stratton served as the OASD RA lead for the OBJ 6 Issue Team. The relationships among the various study organizational entities are illustrated in Figure B3.

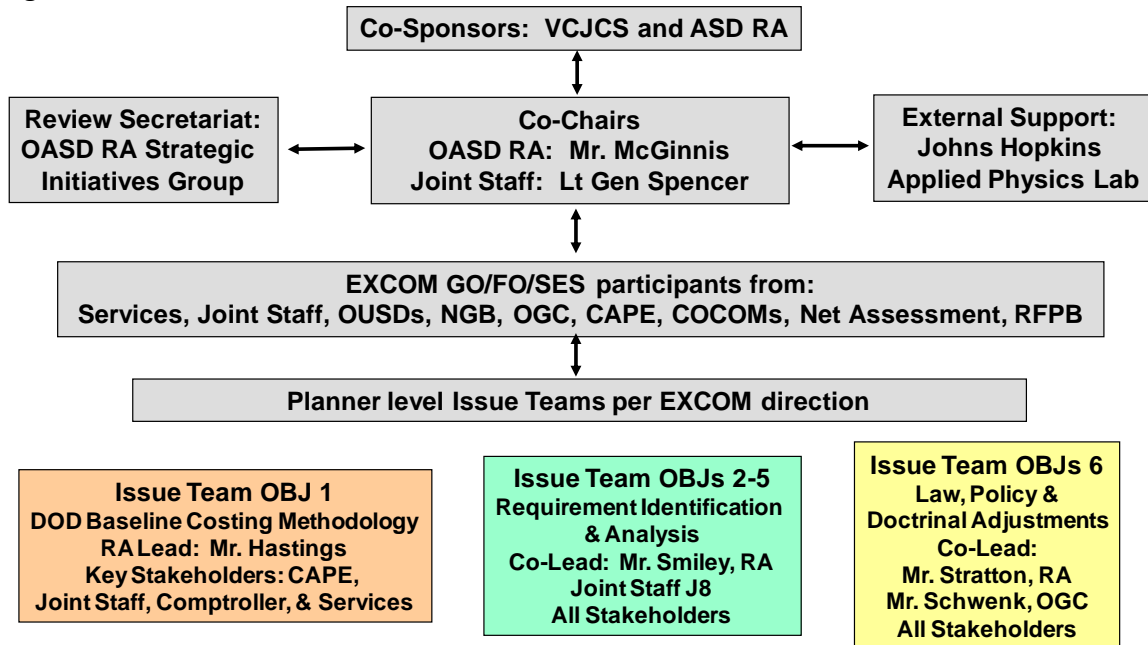


Figure B3. Study Organization

Analysis support for the study was provided by the U.S. Army War College, the Johns Hopkins University Applied Physics Laboratory, and the Institute for Defense Analyses,

all working under contract to OASD RA. The Army War College effort was led by Mr. Bert Tussing, the JHU/APL analysis team was headed by Dr. L. Dean Simmons, and the IDA team was led by Mr. Stanley Horowitz. Table B-2 identifies, by organization, the 184 DoD and contractor personnel who contributed to the study.

Table B-1. Study EXCOM Membership

<p>Co-Chair: Mr. David McGinnis, PDASD (RA) Mr. Paul Patrick, DASD (RA)</p> <p>Co-Chair: Lt Gen Larry Spencer, Director J8 Ms. Lisa Disbrow</p> <p>Office of the Secretary of the Army: Mr. John Newman Mr. Chris Gardner</p> <p>Office of the Secretary of the Navy: Mr. Dennis Biddick</p> <p>Office of the Secretary of the Air Force: Mr. Richard Deavel</p> <p>Office of USD (Policy): Ms. Christine Wormuth Mr. David Ochmanek Ms. Jen Zakriski</p> <p>Office of USD (Comptroller): Ms. Marcia Case</p> <p>Office of USD (Intelligence): Mr. Mark Chandler Mr. Hans Meinhardt</p> <p>Office of USD (AT&L): Mr. Steve Tkac</p> <p>Director, CAPE: Ms. Kathy Conley Dr. Matthew Schaffer</p> <p>Director, Net Assessment: Mr. Andy Marshall LTC James Powell</p> <p>Office of the Chairman JCS: MG Chip Luckey Maj Gen Kelly McKeague BGen Steven Busby</p> <p>Office of JS J3: COL Michael Coss COL John Bartolotto</p> <p>Office of Chief of Staff Army: MG Darren Owens MG Tim Kadavy Mr. James Snyder</p> <p>Office of Chief of Naval Operations: RDML Dave Woods RDML Brian Cutchen</p>	<p>Office of Chief of Staff Air Force: Maj Gen Richard Johnston Brig Gen Patrick Cord</p> <p>Office of Commandant, USMC: LtGen John Kelly MajGen Darrell Moore BrigGen Carl Mundy</p> <p>Office of Commandant, US Coast Guard: RDML Sandra Stosz Mr. Jeffrey Smith</p> <p>USAFRICOM: Ms. Jeanne Karstens MG Rick Sherlock BG Kevin Wendel</p> <p>USCENTCOM: MG Steven Hashem Maj Gen Ben Bartlett</p> <p>USEUCOM: RADM John Messerschmidt CAPT James Minta Col Tony Seely</p> <p>USJFCOM: Mr. Ken Rome</p> <p>USNORTHCOM: MG James Rafferty Brig Gen Scott Schofield</p> <p>USPACOM: MG Peter Pawling</p> <p>USSOCOM: MG David Burford</p> <p>USSOUTHCOM: Maj Gen Mark Sears Col Tony Chebli</p> <p>USSTRATCOM: Maj Gen Don Ralph</p> <p>USTRANSCOM: Maj Gen Dave Post BG Gregory Couch COL Troy Kok</p> <p>Chief National Guard Bureau: Maj Gen William Etter MG Randy Manner BG David Harris</p> <p>Office of DoD General Counsel: Mr. James Schwenk Mr. James Smyser Mr. William Sprance</p>
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Table B-2. Study Working Group Participants

<p>Office of the Secretary of the Army</p> <ul style="list-style-type: none"> • COL Norm Cotton • COL Scott Sharp • LTC Anthony Boyda • LTC John Cook • MAJ Blake Stone <p>Department of the Army</p> <ul style="list-style-type: none"> • COL Tony Kanellis • COL Cedric Wins • LTC Chris Brady • LTC Stephen Johnson • Mr. James Boatner • Mr. Daniel Egbert • Mr. Joseph McInnis • Mr. Timothy Muchmore <p>Office of the Chief, Army Reserve</p> <ul style="list-style-type: none"> • LTC Dale Fair • LTC David McLain • LTC Alan Schrews • Mr. Jim Palsha <p>Office of the Secretary of the Navy</p> <ul style="list-style-type: none"> • CAPT Robert Louzek • CDR Andrew Garlington • CDR Garrett Krause <p>Office of the Chief of Naval Operations</p> <ul style="list-style-type: none"> • CAPT Todd Rose • CDR Karan Schriver • CDR Katherine Scott • LCDR Aldrith Baker • LCDR Scott Snyder • LCDR Vidal Valentin <p>Office of the Chief of Navy Reserve</p> <ul style="list-style-type: none"> • CAPT Drew Flavell • CDR John Alcorn • Mr. Ben Blon • Mr. James Grover 	<p>Office of the Commandant, Marine Corps</p> <ul style="list-style-type: none"> • Col James Dixon • Col Gordon O’Very • Col Kevin Wild • LtCol Paul Webb • Maj Kenneth Casais • Maj Greg Malone • Maj Brian Miller <p>Office of the Secretary of the Air Force</p> <ul style="list-style-type: none"> • Col Sandye Blalock • Col Cathleen Haverstock • Mr. Brian Arnold <p>Office of the Chief of Staff, Air Force</p> <ul style="list-style-type: none"> • Col Walter Ward • LtCol Barbara Lee • LtCol Chester Frost <p>Office of the Chief, Air Force Reserve</p> <ul style="list-style-type: none"> • Col Robert Siani • LtCol Karen Magnus <p>U.S. Coast Guard</p> <ul style="list-style-type: none"> • CDR Kirby Sniffen • Mr. Jeffrey Smith <p>Office of the Director, Coast Guard Reserve</p> <ul style="list-style-type: none"> • Mr. Chip Chase <p>Under Secretary of Defense (Policy)</p> <ul style="list-style-type: none"> • COL Robert Waring • Ms. Leslie Hunter • Mr. Michael Brown • Mr. Jon Sims • Mr. Quentin Hodgson • LCDR Michael Mosbrugger <p>Under Secretary of Defense (Acquisition, Technology & Logistics)</p> <ul style="list-style-type: none"> • Mr. Robert Leach
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Table B-2. Study Working Group Participants (Cont.)

<p>Under Secretary of Defense (Comptroller)</p> <ul style="list-style-type: none"> • COL Michael Cheney • LTC Matthew Sprenger • Ms. Colleen Hartman • Mr. Kevin Lannon <p>Under Secretary of Defense (Intelligence)</p> <ul style="list-style-type: none"> • Col David Anderson • LTC Michael Goodnow • Mr. Don DeVries • Mr. Dan Garcia <p>DoD Office of General Counsel</p> <ul style="list-style-type: none"> • Mr. James Schwenk <p>Director, Cost Assessment and Program Evaluation</p> <ul style="list-style-type: none"> • COL William Hersh • LTC Kevin Vink • Mr. Frank Woodward <p>Director, Net Assessment</p> <ul style="list-style-type: none"> • LTC James Powell <p>Office of the Assistant Secretary of Defense (Reserve Affairs)</p> <ul style="list-style-type: none"> • Mr. John Hastings • Mr. Robert Smiley • Mr. Guy Stratton • Mr. Trey Carson • CAPT Kent Bauer • CAPT Douglas Beyer • Col Michael Castaldi • COL Walid Chebli • Col Gary Dickinson • CAPT Robert Lee • COL Vincent Price • Col Marc Sasseville • Col Scott Sauter 	<p>Office of the Assistant Secretary of Defense (Reserve Affairs) (Cont.)</p> <ul style="list-style-type: none"> • COL John Scocus • COL David Smith • CAPT Douglas Upchurch • Col Stephen Waldron • LTC Stephen Beller <p>Office of the Chief, National Guard Bureau</p> <ul style="list-style-type: none"> • Col Gary Szabo • Col Nilda UrrutiaEstrany • COL Timothy Wojtecki • LtCol Diane Belmessieri • LTC Norman Jenkins • LTC Michael Noyes • LtCol John Selmer • Mr. George Brock • MAJ James Erb • MAJ Erin McMahon • Mr. Blaine Coffey • Mr. William Illing • Mr. Gary Owens • Mr. Michael Petring • Dr. John Taylor • Mr. Steven Wright <p>Office of the Director, Army National Guard</p> <ul style="list-style-type: none"> • COL Douglas Curell • COL Timothy Pheil • COL Michael Steenson • COL Robert Williams • LTC Bryan Ross • LTC James Yocum • Mr. Raymond Holdeman <p>Office of the Director, Air National Guard</p> <ul style="list-style-type: none"> • Col Mark Zechman • LtCol James Roberts • Maj Sean Conroy • Ms. Teresa Fitzpatrick
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Table B-2. Study Working Group Participants (Cont.)

<p>Employer Support of the Guard and Reserve</p> <ul style="list-style-type: none"> • Col Paul Vining <p>Reserve Forces Policy Board</p> <ul style="list-style-type: none"> • LtCol Julie Small <p>Joint Chiefs of Staff</p> <ul style="list-style-type: none"> • COL John Bartolotto • COL Richard Daum • COL Scott Fabian • COL David Sheridan • Col Gary Szabo • COL James Wong • LTC Robert Haldeman • LTC Charles Hunt • LtCol John Larson • LTC Robert Lundy • LTC John Scott • Mr. Michael Altomare • Mr. Robert Fancher <p>USAFRICOM</p> <ul style="list-style-type: none"> • COL William Bartheld • Col Edward Rapp III • COL Chad Rotzien • CDR Craig Oldham • MAJ Ivan Udell • Mr. John Klesch • Mr. Richard McCalla • Mr. Julien Saramago <p>USCENTCOM</p> <ul style="list-style-type: none"> • CDR Shaun Murphy <p>USEUCOM</p> <ul style="list-style-type: none"> • COL Michael Godfrey • COL James Minta • CDR Jonas Jones • LCDR Valerie Lacroix 	<p>USJFCOM</p> <ul style="list-style-type: none"> • Col Ken Woodard • LTC George Milton <p>USNORTHCOM</p> <ul style="list-style-type: none"> • CAPT A.J. Rizzo • LTC Ronald Caisse • Mr. John Gibeault • Mr. Jan Ithier <p>USPACOM</p> <ul style="list-style-type: none"> • CAPT John Croce <p>USSOCOM</p> <ul style="list-style-type: none"> • Col Steve Kirkpatrick • COL Neil Tolley • Mr. Craig Vest <p>USSOUTHCOM</p> <ul style="list-style-type: none"> • LtCol Mike Mawson • LTC John Uharriet <p>USSTRATCOM</p> <ul style="list-style-type: none"> • Col Daniel Heires <p>USTRANSCOM</p> <ul style="list-style-type: none"> • Col Troy Kok • LtCol Roderick Stevenson <p>Canadian Armed Forces</p> <ul style="list-style-type: none"> • Col Patrick Kelley • Col Josee Robidoux
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Table B-2. Study Working Group Participants (Cont.)

<p>Johns Hopkins University Applied Physics Laboratory</p> <ul style="list-style-type: none"> • Mr. John Benedict • Mr. Joseph Callier • Mr. Druso Daubon • Mr. Jeffrey Hamman • Mr. Keith Kowalski • CAPT Randall Lynch, USN FEF • Ms. Lesa McComas • Dr. William McDaniel • Mr. Mike Morris • Mr. Steven Phillips • Dr. Dean Simmons • Mr. E.A. Smyth • Mr. Christopher Wright 	<p>Institute for Defense Analyses</p> <ul style="list-style-type: none"> • Dr. Robert Atwell • Mr. John Brinkerhoff • Mr. William Burns • Mr. Stanley Horowitz • Dr. Drew Miller • Mr. Michael Niles <p>U.S. Army War College</p> <ul style="list-style-type: none"> • Mr. Phillip Evans • Mr. James Kievit • LTC Janice King • COL Gregory Martin • COL Oliver Norrell • Mr. George Teague • Mr. Bert Tussing
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Study Schedule

The study was accomplished according to the schedule shown in Figure B4. Formal kickoff began with a meeting of the EXCOM on 18 July. Subsequent meetings of the EXCOM took place on 5 August, 7 September, 30 September, 7 October, 3 November, 16 November, 15 December, and 13 January. The Carlisle Workshop, focused primarily on study Objective 3, was held on 21-22 July; the Objectives 2-4 Workshop on 17-19 August; the Objectives 2-5 Workshop on 20-22 September; and the Objectives 2-6 Workshop on 26-27 October. Following each workshop, the cognizant Issue Team provided a progress update to the EXCOM.

Jun 10	Jul	Aug	Sep	Oct	Nov	Dec	Jan 11	Feb	Mar
	Publish TOR	05 Aug OBJs 1-3 EXCOM Update		7 Oct EXCOM OBJs 2-5 Results	3 Nov OBJ 2-6 Products To EXCOM	2 Dec Suspense Initial Coord	6 Jan Suspense Coord		
Co-Chair MTG OASD-RA Joint Staff	7 Jul OBJ 1 Edit Package	11 Aug OBJ 1 Products	7 Sep EXCOM OBJs 2-4 Results	13 Oct OBJ 6 MTG #1		3-15 Dec Comment Resolution Initial Draft	7-12 Jan Comment Resolution		
17 Jun OBJs 2-5 Kickoff MTG	16 Jul EXCOM Kick-Off MTG	Coord Interim Report				09 Dec AO-level Comment Resolution	13 Jan 11 EXCOM 2 nd Round		
21 Jun OBJ 1 Assemble Package		17-19 Aug OBJs 2-4 Workshop	20-22 Sep OBJ 2-5 Workshop		16 Nov Final OBJ 1 Outbrief	15 Dec EXCOM Comment Resolution	14-25 Jan Final Coord		
22-23 CNGR CNAS	21-22 Jul MTG 3 AWC				19 Nov Submit Final report Initial Coord	17 Dec Submit report 2 nd Coord	26-31 Jan Submit report thru USD (P&R) to SD		
30 Jun OBJs 2-5 MTG 2		31 Aug Submit Interim Rpt	30 Sep EXCOM Service Briefs	26-27 Oct OBJ 2-6 Workshop			31 Jan 11 DPPG suspense		
								Collaborative Analysis Workshops JHU	

Figure B4. Study Schedule

Glossary

The following acronyms appear in the text, tables, or figures of this Study.

AC – Active Component
ACC – Air Combat Command (USAF)
AD – Active Duty
ADOS – Active Duty for Operational Support
ADT – Active Duty for Training
ADSW – Active Duty for Special Work
AFRC – Air Force Reserve Component
AGR – Active Guard or Reserve
ANG – Air National Guard
ARFORGEN – Army Force Generation
ARNG – Army National Guard
ASD – Assistant Secretary of Defense
ASD (RA) – Assistant Secretary of Defense for Reserve Affairs
AT – Annual Training
AWC – Army War College

BAH – Basic Allowance for Housing
BOG – Boots on Ground
BPC – Building Partner Capacity

C4I – Command, Control, Communications, Computers and Intelligence
CAPE – Cost Assessment and Program Evaluation
CBRNE – Chemical, Biological, Radiological, Nuclear, or Explosive
CCDR – Combatant Commander
CCIF – Combatant Commander Initiative Fund
CJCS – Chairman of the Joint Chiefs of Staff
CJCSI – Chairman of the Joint Chiefs of Staff Instruction
CNAS – Center for a New American Security
CNGR – Commission on the National Guard and Reserves
CONUS – Continental United States
COST – Contingency Operations Support Tool

DASD – Deputy Assistant Secretary of Defense
DAWG – Deputy’s Advisory Working Group
DCGS – Distributed Common Ground System
DepSecDef – Deputy Secretary of Defense
DHS – Department of Homeland Security
DIA – Defense Intelligence Agency

DMDC – Defense Manpower Data Center
DMRB – Defense Material Readiness Board
DoD – Department of Defense
DODD – Department of Defense Directive
DODI – Department of Defense Instruction
DSCA – Defense Support of Civil Authorities

E – Enlisted
EEO – Equal Employment Opportunity
ESGR – Employer Support of the Guard and Reserve
EXCOM – Executive Committee
EXORD – Execute Order

FED – Federal Executive Fellow
FEMA – Federal Emergency Management Agency
FO – Flag Officer
FSS – Federal Supply Service
FTS – Full-Time Support
FY – Fiscal Years
FYDP – Future Years Defense Program

GEF – Guidance for Employment of the Force
GFM – Global Force Management
GFMB – Global Force Management Board
GFMAP – Global Force Management Allocation Plan
GO – General Officer

HADR – Humanitarian Assistance and Disaster Relief
HD – HD
HQ – Headquarters

IA – Individual Augmentee
IADT – Initial Active Duty for Training
IBCT – Infantry Brigade Combat Team
IDA – Institute for Defense Analyses
IMA – Individual Mobilization Augmentee
ING – Inactive National Guard
IRR – Individual Ready Reserve
ISR – Intelligence, Surveillance, and Reconnaissance
IW – Irregular Warfare

JHU/APL – Johns Hopkins University Applied Physics Laboratory
JOE – Joint Operating Environment

JP – Joint Publication
JRIC – Joint Reserve Intelligence Center
JRSOI – Joint Reception Staging Onward Movement & Integration
JRU – Joint Reserve Unit
JS – Joint Staff

MCO – Major Combat Operation
MEDRET – Medical Readiness Training
MISO – Military Information Support Operations
MLRS – Multiple Launch Rocket System
MPA – Military Personnel Appropriation
MSO – Military Service Obligation
MTT – Mobile Training Team

NCO – Non-commissioned Officer
NDAA – National Defense Authorization Act
NGB – National Guard Bureau
NJP – Non-Judicial Punishment
NORAD – North American Air Defense Command

O – Officer
OA-10 – Operational Availability 2010 (Study)
OASD (RA) – Office of the Assistant Secretary of Defense for Reserve Affairs
OBJ – Objective
OCO – Overseas Contingency Operation
OGC – Office of the General Counsel
OMLT – Operational Mentoring and Liaison Team
OPLAN – Operation Plan
OPTEMPO – Operational Tempo
OSD – Office of the Secretary of Defense
OUSD – Office of the Under Secretary of Defense

PBR – Program Budget Review
PCS – Permanent Change of Station
PDASD – Principal Deputy Assistant Secretary of Defense
P.L. – Public Law
POR – Program of Record
POSH – Prevention of Sexual Harassment
PTDO – Prepare To Deploy Operations

QDR – Quadrennial Defense Review
QRMC – Quadrennial Review of Military Compensation
RC – Reserve Component

RFPB – Reserve Forces Policy Board
RITE – Regional Integrated Training Environment
RMI – Reserve Military Intelligence
ROTC – Reserve Officer Training Corps
RPA – Remotely Piloted Aircraft

SAU – Squadron Augmentation Unit
SD – Secretary of Defense
SecDef – Secretary of Defense
SELRES – Selected Reserve
SES – Senior Executive Service
SPP – State Partnership Program

TOR – Terms of Reference
TPU – Troop Program Unit
TRADOC – U.S. Army Training and Doctrine Command
TRICARE – The Department of Defense's health care program for members of the
uniformed Services, their families and survivors
TSC – Theater Security Cooperation

UAS – Unmanned Aircraft System
UCP – Unified Command Plan
UCMJ – Uniform Code of Military Justice
ULB – Unified Legislative Budget
USA – U.S. Army
USAF – U.S. Air Force
USAFR – U.S. Air Force Reserve
USAFRICOM – U.S. Africa Command
USAR – U.S. Army Reserve
USC – U.S. Code
USCENTCOM – U.S. Central Command
USCG – U.S. Coast Guard
USCGR – U.S. Coast Guard Reserve
USD (AT&L) – Under Secretary of Defense for Acquisition, Technology and Logistics
USD (C) – Under Secretary of Defense Comptroller
USD (I) – Under Secretary of Defense for Intelligence
USD (P) – Under Secretary of Defense for Policy
USD (P&R) – Under Secretary of Defense for Personnel and Readiness
USEUCOM – U.S. European Command
USG – U.S. Government
USJFCOM – U.S. Joint Forces Command
USMC – U.S. Marine Corps
USMCR – U.S. Marine Corps Reserve

USN – U.S. Navy
USNORTHCOM – U.S. Northern Command
USNR – U.S. Navy Reserve
USPACOM – U.S. Pacific Command
USSOCOM – U.S. Special Operations Command
USSOUTHCOM – U.S. Southern Command
USSTRATCOM – U.S. Strategic Command
USTRANSCOM – U.S. Transportation Command
UTC – Unit Type Code

VCJCS – Vice Chairman Joint Chiefs of Staff

WMD – Weapons of Mass Destruction
WOT – War on Terror

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