



DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF, ARMY RESERVE
2400 ARMY PENTAGON
WASHINGTON DC 20310-2400

REPLY TO
ATTENTION OF

ARRC-FTS-M

8 June 2009

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Active Guard Reserve (AGR) Manning and Permanent Change of Station (PCS) Guidance for Fiscal Years 2009-2010 (FYs 09-10)

1. References:

a. Memorandum, OCAR, DAAR-HR, 12 Oct 07, subject: Active Guard Reserve (AGR) Manning and Permanent Change of Station (PCS) Guidance for Army Reserve Force Generation (ARFORGEN) Packages.

b. AR 135-18, The Active Guard Reserve (AGR) Program, 1 Nov 04.

c. AR 140-10, Assignments, Attachments, Details, and Transfers, 15 Aug 05.

d. AR 140-30, Active Duty in Support of the United States Army Reserve (USAR) and Active Guard Reserve (AGR) Management Program, 1 Sep 94.

e. AR 608-75, Exceptional Family Member Program, 22 Nov 06.

f. Memorandum, HQDA, DAPE-MP, 10 Jul 08, subject: HQDA Active Component (AC) Manning Guidance for Fiscal Years (FY) 2008-2010.

2. Purpose. Establish AGR manning priorities for the remainder of FY 2009 through the end of FY 10. Manning and Readiness of the Force, Transformation, Family Programs and the Employer Partnership Initiative Programs are the top priorities for the Army Reserve. This memorandum provides specific policy guidance for PCS assignments in keeping with the direction from the Secretary of Defense and the Secretary of the Army concerning predictable and stabilized tours of duty.

3. Manning Environment.

a. Entering the seventh year of persistent conflict, operational demand continues to outpace supply. As the Army Reserve continues to provide ready Soldiers and units to the Combatant Commanders, the competition for human resources will continue to present challenges as we transform to an operational reserve and experience turbulence associated with base realignment and closure (BRAC) and transformation.

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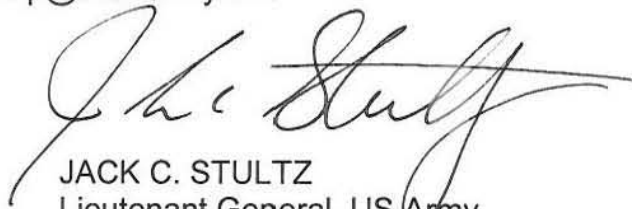
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Individual Soldier dwell time challenges in our troop program unit (TPU) force will continue to rise during FYs 09-10 adding complexity to the challenge of efficiently managing the AGR force, especially in regards to low density/high demand critical skill specialties. We will continue to provide the HQDA-directed AGR on production recruiter support to US Army Recruiting Command, which results in over 734 authorized positions remaining unfilled in our formations. In FY 10, the Army Reserve will reduce this number by 400. In addition, the Army Reserve is experiencing an increasing percentage of non-deployable Soldiers which further exacerbates our ability to man deploying units at the prescribed levels.

b. Approved Full Time Support (FTS) Tables of Distribution and Allowances and AGR Management Information System documents may indicate personnel authorizations by skill and grade; however, the current manning environment precludes Army Human Resources Command-St. Louis from manning all authorizations to the documented grade and skill. Commanders must recognize and understand this reality and accept that some authorizations must be filled with other Full Time Equivalent, subject to availability of resources, or not at all.

4. The enclosed manning guidance reflects the manning strategy for the Army Reserve over the next 18 months while we complete Army Reserve command and control actions that enable an operational force. During this period we will not meet everyone's needs. This guidance reflects my priorities to get us through this demanding period.

5. For additional information, contact MAJ Nancy J. Davis, Army Reserve FTS Directorate, at (404) 464-8788 or nancy.j.davis@usar.army.mil. For additional information concerning a unit priority of fill, contact LTC Dwayne Dunlap, Army Reserve G-3, at (404) 464-8835 or dwayne.dunlap@usar.army.mil.



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Lieutenant General, US Army
Chief, Army Reserve

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AGR Manning and PCS Guidance for Fiscal Years 2009-2010 (FYs 09-10)

1. General Guidance.

a. As the Army Reserve (AR) implements the Army Force Generation (ARFORGEN) model, it is necessary to revise Active Guard Reserve (AGR) management business practices ensuring the program meets the following objectives:

(1) Support the Chief, Army Reserve (CAR) Title 10 United States Code (USC), Section 12320 responsibilities managing the Army Reserve Full Time Support (FTS) Program and the responsibilities as an appropriations sponsor and manager.

(2) Meet the CAR's intent using AGR Soldiers to augment rotational support of world-wide operations mitigating current and future operational shortfalls, contributing to their professional developmental and producing a "seasoned" AGR force.

(3) Give priority to operational commanders allowing them flexibility in using the AGR force embedded in the FTS Tables of Distribution and Allowances (TDA) (i.e., generating/institutional force) in filling personnel shortfalls in units designated for mobilization and/or deployment in support of current and future operations world-wide in accordance with ARFORGEN sourcing.

b. The AGR force is a critical component of the AR and must be managed and developed in order to ensure support and sustain a professional force capable of providing ready Soldiers and units when called upon. In this regard, instilling greater rigor and discipline in the management, use, assignment and development of AGR Soldiers becomes paramount. As such, first consideration for AGR Soldiers completing a tour at Office of the Chief, Army Reserve (OCAR), Headquarters, US Army Reserve Command (USARC) or Human Resource Command (HRC)-St. Louis, should be to operational units followed by generating force units. Likewise, first consideration for AGR Soldiers completing a tour with an operational unit that includes a deployment outside the continental United States (OCONUS) in support of Operation Iraqi Freedom (OIF) or Operational Enduring Freedom (OEF) should be to generating forces with the responsibility of ensuring the readiness of units within the ARFORGEN cycle.

c. Manning priorities are reassessed as required. At a minimum, assessments will be accomplished in the form of an Annual Review Board, to include but is not limited to representatives from AR G-1, AR G-3/5/7, FTS Directorate (FTSD), Senior Leader Development Office (SLDO) and HRC.

2. Responsibilities.

a. The AR FTSD is responsible for coordinating the formulation of and publishing the AGR Manning and Permanent Change of Station (PCS) Guidance. The AR FTSD will coordinate with AR G-3/5/7 after each ARFORGEN resourcing conference ensuring the

latest updates are captured in the AGR Management Information System (AGRMIS). The FTSD is responsible for coordinating with HRC regarding all changes in AGRMIS of approved manning priorities affecting the AGR Manning and PCS Guidance for ARFORGEN packages.

b. The AR G-3/5/7 is responsible for identifying deploying force requirements and synchronizing ARFORGEN packages. The ARFORGEN packages are designated for the lifecycle management using the Army Reserve Expeditionary Forces (AREF) package Five Year Cycle AVAILABLE pool of personnel. They coordinate a quarterly review of the Contingency Expeditionary Force (CEF) and Deployment Expeditionary Force (DEF) unit priorities and provide the data for the manning document.

c. The Commander, HRC, is responsible for implementing this Manning and PCS Guidance on behalf of the CAR. The precedence for assignments remains: AR requirements, professional development requirements and Soldier preferences respectively.

d. AR commands/unit commanders/installation commanders are responsible for:

(1) Managing their resources by prioritizing within the appropriate manning levels where their unit is placed. In addition, commanders will consider other FTS/Full Time Equivalent (FTE) sources of manpower (i.e., military technicians (MILTECHs) and the civilian workforce).

(2) Implementation and adherence to the AR Manning and PCS Guidance outlined in these business rules to include implementing appropriate initiatives mitigating manning shortages.

(3) Identifying unit identification code (UIC), paragraph and line number for specific AGR vacancies in deploying the Modification Table of Organization and Equipment (MTOE) and TDA elements to their Regional Account Managers (RAM) at HRC in a reasonable amount of time ensuring vacancies are appropriately filled. The goal is to identify those vacancies no later than 6 months after entering READY2 in the ARFORGEN cycle to ensure personnel readiness levels can be achieved prior to entering the ARFORGEN AVAILABLE cycle.

(4) Identifying and verifying non-deployable AGR Soldiers and report the same to HRC-St. Louis. If assigned to a deployable unit, recommend reassignment options within current PCS Policy to facilitate the replacement with a deployable Soldier.

e. The SLDO is responsible for providing a slate of "key billets" outlining priorities for manning and assignments.

3. Manning Priorities.

a. The following describes the basic manning priorities and fill percentage expectations for both officer and enlisted personnel. Fill percentages are measured against the operating strength of the AGR force. The manning priorities designate units' priorities for fill. Keeping in mind HRC will avoid assigning non-deployable Soldiers in units that are likely to deploy, commanders must manage their non-deployable personnel in order to ensure a 95 percent unit deployable strength is maintained.

(1) **Manning Priority 1 (M1) units are manned at 95-100 percent** fill of authorizations. These units are typically in the Army Reserve Expeditionary Forces (AREF) Package Five Year Cycle of AVAILABLE or TRAIN/READY3. These units include all DEF and CEF units of the ARFORGEN model and Enduring Command Headquarters, Recruiting and Retention positions and all Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE) Consequence Management Response Force (CCMRF) units. These units are initially manned at minimum of 100 percent assigned, and they are maintained at 95 percent strength during deployments. Soldiers assigned to M1 units will not be used as replacements to meet unit shortages of Troop Program Unit (TPU) Soldiers.

(2) **Manning Priority 2 (M2) units are manned at 90-94 percent** fill of authorizations. These units are in the AREF Package Five Year Cycle of TRAIN/READY2 pool of personnel. In addition, these units include Regional Readiness Commands (RRCs), Operational and Functional (O&F) Commands, Expeditionary Sustainment Commands (ESCs), Mission Support Elements to the ESCs, Training Divisions, Headquarters United State Army Civil Affairs and Psychological Operations Command (HQ USACAPOC), **United States Training and Doctrine Command (TRADOC) schools**, USARC, OCAR, Unified Commands and units converting/ reorganizing/activating.

(3) **Manning Priority 3 (M3) units are manned at 80-89 percent** fill of authorizations. These units are in the AREF Package Five Year Cycle of TRAIN/READY1 and RESET. This includes units identified as returning from deployments. In addition, these units include United States Army Europe (USAREUR), United States Army Material Command (AMC), Corps of Engineers, United States Army Forces Command (FORSCOM), Network Enterprises Technology Command (NETCOM), Intelligence and Security Command (INSCOM), Eighth US Army, Army Reserve Medical Command (AR-MEDCOM), Criminal Investigation Division (CID), Surface Distribution and Deployment Command (SDDC), Department of Defense (DOD), Space and Missile and Defense Command (SMDC), US Army Pacific Command (USARPAC), HRC, **Headquarters (HQ) TRADOC, United States Recruiting Command (USAREC)**, HQ First/Fifth US Army (East/West).

(4) **Manning Priority 4 (M4) units are manned at 65-79 percent fill** of authorizations. M4 codes are identified as units inactivating/disestablishing due to Base Realignment and Closures (BRAC) or transformation efforts. With command input from units affected by BRAC that have "key billets", personnel fills for essential positions will be conveyed to FTSD and HRC.

b. Deploying Units.

(1) Deploying units are initially manned at a minimum of 100 percent assigned fill in the aggregate at Latest Arrival Date (LAD) minus 90 days. Deploying units will achieve 90 percent assigned aggregate fill at a Mission Readiness Exercise (MRE). Deployed units are filled at 95 percent AGR strength in certain officer, warrant officer and enlisted specialties and grades where AGR inventory cannot support 100 percent fill. Deployed units are manned at the same level as other deploying units in shortage specialties based upon the distributable inventory at that time. Units may request (through the AR G-3/5/7) early graduation of officers from Intermediate Level education (ILE) to support MRE/Mission Rehearsal Exercise (MRX) attendance.

(2) Combat readiness and unit cohesion in deploying forces are the primary objectives. Officer Education System (OES), Noncommissioned Officer Education System (NCOES), leader development opportunities and reenlistment options will occur only during the designated period of the RESET. The intent is to align and synchronize those activities immediately prior to or after the unit's TRAIN/READY3 pool. HRC will schedule Soldiers for required schools during the RESET/TRAIN pool to the maximum extent possible. However, as we transition to an operational force continuing to meet contingency requirements, selected Soldiers may be required to attend schools outside of the RESET/TRAIN pool. Soldiers may be scheduled for schools during the TRAIN/READY3 pool as long as the school does not affect deployment readiness.

(3) Stop loss is governed by current Department of the Army (DA) G-3/5/7 and G-1 policy. Stop loss/stop movement applies to all AGR Soldiers assigned to units alerted to mobilize or deploy prior to 1 Aug 09. It affects AGR Soldiers from the time of the unit's mobilization (i.e., deployment date minus 90 days). It continues through the demobilization/redeployment date, plus a maximum of 90 days stabilization. The 90 day maximum stabilization period following redeployment provides time for AGR Soldiers to process for separation or retirement from the Army while serving as a period of stabilization for those AGR Soldiers scheduled to PCS to their next assignment. Army Reserve units mobilizing on or after 1 Aug 09 will not be subject to stop loss.

(4) AGR Soldiers who deploy will, at a minimum, meet the Chief of Staff, Army (CSA) redline of one month dwell time "stabilization" for each month deployed to an Area of Operation (AOR) before consideration for an involuntary redeployment. Waivers to the CSA redline may be authorized based upon critical mission requirements. However, as a goal, AGR Soldiers should be stabilized for 24 months before being considered for involuntary redeployment on operational missions. Volunteers are encouraged, but commands should give priority of fill to AGR Soldiers with no previous deployment history. Exceptions to the dwell time requirement must be approved by the first general officer in the Soldier's chain of command.

4. Temporary Change of Station (TCS) Orders.

a. AGR Soldiers who are not assigned to M1 units can be cross-leveled or reassigned on TCS orders from non-alerted units to mobilizing units to fill a "short-fuse" request for TPU or AGR positions (shortfalls are identified as within the last 30-45 days of deployment). The AR G-1 will task Major Subordinate Commands (MSC) and other commands and agencies outside of the AR having AGR billets up to 20 percent of their overall AGR force to fill mobilization requirements using this guidance. The MSC tasked for requirements will publish TCS orders (Format 401) and provide copies to the AR G-1, gaining command G-1 and HRC within 72 hours of receipt of tasking. The MSC publishing the TCS order will ensure the AGRMIS is updated reflecting deployment information including the Soldier's departure and return dates.

b. Local commanders are authorized to grant Soldiers a TCS or cross-level AGR Soldiers into TPU requirements. If an MSC chooses to cross-level an AGR Soldier into a TPU position without going through the proper exception to policy channels for AGR requisitions, the command has made a resourcing decision, and no back-fill will be provided.

c. MSCs and other General Officer commands are responsible for publishing TCS orders and forwarding them to HRC for AGR Soldiers. Commands must verify that AGR Soldiers are properly assigned in accordance with Army Regulation 140-30, paragraph 5-7. TCS orders for AGR Soldiers will not be issued for periods greater than 180 days or multiple orders may not result in more than 180 days in any 12 month period without a waiver from the Assistant Secretary of the Army (Manpower and Reserve Affairs). This limitation does not apply to Soldiers serving in a combat zone or qualified hazardous duty area.

5. PCS Guidance.

a. Depending on positions available and unit stability needs during RESET, AGR Soldiers should routinely expect to PCS following the available window for their assigned unit whether or not the unit is mobilized or deployed. AGR Soldiers with recent combat or troop experience are programmed to fill high priority assignments which may or may not involve assignment to Army Reserve or higher staffs. Their knowledge and experience can circulate across the Army Reserve and significantly enhance combat operations. Post-deployment assignments will minimize turbulence and maximize stability and predictability.

b. Army Regulation 140-30, Active Duty in Support of the United States Army Reserve (USAR) and the AGR Program, outlines the normal time on station for a PCS move as 4 years for officers and 5 years for warrant officers and enlisted Soldiers. AGR Soldiers will generally not be ordered to execute a PCS based solely on their time on station in one geographical area. At all times, AGR Soldiers' PCS is now balanced against ARFORGEN requirements, the needs of the Army Reserve and the stabilization guidance as listed below.

c. PCS assignments will meet Army Reserve personnel priorities set forth in this memorandum to include the operational priorities for those Soldiers who are not a part of the ARFORGEN rotations. The following priorities are established in order of precedence (from highest to lowest) for the management of PCS reassignments:

(1) Recruiters, Retention and Transition Noncommissioned Officers (NCOs).

(2) PCS Soldiers into DEF and CEF units assigned to ARFORGEN packages in the AVAILABLE/READY3 pool.

(3) PCS Soldiers into Ready Expeditionary Force (REF) Units assigned to ARFORGEN packages in year 1-3 of TRAIN/READY 1-3.

(4) Directed by the Office of the Chief, Army Reserve (OCAR) (e.g., COL/CW5/CSM/SGM slating, command/1SG program, applicable professional development education and other needs of the Army Reserve on senior staffs). HRC collaborates with USARC on the following:

(a) Command and First Sergeant: AGR command and first sergeant assignments determined through board actions will take assignment precedence unless a Soldier is deferred due to an operational deployment. AGR Soldiers assigned to units who were approved by the CAR to receive an AGR commander or first sergeant will not be reassigned on TCS orders to another unit. These positions were approved by the CAR. The CAR is the approving authority for all exceptions.

(b) Key Army Reserve Staff Billets: The Executive Officer to the CAR, the USARC Staff Directors and the Chief, General Officer Management Office are considered key Army Reserve staff billets. The SLDO will provide a slate of key billets outlining priorities for assignment. The Deputy Chief, Army Reserve is the approving authority for all key billet assignments.

(5) Promotions, except for 1LT which remains automatic, are based upon existing vacancies in the next higher grade and specialty or until applicable policy changes.

(6) Compassionate reassignment.

(7) Medical.

(a) A PCS for medical reasons is approved when a Military Occupational Specialties (MOS) Medical Retention Board (MMRB) directs reclassification, and there are no vacant positions in the grade and specialty in the local area. A Soldier who has been attached to a medical holding account and is later found fit for duty, will be considered as "displaced" for the purpose of this memorandum (if the position has already been backfilled).

(b) Commander, HRC, will consider validated and current enrollment in the Exceptional Family Member Program, per Army Regulation 140-10, Assignments, Attachments, Details and Transfers, 15 August 2005.

(8) Tenured positions OCONUS, Field Medical Training Site positions, Inspector General, NCO Academy, Reserve Officers' Training Corps (ROTC) Commands, Joint Readiness Training Center, National Training Center, Regional Training Sites-Maintenance, 1SGs and Drill Sergeants will remain stabilized in their current assignment for at least 24 to 36 months, whichever is applicable, from the date of their last PCS. Exceptions are reviewed on a case-by-case basis.

(9) Force Structure and Authorization changes. Displaced Soldiers (due to duty MOS/Area of Concentration mismatch or authorization changes to the unit or organization authorization document) will remain stabilized in their current assignment for at least 12 months from the date of their last PCS or be realigned to a valid position in the local area. Displaced Soldiers may request waiver for an earlier PCS with Command concurrence; HRC is the approving authority.

6. Based on the criteria listed above, a Soldier will be assigned to the highest priority position available for which they qualify achieving an optimized level of command fill goals. The HRC centrally manages all AGR assignments. Requests for PCS should be forwarded with recommendations and justifications from the chain of command to HRC for action; however, the following position priority list determines the assignments of PCSing Soldiers:

a. AGR Recruiters, and Retention and Transition NCOs.

b. ARFORGEN Packages (1 through 10).

c. Key positions. The FTSD has initiated key position codes in AGRMIS which allow career managers the ability to track Soldiers against proposed key billets and requirements in synch with educational gates and leadership timelines.

(1) These codes will allow the career manager to identify Soldiers who have a particular skill set to include Joint, Interagency, Interdepartmental and Multinational experience and education for the key staff positions. Policies defining leader development opportunities such as command, NCO leadership positions and education assignments will adapt to meet the needs of an operational Army Reserve.

(2) Commanders and key leadership NCOs can expect to remain in position longer in support of the Overseas Contingency Operations (OCO) and their unit's deployment timelines. Current selection board guidance, leader development timelines and OCO policies are being reviewed by Army leadership accommodating the evolving changes to the Army Reserve systems and procedures.

7. Force Structure and Authorization Changes. Frequent coordination between RAMs and the FTSD must be accomplished in realigning authorizations on the appropriate FTSD TDA document. The Director, FTS will not approve requests to move AGR authorizations from valid requirements to other positions encumbered by AGR Soldiers who do not meet the 12-month time on station requirement at the time the authorization change becomes effective.

8. Mitigating Manning Distributions and Shortages. To assist off-setting personnel distributions and personnel shortages, initiatives have been implemented to incorporate the full spectrum of personnel programs. This includes settling "disputes" between gaining and losing units on minimum level of fill of AGR Soldiers. The decision authority for AGR distribution in ARFORGEN packages is the first general officer in the losing chain of command and HRC. Plans for unit inactivation, relocations, and major reorganizations will include recommendation and separate guidance for affected AGR Soldiers. As a part of the annual overlay process, all requisitions are removed from AGRMIS, and the command along with the RAM, completes a force structure review prioritizing their AGR positions. The Priority of Fill list must be submitted to HRC not later than close of business Friday of the first week after completion of the overlay. This leads to appropriate requisitions loaded into AGRMIS and a better target percentage fill in accordance with priorities and AGR fill guidance.