

## CHAPTER 9

# TOTAL FORCE INTEGRATION

During the Cold War, National Guard and Reserve forces numbered over one million personnel but contributed support to the Active Forces at a rate of fewer than one million man-days per year. To serve in the reserve components during that period meant being kept ready in reserve, waiting for the advent of World War III and the cataclysmic contingency that would call them to duty on the front lines in the fight against communism in Europe or Asia.

As the Cold War concluded, there was a need for a new national military strategy and a restructured military force. In embracing this new strategy for a new century, America's National Guard and Reserve are moving to the forefront of efforts to secure peace, engender democracy, and nurture market economies on a global scale. Today's 866,000 reserve component forces provide roughly 13 million man-days of support per year, a stark contrast to the Cold War years' contribution.

### **THE TOTAL FORCE IN A CHANGING WORLD**

Effective integration within the Total Force means that leadership at all levels has well-justified confidence that reserve component (RC) units are trained and equipped to serve as an effective part of the joint, combined, and when required, multinational force within established timelines set for them in both peace and war. The nation's global interests require evolution and systematic improvement in Total Force Integration to provide the National Command Authorities with the flexibility and interoperability necessary for the full range of military operations. Achieving this will involve continued innovation in RC employment, supported by redoubled efforts toward benefit parity for RC members, to ensure that benefits and policies for military service are commensurate with levels of sacrifice.

Substantial progress has been made to integrate both Active and Reserve forces. This progress is evident in the increasing levels of participation by RC personnel in Department of Defense missions, both domestic and abroad. This thirteen-fold increase in RC support is the equivalent of adding 35,000 personnel to active component (AC) end-strength, or more simply put, the additional availability of two Army divisions.

These stunning results have occurred within the context of much broader change in the ways and places in which military forces—particularly the reserve components—have been deployed in recent years. For the first time in history, reservists are being called to active duty under three separate Presidential Reserve Call-Ups, in Bosnia, Kosovo and Southwest Asia. In Bosnia, over 20,000 reservists have been called involuntarily since 1995, with another 15,000 having served in a voluntary capacity. For Southwest Asia, 2,500 have been called and some 12,000 have volunteered. For Kosovo, more than 7,000 have been called involuntarily, and more than 4,000 volunteers have joined them. Reservists have been called-up two other times this decade for Operation Desert Shield and Desert Storm in Southwest Asia and Operation Restore Democracy in Haiti, with 265,000 and 8,000 reservists serving respectively.

These numbers indicate the nation cannot undertake sustained operations anywhere in the world today without calling on reserve assets. The reliance on reservists for the recent air operations over Kosovo, as well as the ensuing peace enforcement operations on the ground, show not only that the reserve components are participating, but also that the Total Force is thriving as a result of guard and reserve participation. Thus, progress is evident in terms of increased use and increased participation of the RC.

## **THE IMPERATIVE FOR CONTINUED TOTAL FORCE INTEGRATION**

The creation of a seamless Total Force has profound implications for RC accessibility, for quality of life issues, and for the rate at which personnel are used (PERSTEMPO), as well as the number and frequency of operations that they are being called upon to perform (OPTEMPO). RC personnel are being used more often, more widely, and for a broader range of missions and operations than ever before. For this progress to continue, the Department must endeavor to remove the remaining structural and cultural barriers to integration and ensure that reservist accessibility is both recognized and faithfully considered so that increasing real-world military employment does not become a disincentive for reserve affiliation.

### **TOTAL FORCE TRANSFORMATION**

Within the Army, the Selected Reserve elements of the Army National Guard and Army Reserve comprise 54 percent of the force. Their units provide essential combat, combat support, and combat service support to the Army. Their contributions are particularly important in high-demand, low-density (HD/LD) units. For example, by percentage of the Army, the RC provides the following capabilities: public affairs (82 percent), civil affairs (97 percent), medical brigades (85 percent), psychological operations units (81 percent), engineering battalions (70 percent), and military police battalions (66 percent). The Army is doing more than taking advantage of the unique capabilities inherent in its guard and reserve. It is assigning wholesale missions to them. In March 2000, the Texas National Guard's 49th Armored Division (AD) took command of the multinational Bosnian peacekeeping effort. The almost 700 soldiers of the 49th AD completed a six-month deployment to Bosnia, thus freeing an Active division to concentrate on training for their wartime mission during that period. When the 29th Infantry Division from Virginia takes over the American sector in Bosnia in 2001, the majority of American troops will be reservists. In addition, eight Army National Guard enhanced separate brigades will send companies to form battalion-level task forces for future rotations of the Stabilization Force. These planned deployments send a clear signal about the Department's increased reliance on, and trust in its reserve components. From now on, the men and women of the armed forces—guard, reserve, and active—will work more closely together as an integrated force. In addition, the Army created two integrated divisions in October 1999, with six Army National Guard enhanced Separate Brigades under active component leadership. This configuration leverages the senior level command of the active component with the part-time service of professionals in the reserve component.

The Navy is also making significant progress in building a seamless force. Naval Reserve units are an integral part of many mission areas of the Navy, including fleet logistics, maritime patrol, carrier and helicopter wings, mobile construction forces, intelligence units, surface combatants, explosive ordnance disposal, undersea warfare units, operational and administrative staffs, special warfare, and medical support units. For example, by percentage of the Navy, Naval Reserve contributions include mobile

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inshore undersea warfare units (100 percent), logistics support squadrons (100 percent), Tactical Aviation Adversary (100 percent), cargo handling battalions (93 percent), mobile construction battalions (60 percent), and fleet hospitals (40 percent). Naval reservists make up about 50 percent of the Navy's mine countermeasure forces, with 16 mine warfare ships, including the Navy's only Mine Control Ship, USS Inchon. The Selected Reserve part of the Naval Reserve comprises 16 percent of the Navy. More and more reserve flag officers are performing extended active duty, and their assignments indicate increased reliance on reserve leaders. Naval reservists provided 80 percent of the overall Naval individual augmentation force in support of the Bosnia and Kosovo operations, and Naval Reserve units are being relied upon to complete increasing portions of counterdrug operations. Naval Reserve aircraft squadrons perform 25 percent of that mission while Naval Reserve ships accomplish some 30 percent.

The Marine Corps' Total Force approach reflects its imperative to maintain a high state of readiness for war or national emergency. All enlisted personnel and officers, active and reserve, train to a common standard, and they have the same organizational structures staffed by Marines trained to the same individual and unit training standards. Reserve units can be used in addition to, or instead of, the Active Force, either for OPTEMPO relief or for tackling a mission head-on. Thus, within the Marine Corps, advancements toward integration are not fundamental shifts but rather refinements to an ongoing and highly successful process of utilizing reservists. The Corps has embraced a simple concept with a clear intent: Reservists are a major part of the Marine Corps warfighting and expeditionary forces, and the Corps is already set up to take advantage of reserve strengths across the board. The Marine Corps Reserve includes a division, an air wing, and a force service support group. The Marine Forces Reserve Headquarters in New Orleans provides peacetime command, control, and resource allocation for the Marine Corps Reserve. The active and reserve components are closely integrated through horizontal fielding of equipment, weaponry, technology, and training. Marine Corps Reserve contributions to the Marine Corps, by percentage, include civil affairs (100 percent), artillery battalions (33 percent), tank battalions (50 percent), supply battalions (25 percent), and light attack helicopter squadrons (25 percent). The Selected Reserve part of the Marine Corps Reserve constitutes about 19 percent of the Marine Corps.

Since 1995, the Coast Guard has embraced a vision of integration that has essentially done away with the traditional reserve structure within its force, moving instead to one in which the Coast Guard Reserve has evolved into a force largely comprised of Individual Mobilization Augmentees. Today, more than 80 percent of all reservists are assigned to and work directly for active component units and assist in the performance of virtually all Coast Guard missions. They meet the same professional qualification standards as their active duty counterparts, attend the same formal schools and perform the same on-the-job training. Force Integration has helped active duty Coast Guard field commanders better perform their missions by leveraging the valuable and often unique professional skills of reservists, from environmental protection to law enforcement, from search and rescue to port safety. The Coast Guard Reserve augments the Coast Guard in most operational mission areas and provides specialized port security elements (some 97 percent of the total Coast Guard capability) and pollution response strike teams.

The Air Force is adapting to the changing missions of today in preparation for the challenges of tomorrow by implementing a new planning and scheduling concept for employment of forces utilizing Aerospace Expeditionary Forces or AEFs. This concept responds to the increasing number of contingencies that call for worldwide deployments; it attempts to inject predictability into the scheduling of Air Force units and personnel. The AEFs require full integration of all the air components into cohesive deployable force

packages. These forces can be tailored to meet CINC requirements. Part of that tailoring involves the routine employment of associated guard and reserve units and personnel on a day-to-day basis. The goal is to balance OPTEMPO across the force, and enhance readiness. The AEF also offers reservists and their civilian employers more predictability and stability with respect to the timing and duration of deployments. The overall mission remains the same—to provide rapid and decisive global air power when and where needed.

The Air National Guard and Air Force Reserve perform a broad range of combat and combat support missions, including counter air, interdiction, close air support, strategic and tactical airlift, aerial refueling, space operations, force protection, aeromedical evacuation, weather reconnaissance, combat search and rescue (CSAR), and special operations. Air National Guard and Air Force Reserve contributions, by percentage of the total Air Force inventory, include strategic interceptor force (100 percent), tactical airlift (71 percent), weather reconnaissance (100 percent), aerial refueling and strategic tankers (67 percent), CSAR (54 percent), tactical air support (38 percent), strategic airlift (62 percent) and special operations (17 percent). The Selected Reserve elements of the Air National Guard and Air Force Reserve comprise 33 percent of the Air Force.

## **RESERVE COMPONENT MANPOWER AND PERSONNEL PROGRAMS**

### **RESERVE PERSONNEL IN SUPPORT OF THE TOTAL FORCE**

While the role of the reserve components in the Total Force has expanded dramatically over the past decade, the size of the reserve component has declined by 26 percent. By FY 2001, Selected Reserve end-strengths will nearly achieve the drawdown levels, resulting in a Selected Reserve force of around 866,000 personnel. Simultaneously, funding to support that force has been reduced proportionately. Funding for the reserve components is about 8.4 percent of the total Defense budget. These characteristics of the reserve components—size, funding, and support to defense missions—are projected to remain stable over the next several years. However, readiness and enlistment rates have generally displayed negative trends over the past two years. These trends must be carefully monitored and proactive measures must be taken to curtail any downward movement, to include determining full-time manning necessary to achieve and maintain appropriate readiness levels. Additionally, increased reliance on reservists raises some concerns about the relationship between reserve component members and their civilian employers.

The Individual Ready Reserve (IRR), which is a manpower pool of trained Service members, is also shrinking. By FY 2001, the IRR will have shrunk by over 51 percent from the FY 1993 level, to approximately 375,000. Since the IRR does not have an authorized strength level like the Selected Reserve, its end-strength is a residual manpower pool consisting primarily of members separating from active duty or transferring from the Selected Reserve. More reliance on the reserve components also means increased reliance on the IRR. This will require sound management and adequate resourcing of the IRR, as well as providing IRR members with appropriate training opportunities.

### **RESERVE MEDICAL READINESS**

Health care continues to be a significant concern for reservists and their families. Guardsmen and reservists want assurance that if injury or illness occurs while performing military service, they will

receive medical and dental care. Likewise they want their families to have access to health care while the Service member is incapacitated. Secretary Cohen recently signed and sent to Congress the results of a comprehensive Department study on the means of improving medical and dental care for reservists. The study was conducted in conjunction with the first-ever Reserve Component Health Care Summit—part of Secretary Cohen's commitment to building a seamless Total Force. Both the Health Study and the Health Summit were part of an effort to reassess the universe of reserve component health care issues. At the core of this effort was the premise that it is the performance of duty, not the length of duty that establishes risk and exposure to harm. In other words, injury or illness that occurs in the line of duty must be treated, regardless of the duty status in which the individual was serving when the injury took place.

Several initiatives have been implemented:

- The authority to order a reserve component member to active duty, voluntarily, for treatment of an injury, illness or disease incurred or aggravated in the line of duty while performing inactive-duty training;
- Extending a member on active duty while being treated for an injury, illness or disease incurred or aggravated during a period of active duty for 30 days or less; and
- The member's family members are authorized care under the TRICARE Standard or Extra Programs on more than 30-day orders or they are authorized care on the same basis as the family members of an active duty member when on orders for more than 179 days.

The Secretary may now order a member to active duty to receive authorized medical care, to be medically evaluated for disability, or to complete a required DoD health care study. The Department now has the authority to waive the TRICARE deductible for dependents of reservists supporting contingency operations. Expansion of dental program benefits to reserve members and their dependents will now be the same as those provided to dependents of active duty members. Reservists may now qualify for retirement, based on 15 years of reserve service for a disability that is not service-connected. These changes recognize a reservist's career commitment to serve on a part-time basis.

Despite great strides, additional challenges remain. One of the most difficult choices reserve families must make when the member is ordered to active duty is which health care system to use. While the law allows for continuing health care under a civilian employer, the cost to reserve members may become prohibitive. Alternatively, choosing a military health care system may require a change in health care provider. Continuity of care is an important quality of life issue and the Department is now focusing efforts on providing reserve families with affordable options.

## **JOINT/INTEGRATED FAMILY SUPPORT**

Total Force Family Readiness is a critical issue for the Department of Defense. Quality of life and family matters are priority issues for the Secretary and the Services. The National Guard and Reserve components have worked closely with their parent Services to develop seamless, integrated family readiness and support programs that provide information and services to all members—active, guard or reserve. To enhance support for guard and reserve families and maintain a Total Force approach to family readiness, the Office of the Assistant Secretary of Defense for Reserve Affairs and the DoD Office of Family Policy

formed a strategic partnership. The results of this partnership cemented the Department's commitment to eliminate all barriers to providing quality family support programs across the force. This partnership will continue to nurture the philosophy and reinforce the practices of working together to share information and resources to better prepare and support military families.

The first product of the partnership was a *Guide to Reserve Family Member Benefits*, designed to educate families on benefits and entitlements, available resources, and agencies that can render assistance in times of need. This guide was mass produced and made available through the Internet to maximize accessibility. The *National Guard and Reserve Strategic Family Readiness Plan: 2000–2005* was also published and is currently being implemented. The plan establishes a strategic direction for reserve family readiness in the new millennium and emphasizes the direct link between family readiness and unit readiness.

The partnership also resulted in the guard and reserve community playing a significant role in the very successful DoD Family Readiness Conference 2000, which Secretary Cohen hosted. More than 800 participants from all services and components came to realize the strengths and advantages of working together as a Total Force team in supporting families. Also in support of family readiness, two web-based applications are currently under development. The first is the *Family Readiness Master Training Calendar* that displays training opportunities, workshops, and conferences conducted by all services and components that support family readiness. The second is the *Family Readiness Tool Kit* that assists leaders at all levels to provide information to their members and families.

In late summer 2000, 75,000 reserve component members and 43,000 spouses were asked to complete surveys on a wide range of programs, policies, and issues affecting their quality of life. It was the first such survey in eight years. Results will provide a comprehensive look at morale, civilian work, economic, training, benefit, and other issues. DoD officials recognize that without family readiness there is no unit readiness because families are inexorably entwined with the men and women who serve America. Reserve component personnel must make a full-time commitment to a part-time career, have to be ready and willing to deploy, and their employers and families have to be ready and willing to let them go. Reserve call-ups create tremendous hardships and challenges. The Department greatly appreciates the support shown by families and employers.

## **CREATING COMPENSATION EQUITY**

Historically, differences between AC and RC compensation and benefits have reflected the differences between individuals who have chosen to serve full-time in the military and those who have made a full-time commitment to military service but perform military duties on a part-time basis. While many benefits are and should be automatic entitlements, the eligibility for and the level of other benefits must consider the military value of the member to the Service. Greater reliance has been placed on RC members and units to accomplish military missions and operations. In addition, smaller force levels, constrained budgets, and less overseas presence have led to a significant shift in the way reservists are used, calling into question the validity of certain differences in compensation and benefits. In his Total Force Policy memorandum of September 4, 1997, Secretary Cohen acknowledged this shift by calling on all DoD leaders "...to create an environment that eliminates all residual barriers—structural and cultural—for effective integration within the Total Force."

Recent initiatives will ensure equity of benefits and entitlements for guard and reserve members. RC members will be eligible to participate in the recently authorized Thrift Savings Program for military members. RC members will qualify for the Mass Transit Subsidy Benefits. Other initiatives include: The Ninth Quadrennial Review of Military Compensation studying the impact of possible changes to the reservists' retirement system, modifying the basic principle for paying many Reserve special and incentive pays, eliminating differences in the Basic Allowance for Housing for RC members who serve on active duty fewer than 140 days compared to those who serve on active duty for 140 days or more, and removing other pay and benefit disparities thus to eliminate barriers to integration.

## **INTEGRATING SYSTEMS TO SUPPORT THE TOTAL FORCE**

The National Guard and Reserve component are full partners in the Department's ongoing modernization effort to replace aging systems and incorporate cutting-edge technologies within the Total Force. Current projects are underway in the areas of personnel, pay, manpower, and training. The Revolution in Business Affairs concept is being used as the Department reengineers its business practices, leverages commercial technology, employs data standards and open systems, and integrates processes and products.

To effectively execute missions and operations, the seamless exchange of information and data from a wide variety of sources is critical. Accurate and timely exchange of data and information can adversely impact operations, retention, and overall morale. With increasing emphasis on joint operations, combatant commands want access to accurate and timely personnel data. Other senior leaders and joint managers need more standardized data in order to make requirement comparisons between Services and employ all available personnel resources more effectively. Tracking reservists called to active duty in support of contingencies and tracking active and reserve personnel within the operational theater have often not been effective. Integration information systems, such as the Defense Integrated Military Human Resource System and the Joint Personnel Asset Visibility module of the Joint Total Asset Visibility System, are key to solving many of these problems.

## **RESERVE COMPONENT READINESS, TRAINING, AND MOBILIZATION PROGRAMS**

### **ACCESSIBILITY**

To ensure the RCs remain integral to the Total Force in the 21st century, the Department is exploring ways to improve accessibility. By simply adding predictability to RC usage, accessibility improves. The Air Expeditionary Force put in place by the Air Force in 2000 provides upwards of a year's warning to a reservist that they may be called to active duty. As the Department uses National Guard divisions in Bosnia, the lead time for some Army call-ups has increased to over two years. This provides for improved employee/employer relations and gives families plenty of time to prepare for a separation.

Technology is improving accessibility. In particular, the Department is examining the feasibility of using members of the Selected Reserve to provide joint support through virtual methods. These methods capitalize upon the accessibility of technological innovations to provide production from distributed sites, quite possibly even reservists' homes. The Department is rewriting policies to provide additional flexibility in the use of training time and options for scheduling training to support the Total Force.

While the Department continues to expand accessibility to reservists, it is mindful of the dual role of reservists. Utilization of the RC requires appropriately balancing the nation's ongoing requirements with individual reservists' non-military career demands. The Department's utilization of reserve component members must acknowledge their full-range of voluntary and involuntary military participation. This participation includes: regular or additional drills, annual training, special training, additional temporary training periods, and recall to active duty. These cumulative periods of participation, to include the associated time traveling away from their homes, families and jobs, must be balanced. Reserve component members must be available to participate in real-world operational missions and relevant training opportunities. Ultimately, however, the demands of RC members' lives and responsibilities form the upper limit of their availability.

## **READINESS**

As DoD continues to pursue full integration of the AC and RC into the Total Force, it becomes ever more important that the RC along with the AC, report the readiness of the force in accurate and full detail. The proportion of the RC reported and the level of detail is improving, although full and comprehensive readiness reporting of the RC remains a goal yet to be achieved. To date, there have been some concrete steps in achieving this goal. A monthly readiness report to Congress includes the status of the major combatant commands within the RC using the data reported in the Global Status of Resources and Training System (GSORTS). The GSORTS report has been helpful in shoring up the deficiencies in RC readiness visibility. RC readiness reporting in the Joint Monthly Readiness Review (JMRR) has also improved. The JMRR, using reports from the CINCs and Services, is the principal tool used by the Joint Staff to review the U.S. armed forces' readiness to execute the National Military Strategy. Timely and comprehensive AC and RC readiness reporting, through the CINCs and Services, helps ensure that the Department can accurately assess the Total Force's readiness to execute its assigned missions.

In response to congressional direction to create new approaches to readiness training in the United States, the Department implemented the Innovative Readiness Training (IRT) program. Similar to overseas exercise deployments, IRT training relates directly to a unit or individual Mission Essential Task Listing, but training is conducted within the United States, its territories, and possessions. This affords guard and reserve personnel the opportunity to train in the communities where they live, directly enhancing recruiting and retention. Several ongoing annual projects for Native American and Alaskan Indians in Alaska, North and South Dakota, Montana, New Mexico and Arizona specifically address medical and dental health services, road and house construction, and well drilling. Units conduct hundreds of projects each year in over 40 states and the District of Columbia.

## **TRAINING TECHNOLOGIES—ADVANCED DISTRIBUTED LEARNING**

An excellent example of training technology tailored to the needs of the National Guard and Reserve component is DoD's Advanced Distributed Learning (ADL) initiative. ADL is a collaborative effort with industry and academia to expedite production of learning materials and tools that are reusable, can run on a broad range of hardware platforms, and can be accessed and modified over a communications network. The National Guard has a major ADL initiative to extend education and training resources across the local, state, and federal communities. RC ADL integration has been seamless in the Services' planning and strategy phases to date. Each Service's Distributed or Advanced Distributed Learning plan/roadmap takes into account the needs of their respective RC.

The use of simulators and simulations as a training tool is not new to the RC. Simulation evolution over the years has provided training opportunities to reservists located at distant sites. The RCs use simulations and training devices across the three established DoD simulation categories: live, virtual, and constructive. The RCs also continue to optimize the use of AC simulations and training devices when appropriate.

Reserve components plan to increase use of simulation, embedded training, and distributed learning technologies to train Total Force reservists. Expansion of these technologies is essential to achieving planned improvements in force integration and readiness. Distributed learning technologies have the potential to make training more cost-effective and available to the active and reserve communities. The Department is actively pursuing the full spectrum of distributed learning media, fully interoperable with existing DoD and government systems, which will improve training readiness throughout the Department.

### **JOINT RESERVE INTELLIGENCE PROGRAM**

The Joint Reserve Intelligence Program (JRIP) leverages the pre-paid training days of approximately 20,000 intelligence reservists in direct support of force-wide intelligence requirements. In FY 2000, the JRIP allocated approximately 41,500 man-days to CINCs, combat support agencies, and the Services in direct support of current intelligence requirements. The JRIP expects to execute approximately 50,000 man-days in FY 2001. The JRIP enhances individual and unit wartime readiness training by providing intelligence reservists the opportunity to do in peacetime what they do in wartime. Moreover, these reservists frequently bring unique mixes of civilian and military skills, capabilities, and networks to the operational environment that may be particularly useful, but not otherwise available to the defense community. Congressional legislation now permits joint and unified commands, combat support agencies, and the Services to transfer Operation and Maintenance funds directly to the reserve components in support of additional workdays to meet unexpected intelligence requirements. As a result, many of DoD's 20,000 intelligence reservists now provide critical and unique support to current operational requirements.

### **RC ROLE IN INTERNATIONAL AFFAIRS**

The Partnership for Peace and State Partnership Programs seek to capitalize on the unique role of citizen soldiers to establish genuine partnerships and long-term functional relationships that go well beyond their military contributions. Under the direction of the National Guard, RC personnel work with the US Ambassador in support of the Country Plan in those countries participating in the program. Working with the theater CINC, these efforts are important facets of each Theater Engagement Plan's support of the National Military Strategy. Each year hundreds of RC personnel are engaged in this endeavor and through their work and associations they leverage both their community and state resources in order to engage their foreign partners. While shaping the international environment, the Guard builds on what it does best in its federal and state missions, and often offers military assistance to civil authorities, such as disaster relief assistance/operations, bringing the concept of the military and civilians working together into a new and tangible reality.

### **RC ROLE IN INFORMATION OPERATIONS**

Information Operations (IO) is emerging as a broad area discipline that is well suited to integration of RC capability, especially information technology skills acquired by individual members in their civilian professions. Reserve component members are often on pace with commercial advances in computer networks because of their civil sector employment, trained by their workplaces to exploit technology.

There are many examples of RC personnel who are integrated into IO activities. These programs cover a wide spectrum of activity and include: the Land Information Warfare Activity at Ft. Belvoir, VA; Vulnerability Assessment Teams; Field Support Teams; Computer Emergency Response Teams; Higher Headquarters support teams; Fleet Information Warfare Center; Naval Information Warfare Activity; Navy Computer Incident Response Team; Naval Web Risk Assessment Cell; and Naval Security Group Activities.

The RCs are also being integrated into joint information operations. The Defense Information Systems Agency (DISA) utilizes 173 reserve personnel in its information assurance activities. This includes a newly established reserve initiative known as the Joint Web Risk Analysis Cell (JWRAC). The JWRAC analyzes content and data on publicly accessible DoD web sites looking for both individual security risk issues and data aggregation security concerns. The JWRAC has been extremely successful in identifying and reporting numerous information security risks.

National Security Agency (NSA) also utilizes reserve support in its information assurance activities and recently established a Regional Cryptologic Monitoring Center-Reserve (RCMC-R). This entirely reserve staffed RCMC-R supplements NSA communications security (COMSEC) monitoring activities.

A new concept study, known as the Joint Reserve Component Virtual Information Operations Organization (JRVIO), calls for the establishment of reserve support for the newest joint organizations with IO missions, such as the Joint Information Operations Center, the Information Operations Technology Center, and Joint Task Force-Computer Network Defense. It also calls for the expansion of reserve support to the information assurance missions at DISA and NSA. One essential element of JRVIO calls for the use of virtual technologies to maximize the utilization of both the military and civilian acquired skills extant in the RC.

## **THE RESERVE COMPONENT EMPLOYMENT 2005 (RCE-05) STUDY**

RCE-05 reviewed the employment of the RC and developed recommendations to enhance the role of the RC in the full spectrum of military missions. The study examined the role of the RC within the context of three overarching themes: homeland defense, smaller-scale contingencies (SSCs) and major theater wars (MTWs). The study recommended a number of follow-on actions to examine in detail many of the areas that the original study lacked the time or resources to analyze in depth.

### **HOMELAND DEFENSE**

The study developed alternative concepts for employing RC forces in support to Weapons of Mass Destruction-Consequence Management (WMD-CM) in the newly formed Joint Task Force-Civil Support and in the emerging area of information operations. The study also confirmed that the RC could do more in the counterdrug area if additional funding was provided. The report ensured that RC participation would continue to be addressed in program decisions concerning National Missile Defense. Furthermore, future planning discussions will benefit from the follow-on studies providing important analyses in the Homeland Security arena. (Both Homeland Defense and Homeland Security are RCE-05 terms that are yet to be defined and included in *Joint Publication 1-02*.)

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## **SMALLER-SCALE CONTINGENCIES (SSCs)**

The study developed alternative concepts for employing RC forces for smaller-scale contingencies. The Air Force created the first-ever Air National Guard associate units to reduce OPTEMPO in Low Density/High Demand surveillance assets. The Marine Corps performed a review of its Individual Mobilization Augmentee (IMA) program to increase the level of RC augmentation to deploying units and headquarters. The Army determined that it is feasible to use RC forces in peacekeeping and expects to have another Army National Guard light infantry battalion accomplish a six-month rotation in the Sinai Peninsula in the future.

## **MAJOR THEATER WAR (MTW)**

The study developed alternative concepts for employing RC forces in future MTW scenarios. Several reports provided groundbreaking analysis on the use of Army National Guard (ARNG) combat divisions. The Army provided the first-ever look at the potential availability of additional post-mobilization training sites with appropriate size, configuration, and ranges to meet all critical criteria to serve as a warfighting center and estimated the resources required. The Army Division Availability Study determined that an MTW apportioned ARNG division, with adequate pre-mobilization enhancements, and a dedicated post mobilization training structure can be trained in about 150 days from unit mobilization. As a result of RCE-05 efforts to examine the Joint Strategic Capabilities Plan (JSCP) process, as it relates to the ARNG divisions, the Army has recommended the apportionment of ARNG divisions in support of the warfighting CINCs. The change to the JSCP will be signed in 2001 and will contain six of the eight ARNG divisions. This landmark study also developed the first DoD definition of a Strategic Reserve. The Strategic Reserve consists of those military forces specifically identified to mitigate strategic risk and provide additional flexibility to the National Command Authorities (NCA). The primary purpose of the Strategic Reserve is to provide the NCA with forces capable of ensuring success in MTWs that prove to be more demanding or prolonged than anticipated. In the event of MTW, this Strategic Reserve could also be employed at the discretion of the NCA in a secondary role of backfilling those forces withdrawn from, substituting for forces committed to, or providing a capability to conduct selected contingency operations in support of US vital interests. Forces in a Strategic Reserve could also be utilized to augment the specialized forces committed to homeland defense, to assist with tasks not requiring additional specialized capabilities.

An especially important aspect of RCE-05 is the spirit of AC and RC cooperation that is being carried forward into follow-on studies, thus maximizing the value of study conclusions and recommendations. The level of understanding and cooperation that resulted from the process is a major success story of the RCE-05 effort and will pay continuing dividends in future AC/RC discussions. The study is one step in an ongoing and rigorous process of identifying new and better ways of using the RC. Both the study and the resultant recommendations will significantly enhance the department's ability to respond to a wide range of missions well into this century. In examining the role of the reserve components in the future, the study focused on three core areas as mentioned. In each area, the study reviewed several different initiatives, and for each one either recommended a near- or mid-term action, or determined that the particular initiative did not merit implementation in the foreseeable future.

## **RESERVE COMPONENT FACILITIES**

Joint use of facilities, consolidating reserve units, and co-locating units on existing military installations continue to be major initiatives in meeting RC facilities requirements. Recent congressional reporting requirements and changes to the financial management regulations require the Services to review their military construction programs for joint use potential. The result is a closer coordination between the AC and RC on facility requirements. The Department and the Services are developing processes that ensure timely review of all military construction projects regardless of fiscal year. Once full implemented, these processes will enable DoD and the Services to more effectively plan, program, and budget for joint use projects across the FYDP.

Even before the congressional language and Department regulatory changes, the RCs led the way in joint use construction initiatives among the Services. Seven joint use projects were funded in the FY 2001 program. These include four Armed Forces Reserve Centers, a Consolidated Naval and Marine Corps Reserve Center, a Joint Air National Guard and Active Air Force Munitions Maintenance and Storage Complex and a Medical Training Facility partnered with the Department of Veterans Affairs.

The benefits of joint use go beyond economics. When units live and work together, they develop a new appreciation for each other's capabilities, unique cultures, and their supply, maintenance and training systems. These experiences help to break down cultural barriers and facilitate Total Force Integration. Providing strong support for the Department's emphasis on joint use facilities, the RC's many successes with joint use have served as the test bed for the active, guard, and reserve components to recognize the benefits awaiting all components through joint use of facilities. The Department's ability to provide needed facilities in the future partly depends on how well joint use opportunities are developed and implemented.

## **RESERVE COMPONENT EQUIPMENT**

Reserve forces are vital to the Total Force as they provide significant support for operational missions and additional combat power. Success for America requires an integrated Total Force. The RCs receive their equipment from two primary sources—new acquisitions and redistribution from the AC inventories. In FY 2001, the Services plan to procure \$1.6 billion in new equipment for their reserves. This continues the recent trend of increasing new equipment procurements for the RCs as equipment redistribution declines.

In addition to the Service procurements, Congress traditionally adds funds for guard and reserve equipment in the form of a separate guard and reserve equipment appropriation, as well as additions to AC procurement accounts for reserve equipment. For example, in FY 2001 Congress added \$100 million in National Guard and Reserve component equipment appropriations and nearly a billion dollars in specific adds to active accounts.

The Department sponsored a study on the impact that equipment differences have on RC mission capability. This study revealed that the primary RC equipment issues were not incompatibilities but capabilities. Much of the RC equipment is obsolete, aging, and maintenance-intensive and this may limit RC ability to participate in CINC planning. This information helps focus the Department toward addressing specific areas in the future.

## **NATIONAL COMMITTEE FOR EMPLOYER SUPPORT OF THE GUARD AND RESERVE**

The civilian side of reserve service must remain in focus. One of the major limitations is that reservists have civilian careers to pursue and civilian employers to whom they must answer. Because the nation continues to rely more and more on reservists, it is vital that the Department takes steps to minimize disruptions that affect employers and keep them engaged and informed.

The National Committee for Employer Support of the Guard and Reserve (ESGR) is an agency within the Office of the Assistant Secretary of Defense for Reserve Affairs. Today ESGR operates through a network of more than 4,500 volunteers throughout 54 committees located in each state, the District of Columbia, Guam, Puerto Rico and the Virgin Islands. The Department of Defense tasks ESGR to "...promote both public and private understanding of the National Guard and Reserve in order to gain US employer and community support through programs and personnel policies and practices that shall encourage employee and citizen participation in National Guard and Reserve programs." By explaining the missions of the National Guard and Reserve components and by increasing public awareness of the role of the employer, they develop a dialogue among employers, the ESGR Committees, and local guard and reserve unit commanders and members. The success of the nation's defense is dependent on the availability of highly trained members of the Total Force. The Committee's mission is to obtain employer and community support to ensure the availability and readiness of reserve components, an important milestone on the road to Total Force Integration.

## **CHALLENGES TO CONTINUED TOTAL FORCE INTEGRATION**

As the nation continues to rely on the RC to meet the national military requirements with available forces, the laws, policies, systems, structures, and processes must support a Total Force approach. The Department must simplify the ability to employ the RC when and where they are needed and continue to ensure that appropriate quality of life programs are in place to recruit and retain capable RC forces while working together to address employers' concerns and providing responsive family support programs. The Department also must provide commanders with the personnel, readiness, training, equipment, construction, and maintenance resources necessary to ensure the flexibility and interoperability needed for joint and combined operations.

Efforts have come a long way toward achieving a fully integrated force, but challenges remain. The future is filled with opportunities to fully realize the goal of a seamless Total Force. The Department must build on the momentum of the last three years to achieve effective RC/AC integration. Recognizing there will be continued reliance on the RC in the future and that the lower peacetime, sustaining costs of RC units and individuals can result in a larger Total Force for a given budget, there must be a continuing commitment to build the seamless Total Force of the future.

## **CONTINUING EDUCATION**

One of the remaining barriers to Total Force integration is the inadequate knowledge and understanding of the capabilities and resources of the active, guard, reserve and civilian members of the force. Insufficient understanding leads to less than optimum utilization of the forces. More effective education is a key to effective integration. To make integration a reality and to function effectively as a Total Force, all service

members should be educated about the Constitutional basis and historical evolution of the active, guard, and reserve components. This is essential for understanding the role of the citizen soldier as a link between national security policy and the will of the people. Follow-on curriculum should include wartime and peacetime missions of each component; RC structure and capabilities; accessibility processes; effects of activation on family, employers, and the community; and employment of RC units and individuals.

### **INTEGRATED MEDICAL TRACKING**

Accessibility to cumulative medical information is needed in order to develop wellness intervention programs necessary to maintain a healthy force and ensure deployment readiness. Force health protection requires an integrated, prevention-oriented and surveillance-based clinical system for maintaining a healthy and fit force. The medical requirements have been identified and approved by the Joint Requirements Oversight Council. Follow-on efforts to make the systems available, including the integration of RC requirements, continue.

### **JOINT DUTY CREDIT AND JOINT PROFESSIONAL MILITARY EDUCATION**

Reserve officers assigned to Joint organizations do not receive Joint Duty Credit, are not afforded opportunity to attend Joint Professional Military Education Phase II, and there is no Joint Duty Assignment List for reserve officers. Establishment of Joint Duty Credit, a Joint Duty Assignment List for reservists, and development of non-resident Phase II Joint Professional Military Education specifically designed to meet the needs of reservists, such as the one being developed by National Defense University and Armed Forces Staff College, will further integrate active and reserve components.

### **USE/RELIANCE ON RESERVIST CIVILIAN SKILLS**

As the Services' demand for reservists' unique civilian skills increases, and as the inventory of these skills become more accessible to Service leaders, the Department must consider the potential impact on the reservist. At the extreme, which is plausible for functions requiring certain high demand/low inventory specialties (e.g., information operations), the Services could easily employ a reservist in duties irrelevant to their military occupation. This could negatively affect the reservist's job satisfaction and desire to remain affiliated, and diminish opportunities for advancement and selection for career enabling billets.

### **TOTAL FORCE MOMENTUM**

The mission landscape of U.S. armed forces is changing; and the RC forces are changing with it. Such forces are increasingly viewed as inherently more applicable to today's global military requirements because they are ready for activation on short notice and able to perform an expanding range of missions in both peace and war. The demonstrated performance of the RC in the post-Cold War era has helped clear some of the political obstacles and military barriers that once seemed inherent to any discussion about a wider role for the RC.

Over the last three years, RC senior leaders' participation in the Department's deliberate planning, force structure, and planning, programming and budgeting processes was higher than ever before. The development and application of common standards for funding decisions has established a balanced resourcing posture for all components. Also, the addition of two-star National Guard and Reserve component advisors to the Chairman of the Joint Chiefs of Staff and ten full-time RC general officer

positions in CINC headquarters provide focus for addressing AC/RC integration issues within the Joint Staff and warfighting commands.

The reserve components have a clearly demonstrated ability to make a greater contribution to these efforts; and there are numerous ways in which the RC could relieve the AC of part of the growing overseas burden. The RC could be employed more frequently and for longer periods during overseas contingencies. They have a demonstrated capability to perform a widening range of functions; they are increasingly accessible; and they provide a growing potential for a flexible response to a rapidly changing security environment. A firm foundation is now in place for the integration of the Total Force to continue; at no other time in modern history has there been a more solid basis for change.

## **CONCLUSION**

Out of what began as a concept in 1970 and evolved into policy by 1973, and due to concern that military action without public and full-scale involvement of the reserves should never happen again (as was the case in Vietnam), America's political and military leaders laid the cornerstones for building an integrated Total Force. This commitment, coupled with the termination of the draft at the end of the Vietnam conflict, led to the all-volunteer force. Thirty years later, and at the threshold of a new century, the all-volunteer force and the Total Force have both proven to be stunning successes.

America has traditionally returned to its militia-nation status following periods of armed conflict. During the waning days of the Cold War, key DoD leaders, with the help of Congress and the Services, shifted missions, resources, and end-strength to the reserves. The fall of the Berlin wall and the nearly simultaneous victory in the Gulf, proved the wisdom of these decisions and the mettle of the reserves. In the nearly ten years since the end of the Gulf War, DoD continues to demobilize, downsize, re-mission, modernize, and leverage Total Force integration successes.

