

Written Statement

to the

NATIONAL COMMISSION ON THE FUTURE OF THE ARMY

by

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Army Reserve Recommendations for the National Commission on the Future of the Army

The National Commission on the Future of the Army provides an opportunity to revalidate the primary missions, roles, functions, and capabilities of each Army component in support of national and defense strategic requirements. The Army Reserve makes the following recommendations that support the Total Army and Joint Force while maintaining three complementary and integrated components:

Recommendation 1: Maintain Three Army Components and Affirm Their Roles and Missions

First and foremost, the Commission should endorse a three-component Army. Maintaining separate reserve components within the Army best supports a wide range of requirements identified under Title 32 and Title 10 authorities. Separate and distinct Army reserve components continue to provide exemplary operational capability to the Total Force.

Recommendation 2: Sustain the Operational Reserve

The Commission should endorse sustaining an operational reserve. An operational reserve force best functions in an established cyclic manner that provides predictability for the Combatant Commands, the Army, Soldiers, their Families and Employers. Support and sustainment force structure is severely limited within the Active Army, while significant capacity is resident in the Army Reserve. If Army Reserve sustainment and enabling capabilities are not prepared and ready for operational use, then the Army – not just the Army Reserve – will fail its missions in providing critical enablers to support the Total Force.

Recommendation 3: Fully Implement Army Total Force Policy

The Commission should endorse the continued implementation of Army Total Force Policy (ATFP). ATFP allows the Army to adjust processes and procedures to better manage Active and Reserve Components as a Total Force. Specifically, successful implementation of ATFP allows the Army to organize, man, train, sustain, and equip the Total Army as an integrated force through legislative and policy changes to ensure uniformity in training and readiness oversight. The best way to fully implement ATFP is a One Army School System where the faculty and the students come from all three components.

Recommendation 4: Improve Total Army Readiness with Enhanced Full-Time Support

The collective Full-Time Support (FTS) workforce benefits the Total Army by providing foundational activities to achieve readiness goals associated with equipping, supplying, manning, and training the force. FTS is essential to the Total Army and is the essence of RC unit readiness. Army Reserve FTS is also present in every major Army command, Combatant Command, and Army Service Component Command. **Reinstating Title 11 support to the Army Reserve** is a way to improve FTS and improve Total Army readiness. Specifically, support the **increase of Army Reserve FTS from 76 percent to 85 percent of authorized FTS requirements through Title 11 support**. This also serves to support higher active Army end strength and Total Army force integration.

Recommendation 5: Anticipate Army Reserve Use in the Homeland

Endorse the expansion of the Army Reserve's roles and responsibilities within the Homeland and fully supporting the Defense Support of Civil Authorities (DSCA) mission.

Army Reserve civilian-enhanced military skills and technical capabilities are present in over 1,100 communities across the Nation and well postured to provide critical and complementary response capabilities to support civil authorities. Title 10 U.S.C. § 12304a expands the Army Reserve's ability to provide life-saving, life-sustaining capabilities for DSCA for up to 120 days in response to a Governor's request. The Army Reserve stands ready to support a synchronized federal response during national emergencies.

Recommendation 6: Expand Army Reserve Core Competencies to Include Special Forces (SF)
The Army Reserve excels in rapidly deploying accessible enablers in teams and detachments and comprises a diverse force structure containing personnel who already meet the pre-requisites for SF accession (Military Occupational Skills required for SF). We already have the regional command structure, vast experience in employing Special Operations Forces and, as a Federal Reserve, are readily accessible and appropriate given the nature of SF as a Federal mission. The same civilian acquired skills and personnel with advanced degrees in the Army Reserve today are the same attributes that richly sustained Army Reserve Special Forces from 1961 to 1995.

Recommendation 7: Endorse the Aviation Restructure Initiative
The Army Commission should endorse the Army's Aviation Restructure Initiative (ARI). ARI will result in increased readiness and long-term sustainment of aviation capabilities across the Total Army. The Army Reserve is ahead of schedule for implementing ARI directives with no disruption in the force.

The United States Army Reserve

A Life-Saving, Life-Sustaining Force for the Nation

The United States Army Reserve is the Army's flexible, tailorable and an accessible federal reserve force under federal control. Manned, trained, and equipped to enable operational forces, the Army Reserve provides quick access to trained and ready Soldiers, leaders and cohesive units with critical capabilities found nowhere else in the Army or the Joint Force.

For more than 14 consecutive years of war, the Army Reserve's Citizen-Soldiers have brought their unique skills and capabilities – sharpened in the private sector and honed in service to our country – to contingency and theater security cooperation missions around the world.

These Army Reserve capabilities range in scope from theater-level vital to major operations such as logistics, transportation and sustainment to high-demand career fields such as medical, chemical, biological, legal, engineer, intelligence and cyber operations. Together, they add the operational flexibility and strategic depth essential to the Army's ability to prevent and shape events across the full range of operations in which our Nation is and will continue to be engaged.

An Integral Element of the Total Army and the Joint Force

Today's Army Reserve is an integral and essential element of the Total Army and the Joint Force – meeting the high operational tempo demands, operating and generating forces to support the National Military Strategy and worldwide commitments, and providing predictable capabilities to Combatant Commanders.

As the only component that is also a command, the Army Reserve is organized under a single command authority, with resulting unity of effort and command. Under such authority, the Army Reserve is integrated in and directly supports, every Army Service Component Command and Combatant Command across the globe with a footprint that extends across **56 States and Territories and more than 30 countries**. In each Army Service Component Command and Combatant Command, full-time Army Reserve Engagement Cells (ARECs) and teams (ARETs) have been forward-positioned to facilitate Army Reserve capabilities.

ARECs are technical and tactical experts who provide direct staff planning support to Army Service Component Commands and Field Armies. ARETs are smaller elements that help integrate Army Reserve capabilities in Combatant Command- and Corps-level plans across warfighting functions. Together these cells and teams address long-term opportunities for the Army Reserve to support Combatant Commanders, facilitate unit and individual training, and provide a reach-back conduit to CONUS-based capabilities.

ARECs and ARETs also support the Army's *Regionally Aligned Forces (RAF)* concept for providing Combatant Commanders with versatile, tailored, responsive and consistently available military capabilities for planned and emerging missions across the globe, and the Army's *Prevent, Shape and Win* concept through the Army Reserve's readiness model, *Plan, Prepare and Provide*. *Plan, Prepare, Provide* regionally aligns its ARETs and ARECs to support Army Corps, Army Service Component Commands (ASCCs), and Combatant Commands (CCMDs) as they seek to

prevent conflict; maximize unit readiness through Total Force Training and provide the military and civilian-acquired skills the Army needs to **shape** activities and events; and provide trained Soldiers, Leaders and Units, in tailorable force packages, to enhance the Army's ability to **win** decisively and dominantly.

Under the "Plan" part of the Army Reserve readiness model, ARECs, ARETs, and direct staff planning support with reach-back capability. "Prepare" refers to the training, assessing, and certification of Soldiers, leaders, and units for contingent and combat missions. "Provide" refers to the deployment of Army Reserve Soldiers and units in support of a planned or unforeseen ASCC or CCMD mission requirements under the auspices of the Army Total Force Policy.

Maintaining the Army Reserve as an Operational Force

Decisions made in the early 1990s to place the majority of the Army's maneuver support and sustainment capabilities in the Army Reserve, makes the Army Reserve ideally suited to meet the both Army and Combatant Command's requirements for cohesive units that support both brigade and echelons above brigade theater requirements. This is best exemplified by the Army Reserve's ability to provide 92 percent of the bulk petroleum assets to the Joint Force in a non-permissive environment, which enables the Army to fulfill duties as the executive agent for theater petroleum distribution in land based theaters. Additionally, Army RAF has significantly increased the need for the Army Reserve's unique capabilities across the range of military operations at home and abroad.

Today, the Army Reserve is a dynamic, efficient and indivisible part of America's national defense architecture. When sustained Unified Land Operations are required, the Army integrates and synchronizes all of America's military services, including the Army Reserve which provides most of the Army's critical technical enablers and is embedded in every ASCC and CCMD across the globe.

To meet projected demands, this force best functions in an **established cyclic manner that provides predictability** for the Combatant Commands, the Army, Soldiers, their Families and Employers. Predictability allows for the proper forecasting of resources to meet training, sustaining, manning and equipping thresholds required to provide a steady flow of tailorable capabilities meeting conventional and unconventional demands both domestically and abroad.

Army Total Force Policy

On September 4, 2012, Secretary of the Army John McHugh published the Army Total Force Policy (ATFP), Directive 2012-08 to align the Army with DoDD 1200.17. The ATFP directs as policy the integration of the Active Component (AC) and the Reserve Component (RC) as a total force, capable of meeting high operational tempo demands and providing predictable capabilities to combatant commanders. Both policies reflect and are the culmination of AC and RC integration lessons learned over more than 40 years. As part of the Total Force, the U.S. Army Reserve provides operating and generating forces to support the National Military Strategy and Army commitments worldwide. The policy recognizes the contributions of the Army Reserve and ensures that it will remain a full partner with the U.S. Army.

In addition to *RAF* and *Prevent, Shape and Win*, the Army Reserve supports the Army Total Force Policy in multiple ways.

Since September 11, 2001, more than 310,000 Army Reserve Citizen-Soldiers have mobilized and seamlessly integrated into the Total Army and the Joint Force as part of Operations Iraqi and Enduring Freedom and other contingency operations around the globe. During those operations, the need for an Army Total Force Policy that requires the Army to man, train and equip the Active and Reserve Components as one integrated Total Force became clear, as did the need to ensure that the Reserve and Active Components' capabilities are interoperable.

The Army Reserve ensures that it is fully integrated into Army Total Force Policy planning efforts, through initiatives such as *Continuum of Service*, which seeks to develop an environment where our Human Capital is better managed across all components, and includes Army Veterans. *Continuum of Service* will not only provide opportunities for Soldiers to move seamlessly between Components and civilian service during their Army career, but ultimately allow the Total Army to retain and manage critical capabilities during force reductions and into the future.

Other ways the Army Reserve supports Army Total Force Policy is through *Total Army Training Initiative* and the *One Army School System* which ensures Soldiers are able to attend Professional Military Education training, regardless of component, on time and to standard. The *Total Force Partnership Program* aligns and partners selected units within the Active and Reserve Components to promote informal leader development, share training opportunities, develop staff functionality, and communicate lessons learned.

The Army Reserve fully supports the intent and initiatives related to the Army's Total Force Policy. In addition to the examples listed above all Army collective training exercises are integrated across the three components and include substantial Joint participation. We recognize the critical importance of sustaining the tremendous improvements in interoperability over the past 14 years.

Army Reserve Support to the Joint Force, Other Services, and the Army Executive Agency

As a strategic reserve, the Army Reserve has played an integral role in every war, and many military operations, since its establishment in 1908. Between 1908 and 1973, Army Reserve Soldiers and units participated in five wars and major deployments, with hundreds of thousands of Army Reserve Soldiers who served in World War I, World War II and the Korean Conflict.

The 1973 implementation of the Department of Defense's Total Force Policy resulted in the establishment a force structure that inextricably integrated Reserve and Active Components with the Army Reserve **as a full partner** with the Total Army and the Joint Force. Under the new structure, the Army Reserve participated in every major military operation, including six major operations since September 11, 2001.

In the first test of the Total Force Policy in 1983, the Army Reserve mobilized and deployed 75 Army Reserve Soldiers to Grenada as part of a Joint Force. Since that time, the Army Reserve has participated in the following major joint or combined force military operations:

- Operation Just Cause (Panama), 1989, in which Army Reserve Aviation, Civil Affairs and Military Police Soldiers served.
- Operation Desert Shield/Desert Storm (Middle East), 1990 and 1991, in which 84,000 Army Reserve Soldiers from Aviation, Civil Affairs, Engineer, Medical, Military Police, Public Affairs, Psychological Operations, Medical, Logistics, Transportation, Support and Mission Command Headquarters participated.
- Operation Restore Hope (Somalia) in 1991-1994, in which Army Reserve Aviation, Civil Affairs, Psychological Operations, Medical, Logistics and Mission Command Headquarters participated.
- Operation Uphold Democracy (Haiti) in 1994-1997 in which Army Reserve Aviation, Civil Affairs, Psychological Operations, Medical, Logistics and Mission Command Headquarters participated.
- Operation Joint Endeavor and Joint Forge & K-FOR (Balkans), 1995-Present, in which Army Reserve Aviation, Civil Affairs, Psychological Operations, Medical, Logistics and Mission Command Headquarters participated.
- Operation Desert Fox (Middle East), 1999, in which Army Reserve Aviation, Civil Affairs, Psychological Operations, Medical, Logistics and Mission Command Headquarters participated.
- Operations Noble Eagle (U.S.), Enduring Freedom (Worldwide), Iraqi Freedom (Iraq), New Dawn (Middle East), Inherent Resolve, Freedom Sentinel, and Spartan Shield (Middle East), 2001 – Present, in which over 310,000 Army Reserve Soldiers from Aviation, Civil Affairs, Engineer, Infantry, Medical, Military Police, Public Affairs, Psychological Operations, Medical, Logistics, Transportation, Support and Mission Command Headquarters participated.

Today, the Army Reserve is recognized and resourced as a reservoir of shared military and civilian skills and capabilities that supports and defends the Nation, and it continues to provide trained, equipped, and ready Soldiers and cohesive units to meet global requirements in support of Unified Land Operations.

Army Reserve capabilities critical to the theater opening phase of an Operations Plan include General Purpose Civil Affairs, Rail Units, Biological Identification Detachments, Broadcast Operation Detachments, General Purpose Military Information Support Operations, and Theater Engineer Commands. All are provided by the Army Reserve and are not present elsewhere in the Joint Force. In an era of constrained fiscal resources, using the Army Reserve is a cost-effective way to both mitigate risk to national security and maintain an operational reserve.

The Nation, Joint Force and the Army cannot go to war or sustain operations without the Reserve Components. Over the last 14 years, Active and Reserve Component Forces employed effectively under the Army Total Force Policy demonstrated that, **if properly resourced**, the Reserve Components can operate seamlessly with Active Component Forces in a Joint or Combined Force environment.

The Army Reserve has over 15,000 Soldiers assigned and working in the CCMDs and ASCCs. In addition to those forces there are more than 24,000 dedicated to TRADOC and First Army in support of their training requirements.

Today, as demonstrated by the list below, the Army Reserve continues to provide substantial support to the Combatant Commands seamlessly with Active Component and Army National Guard personnel, as well as members of the Air Force, Navy and Marine Corps.

- 473 Army Reserve Soldiers are now supporting missions in the U.S. Africa Command (USAFRICOM) Area of Responsibility (AOR).
- 4,356 Army Reserve Soldiers are now supporting missions in the U.S. Central Command (USCENTCOM) AOR.
- 1,563 Army Reserve Soldiers are now supporting missions in the U.S. European Command (USEUCOM) AOR.
- 3,381 Army Reserve Soldiers are now supporting missions in the U.S. Northern Command (USNORTHCOM) AOR.
- 5,682 Army Reserve Soldiers are now supporting missions in the U.S. Pacific Command (USPACOM) AOR. Most recently, the Army Reserve is supporting the Nepal earthquake disaster response.
- 1,248 Army Reserve Soldiers are now supporting missions in the U.S. Southern Command (USSOUTHCOM) AOR.
- 414 Army Reserve Soldiers are now supporting missions in the U.S. Special Operations Command (USSOCOM) missions.
- 79 Army Reserve Soldiers are now supporting missions in the U.S. Strategic Command (USSTRATCOM) missions.
- 408 Army Reserve Soldiers are now supporting missions in the U.S. Transportation Command (USTRANSCOM) missions.

Fiscally Efficient and Cost Effective

Even with all of its operational activity, the Army Reserve is an efficient and cost effective reserve force, **providing 20 percent of the Army's total force for less than six percent of the Army's budget.**

Most of the technical capabilities the Army needs but can't afford to retain in the active component are resident in the Army Reserve – which means that their technical **skills are kept sharp at little or no cost to the Department of Defense.**

We have the **lowest amount of headquarters overhead – less than 1 percent.** And we accomplish our mission with **only 13 percent of our component serving as full-time support** – six percent less than average across all Service reserve components.

And, as a community-based force, the Army Reserve not only generates more than \$18.5 billion each year in positive economic impact for communities across the country, including \$5.4 billion in more than 167,000 non-DOD jobs, but provides a direct link between the Army and industry.

Defense Support of Civil Authorities (DSCA) / Immediate Response Authority

Defense Support of Civil Authorities (DSCA) is support provided by federal military forces (US Army and US Army Reserve), DOD civilians, DOD contract personnel, DOD component assets, and National Guard forces in response to a request for assistance (RFA) from civil authorities for domestic emergencies, law enforcement support, and other domestic activities, or from qualifying entities for special events (DoDD 3025.18 and Joint Publication 2-28)

Immediate Response Authority. When requested by civil authorities, commanders can respond to save lives, prevent human suffering, or mitigate great property damage under imminently serious conditions within the US. (DoDD 3025.18 and Joint Publication 2-28)

In addition to its contingency and theater security cooperation missions around the world, new mobilization authority created by the National Defense Authorization Act of **2012**, paved the way for the Army Reserve to assist in domestic emergencies.

The combined civilian and military skills of Army Reserve Soldiers, coupled with equipment readiness, and presence in **1,100 communities** across the nation, postures the Army Reserve to provide a multitude of critical response capabilities to support civil authorities during disaster response.

Today, roles and responsibilities for Defense Support of Civil Authorities (DSCA) and Immediate Response Authority (IRA) are greatly expanded for all DoD Title 10 forces under federal law in the National Defense Authorization Act of 2012 (Title 10, Section 12304a and 12304b).

These expanded authorities are a perfect fit with the Army Reserve's role as an immediately accessible operational reserve because the same capabilities which already support an

expeditionary Army and Joint Force, such as Army Reserve support to the 2010 Haiti earthquake disaster response, are uniquely suited to DSCA operations at home.

We have a life-saving mission. Today, the majority of the Army's medical capability resides within the Army Reserve, and by 2017 nearly 55 percent of all Army operational medical forces will reside within the Army Reserve.

We are experts at transportation and sustainment. Our Expeditionary Sustainment Commands deploy to locations devoid of infrastructure to facilitate open seaports and airports, while our logistics and supply chain personnel are experts at moving life-saving materiel and services into affected areas.

We are engineers. A significant portion of the Army's full spectrum engineer capability resides within the Army Reserve, with many of these capabilities almost exclusively or predominately within the Army Reserve.

We have a robust aviation capability. Army Reserve medical evacuation helicopters can rapidly transport patients to critical care facilities. Our fixed wing aircraft, medium and heavy lift helicopters can rapidly deliver life-sustaining supplies, equipment, and construction material into devastated areas.

Integrating these capabilities are the **Emergency Preparedness Liaison Officers (EPLOs)**. **The Army Reserve provides 100 percent of the Army EPLOs and 33 percent of the Department of Defense's EPLOs**, who maintain communications between the Department of Defense, federal, state and local governments, and nongovernmental organizations to coordinate assistance between all parties during emergency response events. They serve as subject matter experts on capabilities, limitations and legal authorities, and track Army Reserve assets in their states and regions.

Army Reserve DSCA capabilities are demonstrated with the following examples:

- In response to Hurricane Sandy, the Army Reserve's 401st/410th/431st Quartermaster Companies were activated on Title 10 U.S.C. 12304a mobilization authority to conduct high volume de-watering of public infrastructure. The 353rd Civil Affairs Command (CACOM) provided a response effort by establishing mission command, coordination for fuel re-supply, transportation of relief supplies and relief personnel, coordination with interagency partner's and coordination with active component forces.
- The Army Reserve supported the response effort for the Boston Marathon bombing by deploying an Army Reserve Emergency Preparedness Liaison Officer (EPLO) to coordinate Title 10 response efforts.
- The Army Reserve Legal Command provided Soldiers under Immediate Response Authority for initial response efforts for a plane crash in Gaithersburg, MD, and coordinated the use of a near-by Army Reserve Center for local/state/interagency staging and the American Red Cross.

- High altitude search and rescue for Mount Rainer, WA is supported by the Army Reserve B Company, 1-214 General Support Aviation Battalion completing numerous rescue missions annually involving injured climbers. Often, under dire weather conditions.
- On any given day, Army Reserve aviation units are prepared to respond to disaster relief efforts. In the event of a homeland catastrophe, Army Reserve Aviation responds as the headquarters element for Task Force Aviation, Command and Control CBRNE Response Element (C2CRE-A).

The Army Reserve is fully integrated into the standing Department of Defense task force postured for rapid deployment to provide federal (Title 10) support for specific Civil Defense missions involving a Chemical, Biological, Radiological and Nuclear (CBRN) event. Army Reserve Soldiers for the CBRN Response Enterprise (CRE) receive specialized training and equipment in compliance with the Federal Emergency Management Administration (FEMA) Urban Search and Rescue standards and the National Incident Management System (NIMS) Resource Typing standards of Type 1 Collapse Search and Rescue team.

Full-Time Support (FTS)

Today, more than 50 percent of the Army resides in the Reserve Components. Overseas Contingency Operations, Homeland Defense deployments and Domestic response missions are significant undertakings that require Soldiers and units to be ready with little or no notice. The Army Reserve is a **Citizen Soldier-based** organization that brings both civilian and military skills to the Army. The key enabler that allows Citizen Soldiers to be rapidly deployable and sustains unit readiness is the Full Time Support (FTS) program. The FTS program supports foundational level readiness activities such as individual and collective training, administrative, maintenance, recruiting, and training support.

There are two objectives of FTS program. The first is to improve Reserve Component **readiness** and mobilization/deployment planning and preparation by providing Active Guard Reserve (AGR), Active Army (Title 11), and Federal Civil Service personnel (Mil-Techs and DA Civilians) to provide the foundational activities required to support readiness in the Army Reserve. The second objective is to **provide AGR personnel to Active Army organizations in support of Reserve Component missions¹**.

In addition, Army Reserve AGR personnel are also assigned to the Joint Staff, Combatant Commands, Headquarters Department of the Army and Major Army Commands, of which the Army Reserve provides roughly 25 percent of its FTS to support. The FTS program is a critical enabling resource that enables critical capabilities for the Total Army and Joint Force. The FTS program exemplifies the Total Force Policy perspective.

Currently, the Army Reserve's FTS program is **resourced to 76 percent of its required level**, which **risks mission success**. Increasing previously withdrawn **Title 11** support to the Army Reserve accompanied by other FTS increases can close the gap from 76 percent to 85 percent of required manning to improve readiness.

The need to fully resource the Army Reserve FTS is well-documented in multiple sources, including a **2011 U.S. Army Audit Agency report**, which stated that Army Reserve “commands didn’t have sufficient FTS to support subordinate units and to perform their mission requirements,” and a **2009 Government Accountability Office (GAO) report** stated, “The Army’s Reserve Components are not authorized the number of full-time personnel needed to meet the requirements established for their strategic and operational roles.”

To enable the Army and fully support Total Force Policy, Title 11 in the FTS program must be resourced at higher levels. By increasing the FTS authorizations for the Army Reserve, and reinstating higher Title 11 personnel back into Army Reserve formations, the Army Reserve can better support required foundational activities, integrate training, increase readiness and fully implement Army Total Force Policy.

Efforts to Merge Reserve Components of the U.S. Army

Maintaining separate reserve components within the Army best supports a wide range of requirements identified under Title 32 and Title 10 authorities. The following is a brief history of merger studies.

Beginning in the 1920’s and continuing to the present, there have been at least five studies pertaining to the possible merger of the Army’s reserve components. Even today Congress, the Department of Defense (DOD), and various special commissions continue to examine potential cost and organizational efficiencies gained by merging the Army National Guard (ARNG) and Army Reserve (AR) into one reserve component.² **The most recent GAO study of 2012 determined that there was no value in merging the two organizations.**

In 1920, the Senate version of the National Defense Act proposed the establishment of a **single, federally controlled reserve force** to retain experience gained during World War I. However, opposition from the National Guard community caused the Senate Military Affairs Committee to change the proposal and adopt a two-reserve component system.³

Within the **Gray Report of 1948**, the Committee on Civilian Components recommended that each Service own one Federal Reserve force to provide effective, unified control in support of national security requirements.⁴ Secretary of Defense James Forrestal disagreed with the findings and left the Army and Air Force two-reserve component system in place.⁵

Again, in 1964, Secretary of Defense Robert **McNamara** proposed placing the AR under ARNG management to increase readiness, reduce costs, and streamline operational overhead. Congress rejected this proposal, citing potential risk to the combat readiness of affected units.⁶

In 2000, the **Defense Science Board** on Human Resources Strategy recommended establishing a Task Force to study and develop a plan to merge the Reserve Components for both the Army and Air Force. This report suggested that some cost savings would likely occur by eliminating redundant personnel, management, and logistics infrastructure. Lastly the **Commission on the National Guard and Reserves** studied merger options from 2005-2008 and identified high logistical costs that failed to improve Reserve Component operational capability.⁷

Congress designed statutory differences for the ARNG and AR to address a wide range of requirements identified under Title 32 and Title 10.⁸ Separate and distinct Army Reserve components continue to provide exemplary operational capability to the Total Force both for domestic and worldwide response.⁹ Additionally In 2012, Congress provided DOD with Reserve Component access authority (10 U.S.C. § 12304a), clearing the way for AR support to domestic emergencies when requested by Governors through the Federal Emergency Management Agency. Lastly, the AR is one command and one component as such can readily provide capabilities quickly when called upon. There is no benefit to decentralizing the Army's Federal Reserve under Federal control.

Private Public Partnership (P3)

“Twice the Citizen,” Army Reserve Soldiers routinely leverage their civilian skills, training, and resources to enhance their military capabilities and specialties. Through a focused effort that combines private sector capabilities with Title 10 training, in line with the Army Training Strategy, the Army Reserve enhances individual, leader, and unit readiness. This effort is known as the Private Public Partnership, or P3.

The effort grew out of the Army Reserve's successful Employment Partnership Office (EPO), established in 2008 as a response to the high unemployment rate among Army Reserve Soldiers. EPO efforts resulted in more than 21,000 employer partners leveraging mutually beneficial relationships between civilian and military communities, with a focus on developing career and training opportunities for Soldiers, Veterans, and Family members. The success of the program benefited the Total Force and served as the model for the DoD-sponsored Hero 2 Hired program.

With the establishment of the Private Public Partnership Office (P3O), the Chief of Army Reserve focused *Continuum of Service* efforts through individual, leader, and unit support. An innovative mix of support initiatives, including provision of mind/body/spirit programs (individual), career enrichment through specific job-type credentialing (leader), and Army Reserve unit and private sector partnering for enhanced training (unit) to meet global needs, are included.

Three P3 Lines of Effort are designed to enhance individual, leader, and unit readiness.

Individual Readiness: Recognizing that personal needs and opportunities affect performance and capability, the Army Reserve has taken a strong approach to supporting the individual Soldier. Partnering with iconic figures such as Tony Horton (physical), specialized training, online programs, reduced cost benefits, and other services are available exclusively to Reserve Component members, family members, and Veterans.

Leader Readiness: Leadership is a function that applies in both private and military sectors. Certifications and credentials are focused upon to enhance the philosophy of, “Be, Know, Do” within the military ranks while enhancing the capabilities of the Citizen-Soldier in the civilian sector. Internships with General Electric, MLB Network and several Cyber Security Employers and Cyber Academic programs to create total training in MOS arenas while enhancing abilities in work as well as additional private sector employment opportunities.

Unit Readiness: The structure and strength of the military is found in unit design and capability. Internal to unit operations and ability to achieve are the skills and personnel which fill the organization. Expansive, global vision projects and training are being developed with designs to enhance experiential depth of the unit while achieving real-world betterment through strategic purpose of training and mission. Training in Samoa to complete a project for medical clinic operations development and support is a baseline example and we will continue to expand to other efforts and AOR's based on CCMD priorities, private sector partnerships, and unit training.

Overall, the focus, efforts, products, and partnerships developed through the Private Public Partnership are strategically designed to enhance Soldier, leader, and unit readiness, increase partner capabilities, and provide meaningful solutions to real-world needs through targeted, relevant, and impactful unit training on a global scale.

Exploring Opportunities in Force Structure

The Army Reserve has continuously demonstrated the ability to transform its force structure in short order to produce emerging and unique capabilities required by the Army, the Joint Force and the Nation. This Commission has the unique opportunity to assess the current Army force structure and requirements to recommend potentially sweeping changes to Congress for the Army going forward.

Of the many opportunities to examine force structure, we recommend the Commission also consider reviewing **Special Forces (SF)** for future inclusion in the Army Reserve. From 1961 to 1995, the Army Reserve maintained **two Title 10 Special Forces Groups** (SFG), the 11th and the 12th SFG which excelled in attracting professionals with advanced civilian skills in the urban areas where some of the units were located. Today, SF is exclusively a Federal mission and the Army Reserve has immense untapped potential in the form of current highly qualified Citizen-Soldier qualified Engineer, Intelligence, Medical professionals that can sustain SF recruiting.

Reintroducing SF in the Army Reserve makes sense in harnessing the unique civil and military qualifications of Army Reserve Citizen-Soldiers, while enhancing DOD access to SF. The Army Reserve provides a cost-saving and efficient model to provide regionally educated, ready and disciplined teams through the United States Army Civil Affairs and Psychological Operations Command (Airborne). USACAPOC(A) exists to support the Army and Joint Force with regionally aligned strategic, operational, and tactical SOF capabilities, in support of CCMDs and ASCCs. USACAPOC(A) has excellent relationships with USASOC, USSOCOM and for training, the John F. Kennedy Special Warfare Center and School (JFK SWCS).

Aviation Restructure Initiative (ARI)

The Army Reserve concurs with the Aviation Restructure Initiative (ARI) and is vigorously supporting all required enabling actions. ARI produces a 100 percent lift-centric aviation force in the Army Reserve more suited for the Army's expeditionary aviation requirements and DSCA operations in the homeland.

Under ARI, the Army Reserve has already begun conversion of its two Attack Reconnaissance Battalions (ARB) to Assault Helicopter Battalion (AHB) design. Replacing 48 total AH-64D are 48 UH-60L and increasing to 60 UH-60L over time with **no disruption** to the overall force. All 24 AH-64D aircraft from the first ARB (8-229th) were returned to the Army for modernization and fielding to Active Component (AC) units. At the same time, UH-60L from AC units began arriving at the 8-229th at Fort Knox, KY, where assigned personnel had already begun retraining for UH-60L.

These actions, with support from the Army, enabled immediate crew level training in UH-60L operations. The second Army Reserve ARB (1-158th), stationed at Conroe, TX, has also begun aircraft exchange and is retraining personnel in the same synchronized manner. Both conversions are ahead of schedule with units postured to begin collective unit training.

The Aviation Restructure Initiative (ARI) also directs the conversion of 11th Theater Aviation Command HQs (General Officer command) to the Expeditionary Combat Aviation Brigade HQs design (ECAB); a colonel-level command, providing two ECAB HQs in the Army Reserve. The Army Reserve continues the active planning, synchronization and implementation of ARI with the majority of ARI related actions effective in FY16 and concluding in FY19. The Army Reserve is fully integrated with the Army's Aviation Enterprise to comply with future directives and implementation of ARI.

Winning in a Complex World

The Army's strategic vision for winning in a complex world, "Force 2025 and Beyond," emphasizes that the Army of tomorrow must "consist of a balanced mix of scalable, expeditionary forces that can rapidly deploy to any place on the globe and conduct sustained operations within the full range of military operations."

It touts the Army's ability to enable sustained operations by delivering enduring foundational capacity "from civil engineering to port opening to inland logistical support."

"While all Department of Defense components are necessary to prevent, shape and win future conflicts," the documents states, "the Army's sustainment capabilities are essential to ensure the necessary capacity to maintain U.S. military efforts for a sufficient duration to accomplish the mission."

It describes the Army as "the primary military service for providing non-lethal capabilities including military police, engineers, civil affairs, and medical officers."

It states that the future force will be organized around **eight key characteristics** that will enable success, and that the Army of 2025 must be "An agile organization able to respond to unforeseen events and seamlessly transition across the range of military operations," with "organizations that are "reducing overhead, eliminating unnecessary demands on operational headquarters." It must have "partnerships with civilian academic institutions and private industry" and a "private sector aligned with career progression."

There must be increased “responsiveness to Combatant Commanders,” and “Soldiers, units and organizations with unique skills” able to adapt “across all theaters of operation.” It must be an “interoperable” force “supporting and enabling joint, whole-of-government and multinational land-based operations, ” and organization that is “scalable, ready to rapidly adjust the size of its units and attendant capabilities, aggregating and disaggregating forces to quickly and efficiently respond to operational demands.”

The capabilities the Army is describing as essential for *Force 2025 and Beyond* are capabilities it already possesses – in the Army Reserve.

After 14 years of operational deployment, we have the most experienced Army Reserve in our Nation’s history – one that has been completely integrated into the Total Army and the Joint Force, and expects to be mobilized.

We also have a complex and evolving global security environment, a constrained fiscal environment, and neither of those two conditions is likely to change in the near term.

Clearly, the Army of the future will be smaller. Manpower is expensive and reductions in end strength are a quick way to reduce costs. However, we must recognize that disproportionately reducing the Army Reserve not only reduces the most cost-effective component of the Army, but also the sustainment and theater-level capabilities the Joint Force requires when the need arises.

The Army Reserve is a good return on America’s investment – a Life-Saving, Life-Sustaining Force for the Nation that is ready now, ready in times of crisis, and ready for whatever threats and challenges the future holds.

End Notes

¹AR 135–2, Army National Guard and Army Reserve Full-Time Support, 1 June 1990, Page 5.

²The Defense Science Board Task Force on Human Resources Strategy (Washington, DC: Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics, February 2000), xii, xiv, and 50, <http://www.dtic.mil/docs/citations/ADA374767> (accessed February 10, 2015). U.S. Government Accountability Office, *Defense Management: Actions Needed to Ensure National Guard and Reserve Headquarters are Sized to be Efficient* (Washington, DC: U.S. Government Accountability Office, November 2013), 45, <http://www.gao.gov/assets/660/658978.pdf> (accessed February 10, 2015).

³Committee on Civilian Components, *Reserve Forces for National Security* (Washington, DC: Department of Defense, June 1948), 89.

⁴*Ibid.*, 9.

⁵Alice Buchalter and Seth Elan, *Historical Attempts to Reorganize the Reserve Components* (Washington, DC: Federal Research Division: Library of Congress, October 2007), 2-3, http://www.loc.gov/rr/frd/pdf-files/CNGR_Reorganization-Reserve-Components.pdf (accessed February, 10, 2015).

⁶*Ibid.*, 9-14.

⁷The GAO report stated that the Commission on the National Guard and Reserves reviewed merger options and identified political and logistical challenges that failed to improve mission capability of the reserve components. GAO, *Defense Management*, 46-47. The Commission's report referenced the Defense Science Board's recommendation to study and develop a plan to merge reserve components, but stopped short of endorsing this option for Congressional consideration. The Commission on the National Guard and Reserves, *Transforming the National Guard and Reserves into a 21st-Century Operational Force* (Washington, DC: Commission on the National Guard and Reserves, January 2008), 119.

⁸*U.S. Code: Title 32 – National Guard*, <http://www.law.cornell.edu/uscode/text/32> (accessed February 10, 2015). *U.S. Code: Title 10 – Armed Forces*, <http://www.law.cornell.edu/uscode/text/10> (accessed February 10, 2015).

⁹The Commission concluded that reserve components serve as a repository of military skills and experience that are invaluable to DOD support to domestic and overseas missions. The Commission on the National Guard and Reserves, *Transforming the National Guard and Reserves into a 21st-Century Operational Force* (Washington, DC: Commission on the National Guard and Reserves, January 2008), 9.