National Commission on the Future of the Army
2530 Crystal Drive, Zachary Taylor Building, Suite 5000
Arlington, VA 22202

SUBJECT: Force Generation Subcommittee 18 November 2015 Meeting Minutes

Date: 18 November 2015

Time: 0805 – 1015 hours

Location: Zachary Taylor Bldg, 2530 Crystal Drive, Arlington VA 22202

Attendees:
GEN (R) Larry R. Ellis, Subcommittee Chairman
HON Thomas Lamont, Subcommittee Member
GEN (R) James D. Thurman, Subcommittee Member
MG (R) Ray Carpenter – NCFA Executive Director
Ms. Cherie Emerson – NCFA Force Generation Staff Lead
LTC Tim Palmer – NCFA Staff
COL Kelly Peters – NCFA Staff
COL Kurt Weinand – NCFA Staff
Mr. Sankar Bhattacharjee – NCFA Staff
LTC Sean Spence – NCFA Staff
MAJ Doroneth White – NCFA Staff
MAJ Cory Simpson – NCFA Staff
Ms. Deborah Gantt – Force Generation Subcommittee Designated Federal Officer (DFO)

Documents Provided to Commission:

- Force Generation Subcommittee Update, November 18, 2015, brief

<u>Meeting Summary</u>

The DFO called the meeting to order at 0820 hours and discussed the applicability of Federal Advisory Committee Act (FACA) to the National Commission on the Future of the Army (NCFA) activities. The meeting commenced with three of four subcommittee commissioners in attendance and the staff. Commissioner Hale was traveling and unable to participate. The Chairman opened by noting that today's meeting would focus on Chapter 7, Force Generation, for the NCFA final report.

The Staff Lead began with a review of the chapter outline, which resulted in a discussion fleshing out the outline. The introduction may want to address the evolution of the total force policy from 2007 to the present. This introduction sets up advocacy for total force utilization comprised of active and reserve components that are trained and ready. The next topic could then address current mission requirements, historical demands on the Army, and place emphasis on Homeland Defense and State Partnership Program (SPP). The conversation resulted in some very helpful feedback as to what may appear in this chapter.

The discussion shifted to including training requirements outlined in Army Regulation (AR) 350-1, Army Training and Leader Development as part of the Force Generation Chapter. Other proposals for final report recommendations for this chapter include mobilization process improvements and increasing utility of the Exportable Combat Training Center (XCTC) capability. The Army National Guard's eXportable Combat Training Capability (XCTC) program is an instrumented Brigade field training exercise designed to certify Platoon proficiency in coordination with First Army.

Next, the NCFA staff reviewed four topics for presentation to the full Commission: (1) Off-Ramp Units, (2) Individual Ready Reserve (IRR), (3) Mobilization Force Generation Installations (MFGI), and (4) RC Utilization under 10 USC § 12304b authority. NCFA Staff proposed presenting the first three topics during the Open Meeting on 19 November 2015 as part of the Subcommittee update to the full Commission. The 12304b authority topic was recommended as a Closed Meeting topic based on the discussion of demand for forces and readiness preparation.

Off-Ramp Units:
Discussion began with findings from NCFA staff addressing concerns from all Army components on the adverse impact to Soldiers when their unit is off-ramped. An off-ramp is defined as a unit mission that is cancelled due to change in operational requirements prior to mobilization or while at the mobilization station, but not yet deployed. Off-ramps are received via redeployment orders from the combatant commands and the decision to off-ramp is carefully reviewed due to the potential hardships for individual Soldiers. The Reserve Component (RC) has particular concerns of hardships to Soldiers, families and employers. On several site visits by NCFA Commissioners and staff, the topic of off-ramp was raised as an issue. An NCFA staff member presented findings on the scope of off-ramps and found that mitigation efforts by leadership reduced the number of hardships reported. Regular Army change in mission after receiving a warning order more or less equates to an off ramp. The main difference lies in Regular Army Soldiers continued employment by the Army regardless of change in mission.

Individual Readiness Reserve (IRR). Currently, there are approximately 93,000 Soldiers in the IRR. Existing legislation requires that one-third of the IRR to be contacted for a physical muster as part of readiness for employment during a national crisis. Although legislation mandates IRR procedures, the lack of processes and resources to muster IRR personnel and inadequate staff at Human Resources Command has precluded a successful muster of personnel.

Since the IRR is a substantive personnel pool from which the Army would draw personnel to expand in the event of a crisis, the Subcommittee hopes to propose the following:
1. Amend 10 USC § 10205 to authorize the SECDEF to coordinate with other federal agencies to obtain updated contact information on IRR Soldiers.
2. Rescind the February 2006 "Individual Ready Reserve Transformation" memo.
3. Secretary of the Army performs a top to bottom review of the IRR program to ensure compliance with existing statue.

Mobilization Force Generation Installations (MFGI): Primary research concern was the sufficiency of current Army investments in MFGIs to maintain platform viability and capacity for adequate throughput in case of major contingencies. Currently, two of the seven designated primary MFGIs are activated (Ft. Bliss, TX and Ft. Hood, TX). In addition to unit deployment processing at the two active MFGIs, the Army has consolidated all CONUS Replacement Center (CRC) operations for mobilizing individual augmentees at FT. Bliss, TX.

Active mobilization site throughput is adequate for current force deployment requirements. US Army Forces Command (FORSCOM) has assessed that a near-simultaneous mobilization requirement of 8,000 Soldiers would require reactivation of additional MFGIs. This expansion of mobilization capacity would take between 180 and 225 days to complete. However, waiving of statutory requirements and Secretary of Defense policies could reduce this time to as little as 30 days.

Out of two primary MFGI locations at Ft. Hood and Ft. Bliss, only Ft. Hood has a Pre-Deployment Training Equipment (PDTE) set on site. Before the Army determined which MFGIs would remain active, FORSCOM decided to co-locate PDTE sets at the three Corps Headquarters locations (Fort Lewis, WA; Ft Bragg, NC; and Ft. Hood, TX). Because there is no PDTE set at Ft. Bliss, the Army currently transports equipment to and from Ft. Bliss and other locations to support post-mobilization training for RC units. The Subcommittee may propose the Army provide a PDTE set to Ft. Bliss to support post-mobilization training.

RC Utilization under 12304b Authority: The 12304b authority discussion was a continuation from previous Subcommittee meetings. The NCFA Staff reported on Army funding provided vice funding requested by FORSCOM for employing RC units under 12304b authority. The ensuring discussion focused on Army level trades made between force structure, readiness, and modernization. This topic was recommended as a Closed Meeting item based on the discussion of demand for forces and readiness preparation.

The Subcommittee approved the three topics for the Open meeting and one topic for the closed meeting on 19 November 2015.

Lastly, the Subcommittee and staff had a brief discussion about draft proposals addressing First Army manning for training support and total CTC capacity as part of mobilization. The discussion centered on how to make greater use of the RC as part of the Total Force and how such an increase in RC employment could best address emergent requirements. Funding for emergent demands rather than authority to utilize the RC may be the limiting factor for RC employment under non-Overseas Contingency Operations (OCO) funded demands.

The Subcommittee meeting adjourned at 1015hrs.