

Written Statement

on the

United States Army Reserve Command

by

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to the

NATIONAL COMMISSION ON THE FUTURE OF THE ARMY

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U.S. Army Reserve / U.S. Army Reserve Command Recommendations for the National Commission on the Future of the Army

The National Commission on the Future of the Army provides an opportunity to re-validate the primary missions, roles, functions, capabilities and working relationships of each Army component in support of national and strategic defense requirements.

In an era of persistent conflict and global engagement, with multiple strategically imperative operations ongoing around the globe, protecting and defending the national security interests of the United States requires the full engagement of the Total Army – Active, Army Reserve and Army National Guard.

In keeping with recommendations presented to the Commission on May 19, 2015 by the Chief of Army Reserve (CAR), U.S. Army Reserve Command (USARC) submits the following complementary recommendations, or Operational Imperatives, that support Total Army and Joint Force requirements with three integrated Army Components:

CAR 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.

CG Operational Imperative: Maintain the “dual-hatted” role of Chief of Army Reserve and Commanding General, U. S. Army Reserve Command. As the only component of the Army that is also a command, the U.S. Army Reserve and U.S. Army Reserve Command are organized under a single command authority, the Chief of Army Reserve, with combined Title 10 Component and Command responsibilities. The unique ‘dual-hatted’ role of Chief of Army Reserve and Commanding General, U.S. Army Reserve Command, is an efficient and effective way to provide trained, equipped, and ready Soldiers, leaders and units to meet worldwide Army and Joint Force requirements and should be maintained.

CAR 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.

CG Operational Imperative: Fully implement DoDD 1200.17 Managing the Reserve Components as an Operational Force and expand the definition of 12304b to include not only preplanned missions but also exercises and training events: Fully implementing and sustaining an operational federal reserve requires in-depth coordination throughout the HQDA management process. Such coordination would incorporate a Total Army perspective that spans planning, organizing, aligning, and integrating resources to meet mission requirements, and ensures that readiness thresholds are met in accordance with statutes, policies, guidance, and cultural expectations across the Department of the Army.

CAR 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.

CG Operational Imperative: Expedite Army Total Force Policy (ATFP) implementation for the One Army School System (OASS) and other Total Army training integration initiatives. ATFP Directive 2012-08, coupled with Managing the Reserve Components as an Operational Force (DoDD 1200.17), promotes integration across all Army components. A primary tenant of ATFP and DoDD 1200.17 is the integration of Active Component (AC) and Reserve Component (RC) organizations to the greatest extent practicable, to include the use of cross-component assignments – AC to RC and RC to AC. The OASS is the best way to maintain Army-wide individual readiness and ensure consistent standards across all components. OASS standardizes Army individual education regardless of component and saves resources by offering geographical convenience.

CG Operational Imperative: Fully Integrate Continuum of Service Activities Across the Army. Army Continuum of Service (COS) is a human capital management strategy that facilitates a more flexible transfer of Soldiers (Regular Army, Army National Guard, and Army Reserve) across all components of the Total Army and the Civilian Corps; supports strategic requirements; and promotes a lifetime of service to the Nation.

CAR 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.

CG Operational Imperative: Maintain Full Time Support (FTS) Resourcing at Current Levels, and Reinitiate and Resource the Title 11 Program. The Army Reserve provides Full Time Support to the Army staff, the Joint staff, the Department of Defense, and the Combatant Commands while supporting Army Reserve foundational readiness activities. Increasing Title 11 authorizations for the Army Reserve supports ATRP implementation, enhances Total Army readiness, and sustains an Operational Reserve by imbedding AC Soldiers into AR units to provide high-demand leadership skills and valuable operational experience.

CAR 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.

CAR 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.

CG Operational Imperative: Expand Army Reserve Core Competencies to Include Special Forces (SF). As a federal reserve force, the Army Reserve already has the components of global conventional engagement and command. Adding SF will facilitate SOF conventional interdependence, interoperability and integration, while enhancing SOF accessibility and flexibility. Fourteen years of war have taught the Army that these qualities are needed for future success to address underlying sources of conflict, build partner capacity, and support security force assistance requirements.

CAR 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.

United States Army Reserve Command

The U.S. Army Reserve provides direct access to federal reserve forces and enabling capabilities for contingencies at home or abroad through U.S. Army Reserve Command (USARC).

U.S. Army Reserve Command (USARC) is a major subordinate command of U.S. Army Forces Command (FORSCOM) and the largest three-star command under FORSCOM control.

Under the combined Title 10 component and command authority of the Chief of Army Reserve, U.S. Army Reserve Command (USARC) trains, equips, manages, supports, mobilizes and retains Soldiers while creating cohesive units in support of the National Military Strategy and Army commitments worldwide.

Globally engaged for more than 14 consecutive years of war, U.S. Army Reserve Command USARC has met high operational tempo demands, operated and generated forces as required, and provided predictable capabilities to Combatant Commanders.

A Component and a Command

As the only component of the Army that is also a command, the U.S. Army Reserve and U.S. Army Reserve Command are organized under a single command authority: the Chief of Army Reserve. The structure of the Army Reserve as both a Component and a Command is rooted in law and statute dating back to the 1950s.

- Under 10 U.S. Code § 10171, the United States Army Reserve Command (USARC) is a separate command of the Army commanded by the Chief of Army Reserve. Designated as Commanding General of USARC, the Chief of Army Reserve (CAR) commands¹ Army Reserve forces as a subordinate command under U.S. Army Forces Command² as directed by General order: NO. 2011-02, and is responsible for the training and readiness of all Army Reserve units, to include forces in Puerto Rico and the U.S. Virgin Islands.
- Under 10 U.S. Code § 3038, Office of Army Reserve: the Chief of Army Reserve is the official within the executive office of the Department of the Army who, subject to the authority, direction, and control of the Secretary of the Army and the Chief of Staff of the Army, is responsible for the justification and execution of the Personnel, Operations and Maintenance, and Construction budgets for the Army Reserve. As such, the Chief of Army Reserve is the director and functional manager of appropriations made for the Army Reserve in those areas and principal advisor on Army Reserve matters to the Secretary of the Army and the Chief of Staff of the Army

The Chief of Army Reserve (CAR) is responsible for maintaining Army Reserve budgets and managing the Full Time Support program – responsibilities that include prescribing and allocating funds for training; facilitating and coordinating HQDA policies and programs for employing the Army Reserve as part of the operational force; and mobilizing to meet

deployment and domestic requirements. As the Army's primary federal reserve force organized under a single command, the Army Reserve provides direct access to federal reserve forces and enabling capabilities for any Total Force requirements.

The unique "dual-hatted" role of Chief of Army Reserve and Commanding General, U.S. Army Reserve Command, which combines both Title 10 Component and Command responsibilities, is an efficient and effective way to provide trained, equipped, and ready Soldiers, leaders and units to meet worldwide Army and Joint Force requirements.

Current Roles and Missions

Over the past 14 years, the operational use of the Reserve Component provided the necessary strategic flexibility and operational depth to sustain operations in Iraq and Afghanistan. We need a scalable, flexible Reserve that provides the increased depth required to respond to strategic uncertainty. As we rebuild our Total Army we need ... enduring operational access to the Reserve Force to ensure successful execution of operations.

From a Joint Statement by the Hon. John McHugh, Secretary of the Army
and GEN Raymond T. Odierno, Chief of Staff, Army

As a component and a command organized under a single command authority, the Chief of Army Reserve, the U.S. Army Reserve and U.S. Army Reserve Command provide unity of command and unity of effort in support of the Total Army and the Joint Force.

Under this authority, the Army Reserve is integrated into, and directly supports, every Army Service Component Command and Combatant Command across the globe, with a footprint that extends across all 50 States and the District of Columbia, six U.S. Territories, and more than 30 countries.

Since 2001, more than 300,000 Army Reserve Soldiers have been mobilized and routinely deployed across the globe, to include every major combat zone. Steady demand for Army Reserve capabilities has introduced a new paradigm of reliance on the Army Reserve as a critical part of our national security architecture.

Structured to provide operational capabilities and strategic depth to the Army and the Joint Force, the Army Reserve is an essential partner of the Total Force in preventing conflict, shaping the strategic environment, and responding to operational contingencies globally and domestically, to include Theater Security Cooperation, Foreign Humanitarian Support, Homeland Defense, and Defense Support of Civil Authorities missions.

For example, under the Army Reserve's *Plan Prepare and Provide* readiness model, the Army Reserve provides trained, equipped, and ready Soldiers and cohesive units to meet global requirements in support of Unified Land Operations.

The "Plan" portion of the readiness model regionally aligns Army Reserve Theater Commands to Army Service Component Commands (ASCC) and Combatant Commands (CCMD), providing Army Reserve Engagement Cells (ARECs), Army Reserve Engagement Teams (ARETs),³ and direct staff planning support with reach-back capability. "Prepare" trains, assesses and certifies Soldiers, leaders and units for contingent and combat missions. "Provide" deploys Army Reserve Soldiers and units in support of planned or unforeseen ASCC or CCMD mission requirements under the auspices of the Army Total Force Policy (ATFP).

Today, the Army Reserve provides continuous and substantial support to the Combatant Commands, working seamlessly with Active Component and Army National Guard personnel, as well as members of the Air Force, the Navy, the Marine Corps, and Allied militaries.

Army Reserve Engagement Cells and Teams also support the Army's *Regionally Aligned Forces* concept for providing Combatant Commanders with versatile, tailored, responsive and consistently available military capabilities for planned and emerging missions across the globe.

Currently, 14,900 Army Reserve Soldiers are supporting the Combatant Commands in missions that include combat support operations in Afghanistan, Civil Affairs missions in the Horn of Africa, deterrence operations missions in Kuwait, military police operations at Guantanamo Bay Cuba, and medical support operations at facilities in Honduras.

Specialized Army Reserve capabilities not present elsewhere in the Joint Force include those especially critical to the theater opening phase of an Operations plan such as Petroleum Pipeline and Terminal Operations, rail units, Biological Identification Detachments, Broadcast Operation Detachments, General Purpose Civil Affairs, General Purpose Military Information Support Operations, Theater Engineer Commands and Medical Logistics.

The Army Reserve also continues to work with the Army to ensure the effective execution of Continuum of Service (COS), which allows the Army to retain highly experienced Soldiers through their continued service in the Army Reserve. Effective execution of COS allows the Army to reverse and expand its end strength, as required, and sustains the Army Reserve as an indispensable and enduring operational element of the Total Army Force. It is essential that the Army Reserve maintains the right mix of forces, and professional personnel with experience and relevant skill sets, to provide operational and strategic depth to the Army and the Total Force.

Providing 20 percent of the Total Force for less than six percent of the Army's budget, the Army Reserve is a cost-effective way to mitigate risk to national security, particularly in an era of constrained fiscal resources.

Looking Forward

In testimony earlier this year to Congress, Army Chief of Staff (CSA) GEN Ray Odierno said he has never seen “a more dynamic and rapidly changing security environment” than the one we face today – a sentiment that was repeated last month in the Secretary of the Army and the Chief of Staff’s joint statement to the Commission.

Continued regional instability, violent extremism, the proliferation of weapons of mass destruction, and multiple other factors, all predict a future global security environment even more complex and dangerous than it is today. Such an environment requires continued access to – and reliance upon – the skills, experience, and operational capabilities of the Army Reserve.

In that respect, capitalizing on the Army Reserve’s ability to rapidly deploy small teams in support of interagency missions, and integrate into Joint, Interagency, Intergovernmental, and Multinational environments, by restoring a Special Forces structure to the Army Reserve makes sense for the Nation.

Similarly, integrating Continuum of Service activities across the Army to facilitate a more flexible transfer of Soldiers in support of support strategic requirements, and implementing the One Army School System (OASS) to fully integrate Active, and Reserve Component organizations and ensure consistent standards across all components, also make sense in today’s complex and constantly evolving global environment.

Specific Issues and Challenges

Full Time Support (FTS)

The Army's transformation strategy, and efforts to fully integrate the RC, have placed increased demands on Reserve Component FTS manpower requirements. The frequency and the number of AC deployments cause the Army to rely to a greater extent on the Army National Guard and the U.S. Army Reserve to meet global commitments. Current and future Army operations require full spectrum, integrated forces that can quickly respond to rapidly changing operational requirements. Reserve Component (RC) FTS personnel are critical links to integration and interoperability among Army components. For these reasons, an increase in RC full-time Support is essential to the future of the Army.

BG Raymond Odierno
Army Director of Force Management and
Robert Bartholomew
Acting DAS for Force Management, Manpower and Resources,
from a January 18, 2001 signed Memorandum

One of the most significant challenges with regard to maintaining the Army Reserve as an operational force is the Full Time Support Program (FTS).

While the Army Reserve comprises 20 percent of the Army's organized units, it provides nearly half the Army's total maneuver support and a quarter of its mobilization base expansion capability. As a result, the readiness of Army Reserve units is critically important; and one important key to readiness is Full Time Support (FTS).

Full Time Support provides individual and unit support for day-to-day administration, personnel, medical, training, recruiting, mobilization, and other functions required to sustain an Operational Reserve.

It optimizes the consistency and stability Units need to achieve assigned mission requirements, and the technical, functional, and military expertise necessary to efficiently and effectively adapt to ever-changing and increasing mission requirements. In short, Full Time Support (FTS) is a strategic and operational "enabler" that directly affects the readiness of Army Reserve units.

Full Time Support (FTS) also provides a way for the Army to better manage the Reserve Component as an operational force in accordance with DoD Directive 1200.17.⁴ Specifically, Title 11 helps to sustain an Operational Reserve by providing additional Active Component FTS to manage units and individuals in established rotational cycles to provide predictability for Combatant Commands, the Total Army, Soldiers, families and employers.

Prior to September 2001, the Department of the Army (HQDA) determined that the Reserve Components' (RC) Full Time Support (FTS) program was essential to meeting readiness goals and the Army's transformation strategy, and that it directly complemented Army efforts to fully integrate the Reserve Components (RC) under a total force policy construct.

In February 2000, HQDA agreed to support an increase of FTS authorizations for AGRs and MILTECHs. The increase was based on a percentage of total FTS requirements essential to meeting readiness levels in AR 220-1 (Unit Status Reporting) and the Defense Planning Guidance readiness metrics.

At that time, the Army Reserve was resourced to just 60 percent of its required FTS, despite ongoing AC to RC integration initiatives that generated increased demands on FTS as directed by HQDA. To help correct this imbalance, HQDA established an incremental plan, called the FTS Ramp⁵, which would increase Reserve Component FTS over time. The Ramp improved Army Reserve FTS resourcing from 60 to 76 percent, where it remains today.

In a January 18, 2001 Memorandum to the Co-Chairs of the Manning and Training Program Evaluation Groups regarding AGR and MILTECH requirements for the Army National Guard and the U.S. Army Reserve, HQDA stated that "the Army's transformation strategy and efforts to fully integrate the Reserve Component (RC) have placed increased demands on RC FTS manpower requirements. The frequency and the number of AC deployments cause the Army to rely, to a greater extent, on the Army National Guard (ARNG) and the U.S. Army Reserve (USAR) to meet global commitments.

“Current and future Army operations,” it continued, “require full spectrum, integrated forces that can quickly respond to rapidly changing operational requirements. Reserve Component FTS personnel are critical links to integration and interoperability among Army components. For these reasons, an increase in RC full-time Support is essential to the future of the Army”⁶.

Today, despite the fact that the Army Total Force Policy (ATFP) directs, as policy⁷, 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, the Army has decided not to fully resource the Army Reserve’s FTS program which remains at 76 percent of its required level.

While there have been discussions to use Active Duty Operational Support (ADOS), or Active Duty Special Work (ADSW) to augment FTS shortages, by regulation, ADSW and ADOS should not be used to augment FTS shortages⁸.

In his meeting with the Commission on May 19, 2105, the Chief of Army Reserve recommended a Full Time Support increase of Title 11 Active Component support to the Army Reserve as a viable option to support Army Total Force Policy and augment FTS shortages.

Increasing Army Reserve AGR FTS funding from 76 percent to 85 percent of its required strength⁹ would require 18,124 authorizations, or an increase of 1,863 authorizations, which equates to an approximate total cost of \$230 million over four years, and \$230 million annually to sustain. The cost is identical to what it would cost to increase the Title 11 program to support the Army Reserve as part of the Total Force Policy.

Full Time Support is essential to enabling readiness. Cutting FTS has a negative impact on the Army Reserve, but it also negatively impacts the Army and the Joint Force; decreases Army Reserve Soldier support relative to AC counterparts; decreases support to Joint Staff, HQDA, Combatant Commanders, Army Service Component Commands, Army Commands, Direct Reporting Units (DRU); and command-level oversight and support to the Individual Mobilization Augmentee (IMA) population. For these reasons the Army Reserve strongly recommends maintaining FTS at current levels and re-initiating and resourcing the Title 11 program as part of Army Total Force Policy implementation.

Anticipate Army Reserve Use in the Homeland

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 team standards and the National Incident Management System (NIMS) Resource Typing standards of Type 1 Collapse Search and Rescue team.

Admiral William E. Gortney
Combatant Commander
U.S. Northern Command

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 life-saving, life-sustaining response capabilities to support civil authorities during disaster response. It also ensures unity of effort with the Total Force and partner agencies when needed to save lives, alleviate suffering, mitigate significant property damage, and fill gaps in local and State responses to natural or made-made emergencies.

Defense Support of Civil Authorities (DSCA) operations also benefits the Army Reserve and the Total Army by enhancing Soldier, leader and unit readiness, and strengthening our connections with our communities. Engagement at the local, state, and federal levels instills greater public trust and confidence in the Army Reserve, and enhances efforts to recruit and retain Army Reserve forces.

The Army Reserve already provides 100 percent of the Department of Defense's Emergency Preparedness Liaison Officers, or EPLOs, and other first-line responders, as well as members of the DoD Coordinating Element (DCE).

Our Selected Reserve includes nearly 200,000 Soldiers who can respond rapidly across state lines if needed. We are present in most medium and large communities across the Nation, and many Army Reserve units have capabilities critical to DSCA response, including search and rescue, aviation lift, engineer, transportation, quartermaster, civil affairs, medical, search, and command and control.

The Army Reserve also provides significant forces for the CRBN (chemical, biological, radiological, and nuclear) Response Element, or CRE.¹⁰ The CRE was established by the Department of Defense in 2011 to respond to man-made disasters such as the use, or threatened use, of a weapon of mass destruction, or a terrorist attack, or threatened terrorist attack, in the United States that results, or could result, in significant loss of life or property.

Twenty-two Army Reserve units with nearly 1,800 Soldiers are assigned to the three Title 10 force packages in the CRE, including the DoD CBRN Response Force, or DCRF; the Command and Control Response Element Alpha, or C2RE-A; and the Command and Control Response Element Bravo, or C2RE-B.

Army Reserve forces provide support for DSCA through the Mission Assignment (MA) process as part of the synchronized Federal response, and through Immediate Response Authority (IRA) when requested by civil authorities during imminently serious conditions.

The Army Reserve continues to prepare for future disaster response missions by (1) establishing a solid DSCA knowledge foundation to ensure that Army Reserve Soldiers understand their role in support of DSCA; (2) expanding our community partnerships to promote unity of effort and interoperability before disaster strikes; (3) developing preplanned response packages and

integrating them within the DSCA sourcing process; and (4) incorporating DSCA into Army Reserve readiness and training plans to reflect our dual purpose as both the operational federal reserve of the Army, and a domestic emergency and disaster relief force for the Nation.

As the Army evolves through its Force 2025 and Beyond modernization effort, the Army Reserve will remain an integral part of the Total Army solution. An enhanced DSCA posture is another way the Army Reserve can better support the Total Force and the Nation. While improvements in the Army Reserve's DSCA posture will undoubtedly require resources and commitment at all levels, the investment will not only help sustain the Army Reserve's operational readiness but provide reliable, ready Army Reserve capabilities to ensure the welfare of the American people.

Sustain the Operational Reserve

The demand for Army forces is well above what was originally expected three years ago, and continues to dramatically rise as our geopolitical environment becomes increasingly volatile. This unpredictability has led to one of the most dangerous times in the history of our Nation, as the velocity of instabilities stemming from greater hybrid and non-state threats, as well as a myriad of humanitarian and assistance missions, requires your Total Army to be fully engaged in multiple, strategically imperative operations around the globe.

From a Joint Statement by the Hon. John McHugh, Secretary of the Army
and GEN Raymond T. Odierno, Chief of Staff, Army

As stated in Department of Defense Directive 1200.17, "managing the Reserve Components as an operational force is a necessity in an era of persistent conflict and global engagement."

To meet U.S. military requirements across the full spectrum of conflict, the Directive maintains, the Reserve Components of all the military services must provide operational capabilities while maintaining strategic depth. Each Service Secretary must manage their respective Reserve Components as an operational force, and the Assistant Secretary for Personnel and Readiness must ensure that Total Force policies must encourage optimum integration of AC and RC personnel to provide the most efficient training opportunities for all personnel, allow for the shared use of resources, and provide the most operational benefits and mission capability.

Fully implementing and sustaining the Army Reserve as an operational federal reserve force in accordance with DoDD 1200.17 will require a paradigm shift in thinking and in-depth coordination throughout the HQDA management process – to include planning, organizing, aligning, and integrating resources to meet mission requirements and ensure that readiness thresholds are met in accordance with statutes, policies, guidance, and cultural expectations.

To date, the Army has not established the specific equipping, manning, and training levels required of an operational reserve, nor adequately budgeted for most of the costs required for sustaining the Army Reserve in an operational role.

The benefits of an operational federal Army Reserve force are clear: An operational federal Army Reserve saves money; it helps the Army mitigate current capability shortfalls; and it provides expert capability and invaluable experience that are indispensable to current and future conflicts.

Using the Army Reserve in security cooperation missions, for example, reduces the demand for active Army capabilities. It allows the active component to maximize time at home between deployments; provides the Army Reserve with the opportunity to employ and refine its multifunctional skills; and because the Army Reserve is not full time force, the Army saves money by utilizing it in an established cyclic manner that provides predictability for the Combatant Commands, the Army, and Soldiers, as well as their Families and Employers.

Predictability also allows for the proper forecasting of resources to meet the training, sustaining, manning and equipping thresholds required to provide the steady flow of tailorable capabilities necessary to meet conventional and unconventional demands at home and abroad.

For example, the Department of Defense requires a constant trans-regional Common Operating Picture. The U.S. Army Civil Affairs and Psychological Operations Command (Airborne) (USACAPOC(A)), which is comprised of more than 88 Army Reserve units across 32 states and Puerto Rico, supports the Army and Joint Force with strategic, operational, and tactical civil affairs, military information support, and information operations capabilities that support this requirement.

Moreover, HQ, USACAPOC(A) manages 100 percent of DoD's strategic Civil Affairs capabilities in the form of Civil Affairs Commands (CACOMs), which are regionally aligned to the geographic Combatant Commands and Army Service Component Commands, and provide direct support through the Army Reserve AREC and ARET programs.

As America's global operational reserve force, the Army Reserve not only provides quick access to trained and ready forces, it provides the critical enabling capabilities the Total Army and Joint Force combat forces rely on to sustain prolonged operations. If those enabling capabilities are not prepared and ready for operational use, then the Army, not just the Army Reserve, will fail its mission.

The Reserve Component (RC) provides tailorable and critical capabilities that the Army leverages to fulfill mission requirements in support of Combatant Commanders¹¹. The Army Reserve offers the Nation an effective insurance policy against strategic and operational risk. The Operational Reserve combines several core elements spanning sustained manning strength and equipping levels, adequate training resources, continuing equipment modernization, leader development training, and predictable employment in support of Combatant Command requirements¹² if properly resourced. In today's "increasingly volatile" global security

environment, we cannot afford to regress to a one-dimensional, strategic reserve force under tiered readiness. We must sustain the operational reserve.

Expand Army Reserve Core Competencies to Include Special Forces (SF)

Expanding the Army Reserve's Core Competencies to include Special Forces (SF) makes sense for the Nation. As a federal reserve force, the Army Reserve is a cost efficient means of providing capabilities. Because Special Forces capabilities are also federal capabilities, keeping them in federal status at all times will produce similar efficiencies.

Restoring Special Forces capabilities to the Army Reserve also capitalizes on the Army Reserve's ability to rapidly deploy small teams in support of interagency missions, and integrate into Joint, Interagency, Intergovernmental, and Multinational environments. For example, United States Army Civil Affairs and Psychological Operations Command (Airborne), (USACAPOC(A))'S 351st Civil Affairs Command recently deployed a Civil Affairs Planning Team (CAPT) from Mountain View, CA to Nepal to provide humanitarian assistance in response the recent earthquake.

USACAPOC(A) uniquely provides both operational and functional capabilities to the conventional force. Through its' Civil Affairs Commands (CACOMs), Psychological Operations Groups (POG), and (soon) Theater Information Operations Groups (TIOG)—USACAPOC(A) provides 100 percent of DoD's strategic Civil Affairs capabilities and 100 percent of the Army's conventional Psychological Operations capabilities. These forces, while globally available, are regionally aligned and experienced at nesting strategic, operational, and tactical efforts to achieve results for Combatant Commands, U.S. Country Teams, and others across the Joint, Interagency, Intergovernmental, and Multinational spectrum.

As part of the engagement warfighting function, these forces provide awareness of the operational environment as well as the ability to influence the operational environment. In keeping with the principle of Unity of Command/Unity of Effort, which support Special Operations for the Engagement Warfighting Function, adding an Army Reserve Special Forces Group will do the same for the conventional force.

Expanding upon the engagement warfighting function concept to include Army Reserve structure that is specifically designed to address the human element will provide the global Combatant Commander expanded flexibility and options.

Future Army forces must develop capability to leverage existing private and public sector expertise within the Reserve component in support of the engagement warfighting function¹³, The Army Reserve's Private Public Partnership program is ideally suited to this task.

The Army's Operating Concept, "Win in a Complex World," stresses the integration of special operations and conventional forces. The Army Reserve force structure is ideally suited to support Special Operations Forces worldwide for two reasons: 1) Like Special Forces, the Army Reserve is a Title 10 force; and 2) Under Title 10 USC, specialties such as Civil Affairs, Military

Intelligence, and Psychological Operations, are already resident in the Army Reserve force structure and the Army Reserve provides maneuver support and sustainment capabilities to SF operations on a regular basis.

Adding Special Forces structure will facilitate SOF conventional force interdependence, interoperability, and integration – all of which are needed for future success in addressing the underlying sources of conflict, building partner capacity, and providing security force assistance.

Sustaining Readiness in a Resource-Constrained Environment

A ready Army Reserve offers the nation an effective insurance policy against strategic and operational risk. Through four lines of effort, Army Reserve Soldiers and units will remain ready to provide critical enabling capabilities in support of the Army's Prevent, Shape, Win strategy, Regional Alignment of Forces, and the Total Force Policy.

The first two are "Plan, Prepare, Provide," and the "Private Public Partnership initiative" (P3), which combine traditional military and private sector approaches for maintaining readiness in the Army Reserve. The third line of effort, "Soldier for Life," seeks to preserve the incredible pool of talented Soldiers currently in Army Reserve formations as well as those transitioning from active duty. The fourth line of effort is the further implementation of the enabling authorities to perform Defense Support of Civil Authorities (DSCA) provided in the National Defense Authorization Act of 2012. Securing funding for, and expanding the use of, these authorities will enhance the ability of the Army Reserve, and all reserve components, to more effectively serve at home and abroad.

Even with a resource constrained environment, the Army Reserve is able to maintain a portion of its force (about 25,000 Soldiers) fully trained and ready for immediate use. Identified in advance, these Soldiers and units provide Combatant Commanders a flexible response for both planned and unforeseen requirements. The units spend time preparing Soldiers to deploy with limited notice if required. When coupled with the theater's ability to directly deploy units, this negates the need to mobilize through a force generation platform, reducing the time it takes for unit employment.

Combatant Commanders continue to recognize the important contributions of Army Reserve formations. In Fiscal Year 2012, 630 unit formations and 17,106 Soldiers were mobilized compared to Fiscal Year 2015, when 452 unit formations consisting of 12,946 Soldiers are programmed for mobilization. Although the demand for Army Reserve forces, in the number of formations and total number of Soldiers required is decreasing, non-combat requirements are filling a gap with units deploying to support operations around the world. Army Reserve Soldiers have deployed and are currently deployed in support of Southern Command, European Command, Africa Command, Pacific Command, Northern Command, and Special Operations Command missions and activities.

Modernization shortages remain one of the Army Reserve's greatest challenges. Program procurement delays and the restructuring of requirements as a result of budget reductions, will further widen modernization gaps and impede our interoperability with the Joint Force.

Serving the Army and the Nation

Maintaining an operational and sufficiently resourced Army Reserve as recommended is in the best interest of the Army and the Nation and comports with the mission of the Commission with regard to NDAA 2015, Section 1703 and the Structure of the Army Act of 2014.

An operational and sufficient resourced Army Reserve is the best way to fulfill both current and anticipated mission requirements consistent with available and estimated future resources. It would provide depth and scalability to meet current and anticipated requirements of the Combatant Commands, and achieve a cost-efficient balance between the Active Component and the Army Reserve using the strengths and capabilities of each to full advantage.

An operational and sufficiently resourced Army Reserve would ensure capacity needed to support Defense Support to Civil Authorities missions, and provide a sufficient base of trained, equipped and ready Soldiers, leaders and cohesive units from which the Active Component could draw when needed.

An operational and sufficiently resourced Army Reserve would help the Army better manage strategic and operational risk, and maintain the invaluable expertise and experience gained since September 11, 2001.

The United States Army Reserve is the reserve of the Army. It exists to serve the Army and the Nation. Through two World Wars, a Cold War, Korea, Vietnam, the Persian Gulf War, the Global War on Terror, and countless other crises, operations, and emergencies, the "Warrior Citizens" of the Army Reserve have answered the Nation's call. Since 2001 alone, the Army Reserve has been mobilized and routinely deployed in 30 countries around the world to include every major combat zone. And we remain ready for what comes next.

Today's Army Reserve is the most battle-tested and experienced in our Nation's history. But whether performing combat missions abroad, or saving lives and protecting property at home, the Army Reserve will continue to offer versatile, available and effective capabilities to the Army and the Nation at reduced cost to the American taxpayer.

Ready now, ready in times of crisis, and ready for whatever threats and challenges lie ahead, the United States Army Reserve is America's life-saving, life-sustaining federal reserve force.

ENDNOTES

¹ The National Defense Authorization act of Fiscal Year 1991 directed the establishment of the United States Army Reserve Command, or USARC, under which all non-Special Operations Force units in the Continental United States were assigned.

² General order: NO. 2011-02, Redesignation and assignment of the United States Army Reserve Command as a Subordinate Command of the United States Forces Command

1. The United States Army Reserve Command (USARC) (UIC: W47AAA) is discontinued as a Direct Reporting Unit to the Chief of Staff, Army and is redesignated and assigned as a subordinate command of the United States Army Forces Command (FORSCOM) (UIC: W3BYAA).

2. The Chief, Army Reserve, serves as both a member of the Army Staff in accordance with Section 3038, Title 10, United States Code and as the Commander, USARC. The Commander, USARC, commands all assigned Army Reserve Forces in accordance with Section 10171, Title 10, United States Code. USARC provides trained and ready units and qualified Soldiers who are prepared to mobilize and support the Armed Forces during times of war or national emergency and at such other times as the national security may require.

3. Headquarters, Department of the Army General Orders Number 15, dated 16 October 2006, is hereby superseded.

³ The Army Reserve (USAR) established Army Reserve Engagement Cells (ARECs) and smaller Army Reserve Engagement Teams (ARETs) at Army Service Component Commands (ASCCs) at both Army Corps-level commands and Geographic Combatant Commands (GCCs) to facilitate access to USAR Regionally Aligned Forces (RAF).

AREC/Ts consist of Active Guard Reserve (AGR) planners from USAR enabling commands that provide supported commands with USAR subject matter expertise across the war fighting functions. USAR Regionally Aligned forces (RAF), in conjunction with AREC/ARETs as the means to implement it, is the highest operational priority of the Commanding General, U.S. Army Reserve Command. As a budget-neutral initiative, staffed entirely from within existing Army Reserve structure, AREC/ARETs help ASCCs and GCCs integrate USAR capabilities into plans, exercises, and operational activities to implement the USAR's regional alignment of its forces; provide reach-back capability to the "whole" of USARC's CONUS-based theater enabling commands; and facilitate USAR Reception, Staging, Onward movement, and Integration into theater activities and operations.

The USAR will continue to fill the 19 separate AREC/ARETs already established at major Army and Joint Commands, currently employed under initial operational capability, to ensure that they are brought to full operational capability (FOC) no later than the 3rd Quarter of FY 2016. USAR RAF, through the Plan, Prepare, Provide model, affords the Combatant Commander with tailorable capabilities to shape the environment and respond to a full range of requirements. Integrating the AREC/ARETs fosters direct, enduring relationships while the persistent presence of planners from USAR enabling commands provides the USAR with immediate awareness and subsequent faster responsiveness to theater requirements and plans. RAF maintains the USAR's operational capability, maximizes its inherent cost-efficiency while providing trained, equipped, ready and accessible Soldiers, leaders, and units to the Army and the Nation.

⁴DoD Directive 1200.17 defines an operational RC as follows: "Provides operational capabilities and strategic depth to meet U.S. defense requirements across the full spectrum of conflict. In their operational roles, RCs participate in a full range of missions according to their Services' force generation plans. Units and individuals participate in missions in an established cyclic or periodic manner that provides predictability for the combatant commands, the Services, Service members, their families, and employers. In their strategic roles, RC units and individuals train or are available

for missions in accordance with the national defense strategy. As such, the RCs provide strategic depth and are available to transition to operational roles as needed.” Robert M. Gates, Department of Defense Directive 1200.17 “Managing the Reserve Components as an Operational Force” (Washington, DC: Department of Defense, October 2008), 1 and 8.

The RC provides tailorable and critical capabilities that the Army leverages to fulfill mission requirements in support of Combatant Commanders. Title 10 U.S.C. § 12304b helps the Army preserve gains it has made over the last decade in RC training, equipping, and experience. As the Nation's Operational Reserve force, the RC complements and supplements the AC and ensures the Total Force is capable of providing trained and ready forces in support of the Nation's security strategy. The Operational Reserve combines several core elements: sustained manning strength and equipping levels, adequate training resources, continuing equipment modernization, leader development training, and predictable employment in support of Combatant Command requirements. Secretary of the Army Memo, Department of the Army's Policy and Procedures for Utilization of Title 10 U.S.C. §§ 12304a and 12304b, 28 Sep 2012, Page 3.

⁵ The FTS Ramp covers both reductions and directed growths from 2000 to 2015. The accelerated FTS ramp growth in authorizations increased AGRs by 3,457 and MILTECHs by 1,516. However, there was a 950 decrease in Department of the Army Civilians, and a 656 decrease in Active Component personnel. Directed FTS requirements increased by 214 for SHARP and 742 for Medical specialties. When taken into perspective, the overall growth in FTS of 4,973 was offset by 1,606 reductions and 956 directed actions thus leaving 2,411 FTS spaces of actual growth applied to TPU units.

⁶ Memorandum for the CCHAIRS of the Manning and Training Program Evaluation Groups, Subject: Recognition of POM 03-07 Active Guard and Reserve (AGR) and Military Technician (MILTECH) Requirements for the Army National Guard and U.S. Army Reserve.

⁷ DoDD 1200.17 states that the Service Secretaries are to ensure the appropriate level of full-time support personnel AC, Active Guard and Reserve (AGR), military technicians (MILTECH) (dual-status), non-dual status technicians, and other Federal civilian employees to meet the readiness requirements of the Reserve Components.

⁸ AR 135-200 Active Duty for missions and projects for training for reserve component soldiers chapter 6 P14

⁹ The Army Reserve AGR category of FTS is funded at 76 percent (16,261 authorized of 21,322 required). To raise the AGR percentage to 85 percent would require 18,124 authorizations or an increase of 1,863.

¹⁰ CRE is comprised of two types of forces. Defense CBRN Response Force (DCRF) are prepared to deploy within 24-48 hours. Command and Control CBRN Response Element (C2CRE) are prepared to deploy within 96 hours after the incident. Both forces provide search and extraction, decontamination, engineering, logistic and emergency medical response capabilities, as well as aviation support.

¹¹ Secretary of the Army Memo, Department of the Army's Policy and Procedures for Utilization of Title 10 U.S.C. §§ 12304a and 12304b, 28 Sep 2012, Page 3.

¹² Secretary of the Army Memo, Department of the Army's Policy and Procedures for Utilization of Title 10 U.S.C. §§ 12304a and 12304b, 28 Sep 2012, Page 3.

