



“It is the intent of Congress to provide an Army that is capable, in conjunction with the other armed forces, of preserving the peace and security, and providing for the defense [and] overcoming any nations responsible for aggressive acts that imperil the peace and security of the United States.”

*U.S. Code Title 10, § 3062*

# WHY THE NATION NEEDS AN ARMY

**A**merica had an Army before it became a nation. In 1775, volunteers from other colonies had gone to help the Massachusetts militia fight the British in Boston, but the assembled American forces lacked unity of command and organization. The Second Continental Congress gathered that same year in Philadelphia to coordinate a united response to

the crisis, and on June 14 voted to establish the Continental Army and appoint George Washington as commander.

In times of war, the Army provides land forces that fight and win as part of the Joint Force. In times of national crises, Army forces provide response and recovery assistance to federal, state, and local governments at home and abroad. In

---

*“War is an act of politics, where one side tries to impose its political will on the other. And politics is all about people. And people live on the ground. We may wish it were otherwise, but it is not. Wars are ultimately decided on the ground, where people live, and it is on the ground where the U.S. Army, the U.S. Marine Corps, and the U.S. special operations forces must never, ever fail.”*

General Mark A. Milley, upon assumption as Army Chief of Staff at the Army Change of Responsibility ceremony, August 14, 2015.

*“You don’t dictate end states from the air. You can’t control territory. You can’t influence people. You can’t maintain lines of control after you’ve established them. That will take a ground force.”*

General Mark A. Welsh III, Air Force Chief of Staff, in a press briefing about the ISIL campaign, January 25, 2015.

*“Our Army is the center of gravity for the U.S. military—and this center includes the Guard and Reserves. It is the best and most combat-hardened Army that the nation has ever known—indeed, the world has ever known. And we must do all we can to make sure it stays that way.”*

Retired Admiral Michael G. Mullen, former Chairman of the Joint Chiefs of Staff, Joint Force Quarterly, First Quarter 2009.

times of peace, Army forces help deter would-be adversaries from threatening our interests while assuring our allies and partners. The Army Corps of Engineers has an enduring mission building and maintaining the nation’s infrastructure. Army expertise is used to set theaters for operations (see Figure 1), and the Army serves as the executive agency for forty functions supporting the Department of Defense (see Figure 2).

Our nation today is not in a declared state of war—but it is certainly not at peace. After fourteen years of conflict, the demands for U.S. military operations remain high, and the challenges ahead are daunting. At the same time, the federal government has faced a persistent budget crisis for more than half a decade, one that could itself evolve into a security threat.

It is in this climate that the Congress established the National Commission on the Future of the Army. The Commission’s foundational purpose was to look into the future to assist the nation’s political and military leaders in grappling with difficult issues surrounding the size and structure of the Army to meet the demands of an increasingly complex global security environment.

The Commission did not have a mandate to predict where and when the nation will call upon its Army to respond to an imminent threat, unexpected crisis, or to secure a strategic objective. The Commission is certain, however, that such a demand will come. Land power will be required to fight and win wars now and in the future, despite the aspirations of some to fight wars at arm’s length. On our current not-quite-war-but-not-quite-peace footing, all signs point to continuing demands for American land power.

The Army’s foremost responsibility is to deliver ready, trained, and equipped forces to meet the operational demands put before it. The nation often comprehends these demands belatedly, placing a premium on force agility in the lack of requisite time to prepare. At key periods in our history, understrength, ill-equipped Army forces were deployed at great risk to meet emergent demands, buying time while the Army went through the laborious, time-intensive process of mobilizing reserve units or expanding the force. The Commission concluded that one of its most important services to the nation is to help the President, the Congress, the Department of Defense, and the Army appreciate these challenges and anticipate what must be done to mitigate these risks going forward.

---

Photo on page 5

Sergeant Miguel Thomas, 3rd Infantry Division, patrols near Combat Outpost Sultan Khel in Wardak Province of eastern Afghanistan.

## CIVILIAN CONTROL: THE AMERICAN WAY OF WAR

One of the nation's greatest strengths is not merely the might of its armed forces but the principles behind its structure. Aware of the danger posed by a large standing army under the sole control of the executive branch, the framers of the U.S. Constitution placed the military under the joint authority of the Congress and the President. Civilian control of the military is a defining principle of our nation. It ensures that the U.S. military remains responsive to the will of the people acting through their duly elected representatives, who not only determine when to use military force but also set the parameters for the size and component mix of the Services.

Article I, Section 8 of the Constitution grants the Congress the power "to raise and support armies" and "to make rules governing and regulating land and naval forces." Additionally, the Constitution gives the Congress authority to call forth the militia for specific purposes—to organize, arm, and discipline the militia when in the service of the United States—and to prescribe how the militias are to be trained by the states. When not in federal service, the militias were intended to fall under the authority of their state Governors. Congress exercised its constitutional authorities through legislation that has ultimately been codified in Titles 10 and 32 of the U.S. Code.

Civilian oversight of the military is further established in the chain of command, descending from the President as Commander in Chief through the Secretary of Defense. The Secretaries of the individual Services direct the non-operational functions of their military departments: recruiting, organizing, training, and equipping forces to be provided to Combatant Commanders for military operations. The highest ranking military members, the Joint Chiefs of Staff, serve as the most senior advisors, statutorily charged with rendering their best military advice to their Service Secretaries, the Secretary of Defense, and the President.

The Commission set about its tasks firmly rooted to the fundamental principle that the Army has a Commander in Chief in the President, a 535-member board of directors in the U.S. Congress, and a National Guard that, until activated under Federal authority, also serves the 54 Governors of the states and territories. Grounded in our Constitution, the decision to use military forces is a civilian one. The Army, in the past year alone, has deployed Regular Army, Army National Guard, and Army Reserve forces to Iraq, Afghanistan, Korea, Eastern Europe, Africa, the Pacific, the Baltics, and Latin America (see Figure 3). In all cases, the Army's deployments reflect requirements set by Combatant Commands and approved by the Secretary of Defense and, at times, the President, in consultation with the Joint Chiefs of Staff and Army leadership.

Figure 1

## ARMY THEATER STRUCTURE CAPABILITIES

Army forces provide capabilities that help create the conditions necessary for U.S. operations through a broad range of actions found in theater of operations force structure, including logistics, air defense, network infrastructure, and port opening. The Army combines forward-deployed forces and rotational forces to develop, maintain, and operate the theater structure.

THE ARMY PROVIDES THEATER STRUCTURE CAPABILITIES TO OTHER SERVICES INCLUDING, BUT NOT LIMITED TO:

- Missile defense
- Fire support
- Base defense
- Transportation
- Fuel distribution
- Intratheater medical evacuation
- Port opening
- Veterinary services
- Logistics management
- Communications
- Chemical, biological, radiological, and nuclear defense
- Consequence management capability
- Explosive ordnance disposal

## ONE ARMY: COMPONENT ROOTS

The history of the Army and its relationship with the militia parallels the history of the nation. As the country grew throughout the 19th century, its need for a military able to defend its growing borders and secure its vital interests also grew while the militia suffered misuse and neglect. Congress began to reform an inadequately organized and equipped militia in 1903. Through a series of legislative actions between 1903 and 1933, Congress transformed state militias into the Army National Guard, standardized unit organizations, provided funding for equipment and training, and authorized situations in which the National Guard could be called into federal service by the President.

At the same time that it reformed the militia system and created the National Guard, Congress created an Organized Reserve Corps of officers for the U.S. Army. This Reserve Corps provided more than 170,000 officers and enlisted soldiers during World War I and more than 57,000 officers during World War II. During the Cold War, Congress transformed

# WHY THE NATION NEEDS AN ARMY

Figure 2

## DOD EXECUTIVE AGENT RESPONSIBILITIES

DoD Executive Agent designations are specific responsibilities, functions, and authorities assigned by the Secretary or Deputy Secretary of Defense to the Head of a DoD Component. DoD Executive Agents are tasked to provide defined levels of support for either operational or administrative missions that involve two or more DoD Components.

### ARMY: 40 RESPONSIBILITIES

#### Army Executive Agent Responsibilities

DoD Detainee Operations Policy  
Armed Services Blood Program Office (ASBPO)  
Chemical and Biological Defense Program (CBDP)  
Chemical Demilitarization  
DoD Combat Feeding Research and Engineering Program  
Military Ground-Based Counter Radio-Controlled Improvised Explosive Device Electronics Warfare (CREW) Technology  
Defense Language Institute Foreign Language Center (DLIFLC)  
DoD Level III Corrections  
Explosives Safety Management  
Persian Gulf War Exposure Registry  
Homeowners Assistance Program (HAP)  
DoD Biometrics  
DoD Law of War Program (Investigation and Reporting of Reportable Incidents Against U.S. Personnel)  
Management of Land-Based Water Resources in Support of Contingency Operations  
Military Postal Service (MPS)  
DoD Passport and Passport Agent Services  
Recruiting Facilities Program  
DoD Support to United Nations Missions  
DoD Civilian Police Officers & Security Guards (CP/SG) Physical Fitness Standards Program  
Administrative and Resource Support for the U.S. Military Entrance Processing Command (MEPCOM)  
USCENTCOM Rest & Recuperation Leave Program  
Western Hemisphere Institute for Security Cooperation (WHINSEC)  
Unexploded Ordnance Center of Excellence (UXOCOE)  
Joint Improvised Explosive Device Defeat Organization (JIEDDO)  
Multinational Force & Observers (MFO) Sinai  
Joint Center for International Security Force Assistance (JCISFA)  
Medical Research for Prevention, Mitigation, and Treatment of Blast Injuries  
Military Assistance to Safety and Traffic (MAST)  
Contract Foreign Language Support to the DoD Components  
Financial Disclosure Management (FDM) - Ethics Reporting System  
Support for Non-Federal Entities Authorized to Operate on DoD Installations  
Commander's Emergency Response Program (CERP)  
Georgia-U.S. BioSurveillance & Research Center (GUSBRC)  
Forensics  
Coordination of Contracting Activities in the USCENTCOM Area of Responsibility (AOR)  
Operation of After Government Employment Advice Repository (AGEAR)  
Defense Centers of Excellence for Psychological Health and Traumatic Brain Injury (DCoE)  
Classified DoD EA  
Classified DoD EA  
DoD Biological Select Agent and Toxin (BSAT) Biosafety Program

### OTHER SERVICES: 29 RESPONSIBILITIES

#### Other Services Executive Agent Responsibilities

#### Air Force

Active Duty Determinations for Civilians or Contractual Groups  
Armed Forces Entertainment (AFE)  
Common Data Link (CDL)  
Defense Equal Opportunity Management Institute (DEOMI)  
Defense Language Institute English Language Center (DLIELC)  
Defense Production Act (DPA) Title III Program  
Designating and Naming Military Aerospace Vehicles  
Federal Legal Information Thru Electronics (FLITE)  
Global Command and Control System (GCCS) - (Specific Modules)  
Global Positioning System (GPS) Program/NAVSTAR  
Intelligence Systems Support Office (ISSO)  
DoD Medical Examination Review Board (DoDMERB)  
R-2508 Complex Enhancement Program  
Space  
Space Test Program (STP) Management and Funding  
USSOUTHCOM Counterdrug Forward Operating Locations  
DoD Military Working Dog (MWD) Program  
National Science Foundation (NSF) Division of Polar Programs (PLR) - Support to  
DoD Foreign Clearance Program (FCP)  
Modeling & Simulation (M&S) Objectives in the Air and Space Natural Environment (ASNE)  
Defense Cyber Crime Center (DC3)

#### Navy

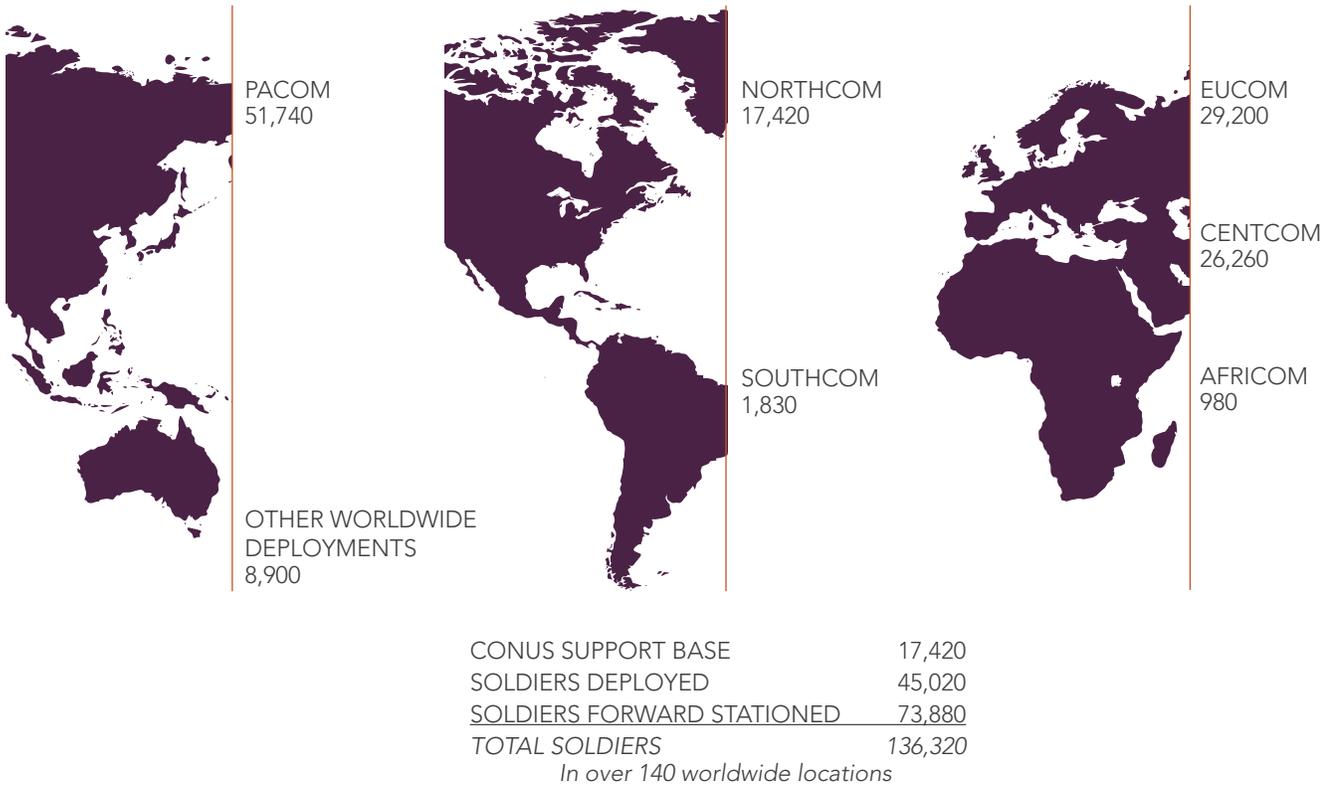
Defense Activity for Non-Traditional Education Support (DANTES)  
Defense Resources Management Institute (DRMI)  
High School News Service  
Maritime Domain Awareness (MDA)  
Force Protection of Military Sealift Assets  
Defense HIV/AIDS Prevention Program (DHAPP)  
Printed Circuit Board Technology

#### Marine Corps

Policy for Non-Lethal Weapons

Source: <http://dod-executiveagent.osd.mil>  
(as of January 15, 2016)

*Figure 3*  
**SOLDIERS DEPLOYED AND FORWARD STATIONED**



Source: Army Operations Center//As of 15 September 2015

the Organized Reserve Corps into the U.S. Army Reserve, subdivided into a Ready Reserve, a Standby Reserve, and a Retired Reserve.

Together, these three components of the Army—the Regular Army, the Army National Guard, and the Army Reserve—form one Army, a Total Force dedicated to defending the United States and implementing the nation’s defense strategy. Each component is distinct. Each is essential. All are interdependent. The individual components are connected through a purposeful reliance on the other components to maximize reinforcing effects while minimizing component vulnerabilities. This requires a broad understanding of the differing strengths and limitations of each component’s capabilities, clear agreement about how those capabilities will be committed in any given operational setting, and absolute

mutual trust that, once committed, each component will be employed as agreed.

The Army Civilian Corps is critical to the success of the Total Army. Operations in Iraq and Afghanistan made clear that, with the current force structure, soldiers must have the support of a highly professional Civilian Corps. Army civilians led Provincial Reconstruction Teams in Afghanistan focused on rebuilding infrastructure. Civilians from Army depots were deployed in order to expedite the repair of vehicles damaged in combat. Some 30,000 Army civilians were deployed to Iraq and Afghanistan to serve with Army Explosive Ordnance Disposal Teams, and many other civilian specialists served in medical logistics, transportation, engineering, construction, and information technology. The Army Civilian Corps, together with the industrial base and contractors, complements the

# WHY THE NATION NEEDS AN ARMY

three components within the Profession of Arms by providing expertise in support of critical operations and management.

Together, these Total Force elements of the Army provide boots on the ground to secure our freedom, protect our vital interests, promote stability, deter aggression, and fight and win the nation's wars. The nation's need for an Army is unquestionable and enduring.

## THE ALL-VOLUNTEER FORCE

The Army is an All-Volunteer Force. Conscription was used during the Civil War and World War I, and the first peacetime draft was adopted in 1940, with the specter of World War II causing concerns about the strength of the U.S. Army. The draft continued throughout the war and ended in March 1947. However, less than a year and a half later, in July 1948, with the Army failing to meet recruitment goals and the beginning of the Cold War raising fears of communist aggression, the

Congress established the Selective Service System to provide the Army with manpower. The draft remained the primary source of personnel for the Army through most of the Vietnam War. The Gates Commission, established in 1969 to develop a plan to end the draft and return to an All-Volunteer Force, came to the unanimous conclusion that “the nation's interest will be better served by an All-Volunteer Force, supported by an effective standby draft, than by a mixed force of volunteers and conscripts.” In 1972, at the request of President Richard Nixon, Congress passed Public Law 92-129, which extended the draft for just two more years and committed the country to transition to an All-Volunteer Force, which was fully implemented in 1973.

The All-Volunteer Force has had a dramatic impact on the Army. The quality of the force, as measured by test scores and percent of high school graduates, has improved. The number of career personnel increased, leading to similar increases in proficiency and professionalism. Prior to the All-Volunteer

## THE LAWS THAT SHAPED THE ARMY

**Act of Second Continental Congress, June 14, 1775** — approved the creation of the Continental Army.

**Uniform Militia Act of 1792** — required states to establish militia units and required all men 18–45 years of age to enroll as part of the militia, but provided no federal funding or guidance on organization.

**Dick Act of 1903** — reformed the state militia system, providing federal funding and equipping while requiring states to organize and train militias according to specific standards. Subsequent amendments created the Army National Guard and strengthened the ties between the Regular Army and National Guard Units.

**Public Law 101 of 1908** — established the first federal reserve force as part of the Army Medical Corps.

**National Defense Act of 1920** — created the Organized Reserve, consisting of the Officer Reserve Corps, Enlisted Reserve Corps, and the Reserve Officers' Training Corps. This later became the U.S. Army Reserve.

**National Security Act of 1947** — established the National Military Establishment (later renamed the Department of Defense), the Department of the Air Force, and the Joint Chiefs of Staff, and renamed the Department of War as the Department of the Army.

**Women's Armed Services Integration Act (1948)** — enabled women to serve as permanent, regular members of the armed forces.

**Military Selective Service Act of 1967 and amendments** — the last of a series of four peacetime selective service acts, dating back to 1940, that authorized conscription for military service. The final draft lottery authorized under the act was held in 1972. Secretary of Defense Melvin Laird announced the creation of the All-Volunteer Armed Forces in January 1973, negating the need for the military draft.

**Defense Officer Personnel Management Act (DOPMA) and Reserve Officer Personnel Management Act (ROPMA) (1980 and 1994)** — DOPMA standardized officer personnel management across the U.S. armed forces, and ROPMA provided similar standardized officer personnel management for the reserve components.

**Goldwater-Nichols Act (1986)** — dramatically reformed the Department of Defense by strengthening the authority of the Secretary of Defense, Service Secretaries, Chairman of the Joint Chiefs of Staff, and Combatant Commanders and streamlining the chain of command.

**Army National Guard Combat Readiness Reform Act (1993)** — increased Regular Army authority and responsibility for advising and training of National Guard combat units.

*“The American Army has become the all-around handy man of the government. But I do not suppose that even you, who are in and of the Army, have had brought home to you the extent to which this is so, and I feel sure that the country does not realize it at all. You may be called upon at any time to do any kind of service in any part of the world—and if you would not fall below the standard your fellows have set, you must be ready and you must do it, and you must do it well.”*

*Lindley Miller Garrison, Secretary of War, in commencement address at the U.S. Military Academy in West Point, reported in The New York Times, August 9, 1914.*

Force, only 18 percent of the Army had more than four years of service; by 2006, that number stood at more than 51 percent. The increase in education and length of service has allowed the Army to develop into a true Profession of Arms.

However, the clear benefits of the All-Volunteer Force come with a price. Recruiting, developing, and retaining qualified and talented personnel increases the costs of raising an army. The Army also must provide support for the families of the All-Volunteer Force who, more than any other group,

share the burden of service with their soldiers and are vital in ensuring that soldiers continue to serve. The Army must maintain an All-Volunteer Force despite the pressures of economic cycles and social conditions. More than two-thirds of the current target population, ages 18–25, cannot meet current Army accession standards. They are ineligible because of physical issues, insufficient education, or violations of the law that are too serious or too frequent.

The Army is a profession dedicated to the security and defense of the nation and the U.S. Constitution. Soldiers and Army civilians, bound by the Army’s professional ethic, develop and use their expertise in the service of their country. This ethic guides professional conduct and permits self-regulation, which forms the basis of the trust the American people place in the Army. The Profession of Arms includes uniformed soldiers, regardless of component. It is made up of volunteers who have trained to become experts in the ethical application of land combat power, serving under civilian authority and entrusted with the defense of the Constitution and the rights and interests of the American people. However, in an environment of budget constraints, competing career choices, and a diminishing percentage of the American population qualified to serve in the Army, the Commission is concerned that the All-Volunteer Force is nearing a fragile state.

So fundamental is an All-Volunteer Force to the governing principles of our nation, and so essential is an All-Volunteer Force in achieving the highest possible level of capabilities and readiness, the Commission considers sustaining the All-Volunteer Force vital to the future of the nation. All budget and force management decisions must be made with this goal in mind.

**Recommendation 1: The nation must maintain and sustain an All-Volunteer Force.**