

# National Guard Full Time Support

## Background

In testimony presented to the National Commission on the Future of the Army (NCFA), the Honorable John M. McHugh (SECARMY) and General Raymond Odierno (CSA) stated, "It would be a more prudent and effective use of our scarce readiness dollars to reduce the Full Time Support program and move those funds into ADOS and 12304b."<sup>1</sup> They also suggest that the increase in Full Time Support (FTS) in the Army National Guard since 2001 was a result of increased rotational demands to include Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF). These statements indicate a misunderstanding of the primary purpose of FTS as well as confusion regarding the differences between FTS, Active Duty for Operational Support (ADOS), 12304b, and other ARNG enabler funding streams.

## Problem

Dissolve the misconception surrounding the history, authorization and use of FTS. Outline differences in the purpose of FTS, ADOS, and 12304b. Propose the proper balance of FTS and ADOS.

## Thesis

Full Time Support is essential in conducting day to day operations to ensure predictable foundational readiness in the ARNG. The current approved requirements of FTS were identified and approved prior to 2001 and the start of combat operations.<sup>2</sup> ADOS/12304b are viable methods to bolster unit manning to achieve unit collective readiness in preparation for deployment. An appropriate balance of FTS and ADOS/12304b can be evaluated by using existing approved manning levels and applying appropriate formulas for ADOS/12304b manning for mobilizing units.

## Army National Guard Manning – FTS vs Enablers

The vast majority of ARNG are traditional drilling Soldiers that perform 48 drill periods and 15 annual training days a year. Full Time Support personnel are statutorily responsible for organizing, administering, training, and instructing National Guardsmen. The FTS program is required by DODI 1205.18 to be administered as a career program.<sup>3</sup> As noted in the definitions below, FTS includes several statuses, not just AGR. FTS requirements are derived using a formula based on numerous factors including unit strength, force activity designator, and management inputs at the state level. FTS requirements are validated by DA and then funded at various levels at the discretion of the Army. Full Time Support comprises 17% of ARNG end strength, 29% short of DA validated requirements.<sup>4</sup>

There are also non-permanent, short-duration positions that serve as enablers for requirements, such as mobilization preparation, that are above those supported by FTS. These include ADOS positions for Overseas Contingency Operations (OCO), Full Time National Guard Duty Operational Support (FTNGD-OS) for short-term operational needs, and 12304b for supporting preplanned missions.

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## Definitions:

1. **ARNG Full Time Support (FTS)** is statutorily responsible for assisting in organizing, administering, training, and instructing National Guardsmen. FTS is required by DoDI 1205.18 to be administered as a career program. FTS includes:<sup>5</sup>
  - a. Active Guard Reserve (AGR)
  - b. Dual-Status Military Excepted Technicians (Mil Techs) - managed as a separate category of dual-status civilian personnel
  - c. Non-Dual Status Mil Tech - civilian employee not required to maintain ARNG unit membership
2. **ARNG Enablers- Methods of FTS augmentation**
  - a. **Fulltime National Guard Duty (FTNGD)** – FTNGD is active service pursuant to sections 101(d)(3) and 101(d)(5) Title 10 United States Code. FTNGD consists of full-time National Guard duty-training (FTNGD-T) and full-time National Guard duty-other than for training (FTNGD-OT)<sup>6</sup>
  - b. **Active Duty Operational Support (ADOS)** – an authorized voluntary tour of active duty performed pursuant to Title 10 USC, Section 12301(d), other than AGR duty. It includes active duty for training (ADT) performed at the request of an organizational or operational commander; active duty or ADT performed as a result of reimbursable funding; funeral honors duty performed not in an inactive duty status; and active duty performed by members of the Retired Reserve not receiving regular retired pay. Sub-categories of ADOS include Contingency Operations for Active Duty Operational Support (COADOS) and Active Duty Operational Support – Active Component (ADOS-RC) where Human Resource Command (HRC) generates the tour order, and Active Duty Operational Support – Reserve Component (ADOS-RC) where Army National Guard (ARNG) at National Guard Bureau (NGB) generates the tour order.
  - c. **10 U.S. Code § 12304b** - Selected Reserve: order to active duty for preplanned missions in support of the combatant commands - Is only intended to provide temporary manning, "...[w]hen the Secretary of a military department determines that it is necessary to augment the active forces for a preplanned mission in support of a combatant command, the Secretary may...order any unit of the Selected Reserve...without the consent of the members, to active duty for not more than 365 consecutive days.

## Full-Time Support– Ensuring Foundational Readiness

FTS personnel provide continuity for ARNG units. A typical company of 120 Soldiers is staffed with three FTS personnel. These FTS personnel are career professionals who specialize in training, logistics, and administration. Like their Active Component counterparts, they are experts in military personnel systems. They maintain the readiness center, foundational unit readiness, relationships with the community, and day-to-day unit continuity. During domestic operations, FTS facilitate rapid response by ensuring Soldiers and equipment are prepared to conduct missions.

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## History of Full Time Support levels

The ARNG has not experienced what some have called wartime related Full Time Support (FTS) growth. Although ARNG manpower requirements have increased over the past decade, it was a result of the ARNG transition from a strategic reserve to an operational force. The increase in ARNG full-time support authorizations were based on decision made prior to 9/11<sup>7</sup>. In May 1999, the House Armed Services Committee (HASC) agreed with the Army that the ARNG full-time force was “inadequately manned” for the types of missions it was conducting in the 1990s and authorized significant increases to the ARNG FTS program. In January 2001, then Brigadier General Odierno, the ASA (Manpower and Reserve Affairs) and G3/5/7, agreed “The Army’s transformation strategy and efforts to fully integrate the RC have placed increased demands on RC FTS manpower requirement ... [and] cause the Army to rely a greater extent on the ARNG to meet global commitments.”<sup>8</sup> A 2008 HASC report recognized the need to increase FTS levels to support the transformation from a strategic reserve to an operational reserve.<sup>9</sup> None of the increases FTS can be linked to contingency operations such as OIF and OEF.

## FTS – Building operational capacity for the Homeland

A portion of the increase in FTS is due to the requirement to build operational capacity for the homeland. Approximately 1150 FTS positions were added to the ARNG in support of these congressionally mandated units which include Civil Support Teams, Homeland Response Force, and CERF-Ps. These entities add operational depth and flexibility to DOD’s ability to support local and state authorities but require FTS to operate.

## Choosing Risk – Army underfunded FTS requirements in the ARNG

In April of 2015, a DA information paper on FTS noted that:

*“The Army recognizes that full-time support personnel are essential to the foundational readiness of the reserve components. In the allocation of scarce resources, the Army has chosen to take a calculated risk by funding these positions at a number below requirements but supplementing with short-term ADOS personnel when operational needs dictate.”*

This one statement summarizes the historical execution of FTS manning in the ARNG. Although DA has validated the manning requirements of FTS for the ARNG, it chooses not to provide the funding for the requirements. The misnomer that FTS is funded or executed at levels at or higher than validated is a misinterpretation of the facts.

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## Recommendations

To ensure the foundation readiness of the ARNG and ensure a surge capacity exists to augment FTS as needed for operational readiness, the following recommendations should be considered:

1. Continued resourcing of Full Time Support, including the planned ramp increases<sup>10</sup> in authorizations to ensure foundational readiness.
2. Use ADOS (contingency) and 12304b (planned) to attain unit collective readiness in preparation for operations in support of combatant commands.

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<sup>1</sup> National Commission on the Future of the Army, closed hearing, *Record Statement by the Honorable John M. McHugh, Secretary of the Army and General Raymond T. Odierno, Chief of Staff, Army*, May 19, 2015

<sup>2</sup> National Guard Bureau, *Army National Guard Full Time Support* (Washington, DC, NGB HRM Position Paper, May 1, 2015)

<sup>3</sup> U.S. Department of Defense, *Full-Time Support (FTS) to the Reserve Components*, DODI 1205.18 (Washington, DC, Jessica L. Wright, 14 May 2014, 8)

<sup>4</sup> National Guard Bureau, "*FTS History Timeline*" Presentation (Data source: BES/POM 16-20, PF3.0 High), February 10 2015

<sup>5</sup> U.S. Department of Defense, *Full-Time Support (FTS) to the Reserve Components*, DODI 1205.18 (Washington, DC, Jessica L. Wright, 14 May 2014, 1)

<sup>6</sup> U.S. Department of Defense, *Uniform Reserve, Training, and Retirement Categories for the Reserve Components*, DODI 1215.06 (Washington, DC, Jessica L. Wright, 11 March 2014, Enclosure 3, 17)

<sup>7</sup> Ibid

<sup>8</sup> Ibid

<sup>9</sup> Ibid

<sup>10</sup> National Guard Bureau, "*FTS History Timeline*" Presentation (Data source: BES/POM 16-20, PF3.0 High), February 10 2015