



DEPUTY SECRETARY OF DEFENSE  
1010 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1010

16 JUN 2003

## MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS

SUBJECT: Rebalancing Forces

An area of significant concern to Secretary Rumsfeld is the mix between the Active and Reserve forces. The SROC on June 19, 2003, is focused on this important topic. In order to generate meaningful discussion and dialogue at the SROC regarding the way ahead, I ask that you come to the SROC prepared to discuss your progress to date in addressing force imbalances and estimated timelines for accomplishing the proposed action items at attachment 1.

Attachment 2 is the "*AC/RC Force Mix Considerations*" brief that will be presented on June 19. The last two pages from that brief constitute the proposed action items and are the basis for the action items in attachment one.

A handwritten signature in black ink, appearing to read "Paul Wolfowitz", with a horizontal line extending to the right.

Attachments:  
As stated

cc: VCJCS  
USD (P)  
USD (C)  
USD (AT&L)  
USD (P&R)  
DIRECTOR, (PA&E)

U09224 /03



## **SROC Proposed Action Items for AC/RC Force Mix Considerations**

The following actions are assigned as indicated. Responsible organizations report back to USD (P&R) by memo on their assessment and implementation plans NLT September 03. Follow up actions may be reviewed at a future SROC as necessary.

1. Services submit Program Change Proposals or undertake policy or process changes as appropriate in order to reduce dependence on involuntary mobilization of reservists needed early in an operation by replacing early deploying RC with later deploying AC where appropriate. (August 03)
2. Services submit Program Change Proposals (August 03) or undertake policy or process changes in order to establish prototype programs to expand the use of volunteer RC units and individuals through application of concepts such as the Variable Pool of Reserves. Coordinate with USD (P&R) in their study of individual and unit applications of the Variable Pool of Reserves concept. (December 03)
3. USD (P&R), in conjunction with USD (I) and ASD (NII) develop CPG language regarding the importance of Combatant Commanders' utilization of reachback and chair a reachback GOSC to determine the road ahead (July 03). Services submit Program Change Proposals to enhance RC use in support of CONUS-based operations intended to provide reachback capabilities for forward forces, thereby reducing footprint in theater. (August 03)
4. Services submit Program Change Proposals to allow RC capabilities to meet predictable, long lead-time missions such as rotational overseas presence and experimentation. (August 03)
5. Services in coordination with USD (P) and USD (P&R), submit Program Change Proposals (August 03) or undertake policy or process changes in order to establish prototype programs to implement innovative management techniques such as those described in the *Review of Reserve Component Contributions to National Defense* to include new management programs and auxiliaries for specialized skills difficult to access, train and retain, and designing and testing new RC affiliation programs. (December 03)
6. ASD (HD), in coordination with NORTHCOM, PACOM, USD (P&R), the Services and Joint Staff, determine the roles and contributions of the Total Force to Homeland Defense and Military Assistance to Civil Authorities (September 03). Based upon the established DoD requirements, ASD (RA) prepare a report on Reserve Component Contributions to Homeland Defense and Civil Support that will recommend the appropriate force mix, priorities, command relationships, and resources required for conducting these missions. (December 03)
7. CJCS in coordination with the Services and USD (P&R) conduct a review of the most recent mobilization lessons learned and recommend an improved mobilization system.

Identify legislation, policy, or procedural changes needed to enable the new system.  
(August 03)

8. Services submit Program Change Proposals to correct imbalances that result in repeated, frequent mobilization of RC individuals and units by changing force structure and/or mix, using contractors, or mitigating shortfalls through technology. (August 03)

9. Services ensure that sufficient military pay is programmed to support the utilization of RC units and individuals in training, for day-to-day support activities, and for contingency missions. (August 03)

# AC/RC Force Mix Considerations

OSD/RA Brief to SROC

19 June, 2003

# **SECDEF Concerns About the RC**

## **Availability**

“...I think we also ought to look into that subject that came up about the Guard and Reserve, and whether we even want Guard and Reserve available only after 120 or 180 days.” *4/1/02 Memo to USD (I) re: Availability of Reserves*

## **Responsiveness**

“...I think we need to make sure we have all the people we could conceivably need in specific skills as part of the active force rather than some of them in the reserves, as is currently arranged...” *4/15/02 Memo to USD (P&R) re: No Subject*

## **Agility**

“...It is very clear that there are some distinctive tasks only found in the Reserves that are not found on active duty, which means if you want to do those things you have to activate reservists.” *11/01/02 Memo to USD (C) re: Tasks-Reserve v. Active Duty*

## **Flexibility**

“...I have trouble seeing why we have to have a reserve call-up anytime we want to engage in conflict. It simply tips off the fact that that is what we are going to do months before we are able to do it.” *12/30/02 Memo to USD (P&R) re: RC v. AC Tasks*

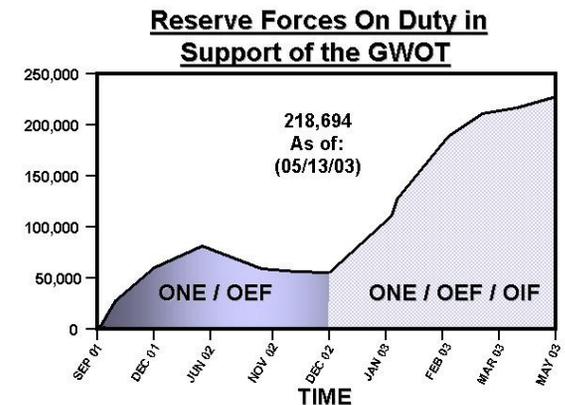
## **Transformation**

“...We can't do anything skillfully the way it (activating the guard and reserve) is currently arrayed.” *12/21/02 Memo to CJCS re: No Subject*

# SECDEF: “The Mix is Something that Needs to be Looked At.”

March 27, 2003 HAC Hearing

- Requirements for Reserve forces span a large variety of functions.
- Recent mobilizations highlight shortages in some capabilities that stress the RC.
  - Of the 284,000 RC mobilized for GWOT since 9/11/01; 28,000 were involuntarily mobilized for a second year.
  - Almost 1/2 of RC special forces are on duty today.
  - Multiple call-ups for intelligence, military and security police, special operations and others.
  - Demand for Biological Integrated Detection Systems (BIDS) exceeds availability.
  - Few of the individuals in Major HQs are sourced based on validated requirements.
- End strength is not the issue - SELRES mobilized involuntarily: USNR 18%; ARNG 22%; USAR 30%; ANG 31%; USAFR 31%; USMCR 43%; USCGR 82%



## Facts and Assumptions: GWOT Lessons Learned

- All Services have AC/RC mix issues.
  - LD/HD stresses both AC and RC - some rebalancing is being addressed in the FY 04 budget, but more needs to be done.
  - Actions to set the force must reduce repeated, frequent mobilization of RC individuals and units.
- Some reasons for embedding capabilities in the RC are changing in the post 9/11 world; others remain valid.
- Immediate response and rapid response CONUS based forces are best filled with units maintained at the highest readiness levels.
  - RC forces projected for early use must be capable of sustaining high levels of readiness in peacetime.
  - RC volunteerism (units and individuals) can work well.
  - Current method for training of reserves reduces responsiveness and agility of the force.

# Multiple Solutions for AC/RC Force Mix

- **Move** Active and Reserve capabilities across warplans and between theaters of operation to achieve operational requirements in all phases.
- Introduce innovative management techniques.
  - Enhance **volunteerism** to provide trained, ready individual reservists and units who can respond immediately without requiring mobilization (e.g. aircrews, transportation support, PSYOPs, IMAs).
  - Expand the use of **reachback** to reduce the footprint in theater through virtual connectivity to CONUS locations (IO, intelligence, finance).
  - **Streamline** the mobilization process to improve responsiveness.
- **Rebalance** capabilities between and within the Active and Reserve Components to reduce stress on highly leveraged assets.

Provide **resources** necessary to enhance the readiness of RC needed first.

# Multiple Solutions for AC/RC Force Mix - Examples

Capability	Move	Volunteerism	Reachback	Streamline	Rebalance
Electronic Warfare		√		√	
Intelligence		√	√		√
Major HQ Augment		√	√	√	√
Military/Security Police	√	√			√
Special Operations		√	√		√

Provide *resources* necessary to enhance the readiness of RC needed first.

# **THE WAY AHEAD**

- Reduce dependence on involuntary mobilization of reservists needed early in an operation by replacing early deploying RC with later deploying AC where appropriate.
- Expand the use of volunteer RC units and individuals through application of concepts such as the Variable Pool of Reserves.
- Program for RC use in support of CONUS-based operations intended to provide reachback capabilities for forward forces, thereby reducing footprint in theater.
- Program RC capabilities to meet predictable, long lead-time missions such as rotational overseas presence and experimentation.

## THE WAY AHEAD (Cont.)

- Implement innovative management techniques such as those described in the *Review of Reserve Component Contributions to National Defense* to include new management programs and auxiliaries for specialized skills difficult to access, train and retain, and designing and testing new RC affiliation programs.
- Determine the role and contribution of the RC to Homeland Defense and Assistance to Civil Authorities.
- Conduct a review of the most recent mobilization lessons learned and recommend an improved mobilization system. Identify legislation, policy, or procedural changes needed to enable the new system.
- Reprogram force imbalances that result in repeated, frequent mobilization of RC individuals and units by changing force structure and/or mix, using contractors, or mitigating shortfalls through technology.

**REFER TO THE HANDOUT PROVIDED FOR ASSIGNMENTS AND DUE DATES**