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RESERVE FORCES POLICY BOARD

OCT 26 2016

INFO MEMO

FOR: SECRETARY OF DEFENSE

DepSec Action_____

FROM: MajGen Arnold L. Punaro, USMCR (Ret), Chairman, Reserve Forces Policy Board

SUBJECT: Report of the Reserve Forces Policy Board on proposed changes outlined in Sections 501, 502, and 925 of S.2943 (Fiscal Year 2017 National Defense Authorization Act)

- The Reserve Forces Policy Board (RFPB) is a federal advisory committee established in law to provide you with independent advice and recommendations on strategies, policies and practices designed to improve and enhance the capabilities, efficiency, and effectiveness of the Reserve Components.

- The RFPB met on 15 September 2016 to deliberate recommendations pertaining to proposed General and Flag Officer (G/FO) reductions and other related changes as outlined in S.2943 Sections 501, 502, and 925. After careful review and analysis, the Reserve Forces Policy Board (RFPB) voted on, and passed two recommendations. Analysis of these recommendations is expanded upon in TAB A.

  - Recommendation #1 – Retain the statutory requirement of O-9 for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chief of each Reserve Component.

  - Recommendation #2 – The RFPB supports amending the language of the FY 2008 NDAA, which currently mandates the NORTHCOM deputy commander only be filled by a National Guard member. Place the best Reserve Component Officer, regardless of component, in the commander or deputy commander positions at NORTHCOM. Evaluate other key leadership positions to be filled by Reserve Component Officers.

- As required by the Federal Advisory Committee Act, the recommendations were deliberated and approved in an open, public session. The briefing presented to and approved by the Board [TAB B] will be posted to the RFPB web site. Background information about the RFPB is at TAB C.

COORDINATION: NONE
Attachment(s):
As stated

Prepared by: Col Kevin Merrill, 703-681-0642

TAB A

BACKGROUND and ANALYSIS

On May 26, the House passed H.R. 4909 and on July 21, the Senate passed S.2943 – National Defense Authorization Act for Fiscal Year 2017. Although each bill seeks to reform General and Flag Officer (G/FO) authorizations, the language in S.2943 makes significant changes to both authorizations and duties. Timely evaluation of the NDAA language in S.2943 is necessary in order to make recommendations as required.

Current status of Reserve Component General and Flag Officers

Title 10 Section 12004(a) sets "The authorized strengths of the Army, Air Force, and Marine Corps in Reserve general officers in an active status, and the authorized strength of the Navy in Reserve officers in the grades of rear admiral (lower half) and rear admiral in an active status."[1] The Reserve Officer Personnel Management Act (ROPMA) of 1994 established the limit at 422.[2] By Policy/Practice the authorizations are distributed to the Reserve Components as follows:

ARNG	USAR	ANG	USAFR	USNR	USMCR	Total
92	115	82	75	48	10	422

Exemptions include (additional authorizations are allowed for) those officers counted against Active Duty end strength (Section 526); Joint requirements (Chapter 38); or those serving as State Adjutants General, Assistant Adjutants General, or at the National Guard Bureau.

- Reserve Component Flag Officers serve under Section 526 to meet Active Duty Service and Joint (Chapter 38) demands.
- Title 10 Section 526 includes the authority for the CJCS to designate 15 G/FO positions at Unified/Specified Commands and up to 3 positions on the Joint Staff for Reserve Component Flag Officer fills.
- Title 32 Section 314 authorizes an Adjutant General for each State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, and the Virgin Islands.
- There is no statutory limit on the number of Assistant State Adjutants General. They are, however, limited by NGB policy.

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[1] Title 10 Section 12004, Strength in Grade: Reserve General and Flag Officers in Active Status.
[2] HR 1040 – "Reserve Officer Personnel Management Act," Part II-Personnel Generally, Chapter 1201-Authorized Strengths and Distribution in Grade, Section 12004. Strength in grade: reserve general and flag officers in an active status.

The current status and category of G/FOs is depicted in the charts that follow.[3] As of 1 Apr 2016 there are 397 RC G/FOs filling the 422 positions authorized under ROPMA. There are 102 RC exemptions and 169 NGB TAGs and ATAGs. *In total, there are 668 RC G/FOs.*

Proposed Changes to Reserve Component General and Flag Officer Authorizations and Positions Contained the Senate's Version of the FY 2017 National Defense Authorization Act (S.2943)

S.2943 Section 502 eliminates the statutory requirement of O-9 rank for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chief of each Reserve Component.

The new provision would not prohibit the position from being filled by an officer with the same, higher, or lower grade than the law currently requires. However, *it would reverse the decision from the 2001 NDAA, which directed that the RC Chiefs and the Directors of Guard components be promoted to O-9.* This requirement was enacted after the Services failed to exercise their discretionary authority to promote them as granted in the 2000 NDAA.

S.2943 Section 925 amends language from the FY 2008 NDAA, Section 1824, regarding the NORTHCOM deputy commander. The new language would allow any Reserve Component officer to be considered to fill the position, not just National Guard officers.

FY 2008 NDAA, Section 1824 dictated "At least one deputy commander of the combatant command the geographic area of responsibility of which includes the United States shall be a qualified officer of the National Guard who is eligible for promotion to the grade of O–9, unless a National Guard officer is serving as commander of that combatant command." Section 1824 specifically applies to NORTHCOM as the combatant command within the "geographic area of responsibility of which includes the United States." The very specific language in the statute, now law, mandates the deputy commander (or commander) position be help by a National Guard officer and left no flexibility to fill the position with a qualified officer from another component.

S.2943 changes the specific requirement that the position be held only by a National Guard Officer and expands the eligibility to include officers from the other reserve components of the armed forces. The RFPB supports this change. The Board believes the best Reserve Component Officer, regardless of component, should be placed in the commander or deputy commander position at NORTHCOM. Further, the Department should evaluate other key leadership positions in other combatant commands to be filled by Reserve Component Officers.

[3] Source: OSD G/FO Management & DMDC, current as of: April 2016

S.2943 Section 501 reduces the number of active duty DoD 4-star officers from 41 to 27, it directs a 25% reduction in all other G/FO positions (1-star through 3-star) in both the Active and Reserve Components (AC and RC), and it mandates several other changes in G/FO positions and authorizations. S.2943 Section 502 eliminates the Assistants to the CJCS for National Guard and Reserve Matters (NGRM).

Section 501(c) of S.2943 *reduces the number of active duty DoD 4-star officers from 41 to 27*. The remaining 27 include CJCS, VCJCS, Service Chiefs (4), CNGB, CCDRs (9), USFK, one to be nominated by POTUS for contingencies, and the balance allocated to the services (3 Army, 3 AF, 3 Navy).

It also directs a 25% reduction in all other G/FO position authorizations. The table below shows a comparison for each service between current RC G/FOs on active status as dictated by ROPMA, and the proposed S.2943 cuts. Exemptions are not included in this table. As demonstrated, *the resultant number of RC G/FOs after S.2943 cuts is 315*, representing a 25% overall reduction.

RC G/FO	Current	S.2943	Difference	% Reduction
Army	207	155	-52	25%
Air Force	157	117	-40	25%
Navy	48	36	-12	25%
Marine Corps	10	7	-3	30%
Totals	422	315	**-107**	25%

These reductions mirror the reductions directed for the AC in S.2943. For comparison, the AC reductions are as follows:

AC G/FO	Current	S.2943	Difference	% Reduction
Army	231	173	-58	25%
Air Force	198	148	-50	25%
Navy	162	121	-41	25%
Marine Corps	61	47	-14	23%
Totals	652	489	**-163**	25%

These cuts together represent a *reduction of 270 positions* from those currently authorized by Title 10.

In addition, Section 501(b) reduces the number of Chairman's Reserve G/FO positions (CRP) from 15 to 11 in the unified and specified combatant commands, but retains the 3 CRP on the Joint Staff. The net reduction is 18 to 14 positons (-4). Section 501(c) imposes a 75% aggregate limit on the number of National Guard GOs serving on Active Duty as of 31 Dec 15. Actual numbers would have to be calculated based on historic data, but expect approximately 8 positons cut (-8). Section 501(d) cuts numbered Joint Duty Assignment positions from 310 to 232 (-78). Section 502 (a) eliminates the Assistants to the CJCS for National Guard and Reserve Matters (-2). *In all, these cuts represent a loss of an additional 92 positions.*

Analysis and Impacts of General and Flag Officer Reductions

Mandatory across-the-board cuts of G/FO positions would have *immediate detrimental effects on readiness and unit effectiveness.* This is especially the case in the RC, which has incrementally assumed more duties and responsibilities across the Total Force over the last fifteen years.

A 25% cut would result in the loss of RC G/FO positions for those serving on active status and additional cuts to the exemptions and RC G/FOs serving on active duty as a result of cuts applied to the AC. Reduction across all G/FO grades results in a potential cascade effect and inability to absorb downgraded positions and responsibilities in the next lower grade, if the positions are kept and not eliminated altogether.

The Chairman's Reserve Positions (Joint billets) are RC-designated positions and managed as Joint Duty Assignments (JDA). Use of RC G/FOs to meet Joint demands helps to build the significant Joint Experience required at higher leadership positions in the Total Force and for selection as an RC Chief. Arbitrary reduction reduces the ability of RC G/FOs to compete for JDAs which reduces their ability to become JQOs, reduces RC representation in the Joint Force, and ultimately reduces the pool of qualified RC Chief candidates. Additionally, reduction in overall JDA positions drastically reduces JDA opportunities for RC G/FOs.

If properly utilized, the Assistants to the Chairman of The Joint Chiefs of Staff for National Guard and Reserve Matters, as representatives of the 7 RCs, can ensure integration of the RC into the Joint Force. Loss of these positions impacts RC advocacy with senior DoD officials and interagency partners.

Multiple reports and studies have assessed G/FO authorizations and positions and demonstrate a desire to streamline and reduce overhead. Early reports include: 2003, 1997 (First to include AC and RC requirements), 1988 (The "Hay Report"), 1978, 1972, and 1966. In 2007 The Library of Congress completed "General and Flag Officer Authorizations for the Active and Reserve Components: A Comparative and Historical Analysis" for the Commission on the National Guard and Reserves.

In 2014, the RFPB explored the topic in their report entitled, "Reserve Component Use, Balance, Cost and Savings: A Response to Questions from the Secretary of Defense."[4] The report highlights several examples of DoD and Congressional efforts to find efficiencies through the reduction of G/FOs. The Board recommended that the "Secretary of Defense should direct the Under Secretary (Personnel and Readiness), in conjunction with the Chairman of the Joint Chiefs and the Services, to conduct *a thorough review of the number and use of Reserve Component General/Flag officers to ensure efficient use within the Reserve Components*; support their respective parent Service, and meet Joint General/Flag Officer requirements. In the case of the Army and Air National Guard, these reviews should be conducted in conjunction with the Chief of the National Guard Bureau."

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[4] RFPB Report FY14-02. Reserve Component Use, Balance, Cost and Savings: A Response to Questions from the Secretary of Defense: Final Report to the Secretary of Defense. February 11, 2014. http://rfpb.defense.gov/Portals/67/Documents/Reports/Annual%20Report/Final%20Signed%20Report%20without%20Slides.pdf.

In February 2016, the RAND Corporation published a study entitled "Reserve Component General and Flag Officers: A Review of Requirements and Authorized Strength."[5] This study was accomplished in response to the Fiscal Year 2014 National Defense Authorization Act, which directed a review of requirements for Reserve Component G/FOs in an active status. OASD/RA tasked RAND to complete the assessment. Although RAND's report also covers areas not pertinent to this analysis, the authors did complete an analysis of G/FO requirements in the RC. Based on an assessment of current requirements, RAND asserts there are potential opportunities for eliminating or downgrading RC G/FO positions.

Across the board cuts in G/FO positons, without the proper due diligence in analyzing the positons to be cut, would have a drastic impact in each service. The impact on the RC would be magnified in the AC, which has come to rely increasingly on RC G/FO availability and experience. Various studies have shown that there are opportunities for streamlining senior positions. *However, reductions to the number of Reserve G/FO positions should only be made after a careful, deliberate, and recurring analysis of requirements, not based on end strength alone.* The RFPB supports simplifying and improving command and control of the military, but Sections 501 and 502 would arbitrarily reduce G/FO positions without regard to actual requirements.

Impact of eliminating the statutory O-9 requirement for Reserve Component Chiefs as directed by S.2943 Section 502

In the post-9/11 military, where reserve forces have transitioned from a purely strategic role to both an operational and strategic role, it is even more critical that changes in the rank structure for RC leaders only be made after deliberate and careful analysis. The O-9 ranks of the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chiefs of the Reserve Components should be retained. If reductions must be made, they should be tied to similar reductions in the active force to retain parity on command structure and organizational relationships.

The National Defense Authorization Act of 2001, Section 507 directed that the RC Chiefs and the Directors of the Air and Army National Guard be promoted to O-9. This was done after years of study and advocacy.[6] In the 2000 NDAA, the Services were given authority to upgrade these positions, but they did not. The 2001 change was made because Congress recognized these positions carry responsibility and authority commensurate with the rank and equivalent to, and sometimes exceeding, that of their AC counterparts.

The RC Chiefs are dual-hatted as Component Chiefs and commanders. The O-9 rank for RC Chiefs and Directors is important within the Department of Defense to provide parity with other chiefs and commanders who are their functional counterparts. The loss of O-9 positions

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[5] Harrington, Lisa, Igor Mikolic-Torreira, Geoffrey McGovern, Michael J. Mazarr, Peter Schirmer, Keith Gierlack, Joslyn Hemler and Jonathan Welch. Reserve Component General and Flag Officers: A Review of Requirements and Authorized Strength. Santa Monica, CA: RAND Corporation, 2016. http://www.rand.org/pubs/research_reports/RR1156.html.

[6] Offenhauer, Priscilla, Alice R. Buchalter. General and Flag Officer Authorizations for the Active and Reserve Components: A Comparative and Historical Analysis. A Report Prepared by the Federal Research Division, Library of Congress under an Interagency Agreement with the Commission on the National Guard and Reserves. December 2007. Pages 40-42.

for the RC Chiefs will result in a loss of important influence in their respective services when making critical budgetary and strategic decisions impacting the reserve components and the Total Force as a whole. Years of progress would be lost in this regard.

Without the statutory requirement of O-9 for National Guard positions, specifically the Vice Chief of the National Guard Bureau, achieving the rank of O-10 and Chief of the National Guard could become substantially more difficult. Further, the pool of prospective candidates for this position would be reduced. Although the National Guard Bureau could still compete to have the Service Secretaries designate one or more of these positions as O-9, the number of O-9 positions will be extremely limited due to corresponding reductions in active component GO authorizations.

In an era where an Operational Reserve is critical to the success of the Total Force, and more of the operational burden is consistently shared, it is imperative that Reserve and National Guard leaders are on par with their AC counterparts, commensurate with the duties they perform and responsibilities they hold. For these reasons, the statutory requirement of O-9 for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chiefs of each Reserve Component should be retained.

RFPB Recommendation 1: Retain the statutory requirement of O-9 for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chiefs of each Reserve Component.

Support for the Best Reserve Component General or Flag Officer at NORTHCOM

The FY 2008 NDAA, Section 1824 dictated that the NORTHCOM deputy commander positon be held by a National Guard officer.[7] The statute directs the appointment of National Guard officers who have experience in the planning, training, and employment of forces for homeland defense missions, domestic emergency response, and providing military support to civil authorities. Command and control of military organizations has evolved significantly since 2008. The Dual-Status Commander concept, established by the FY 2012 NDAA, is an example of this evolution. Integrated units consisting of members from all components are commonplace in some services. This, along with pertinent experience, suggests that any Reserve Component officer could meet the requirements necessary to be the Deputy Commander or the Commander of NORTHCOM or to serve in other key leadership positions.

The RFPB supports amending the language of the FY 2008 NDAA, which currently mandates the NORTHCOM deputy commander be filled only by a National Guard member. Place the best Reserve Component Officer, regardless of component, in the commander or deputy commander

[7] H.R. 1585 – NATIONAL DEFENSE AUTHORIZATION ACT FOR FISCAL YEAR 2008, SECTION 1824. HIGH-LEVEL POSITIONS AUTHORIZED OR REQUIRED TO BE HELD BY RESERVE COMPONENT GENERAL OR FLAG OFFICERS.

position at NORTHCOM. Evaluate other key leadership positions at other Combatant Commands to be filled by Reserve Component Officers.

RFPB Recommendation 2: The RFPB supports amending the language of the FY 2008 NDAA, which currently mandates the NORTHCOM deputy commander be filled only by a National Guard member. Place the *best Reserve Component Officer*, regardless of component, in the commander or deputy commander position at NORTHCOM. Evaluate other key leadership positions to be filled by Reserve Component Officers.

TAB B

Senate Armed Services Committee Provisions on General and Flag Officers contained in S.2943 (National Defense Authorization Act for Fiscal Year 2017)

As approved by RFPB – 15 September 2016

Lt Gen Charles E. Stenner, Jr. (Ret)
Chairman, Subcommittee on Supporting and Sustaining Reserve Component Personnel

1

S.2943 – FY 2017 NDAA

On May 26, the House passed H.R. 4909 and on July 21, the Senate passed S.2943 – National Defense Authorization Act for Fiscal Year 2017.

- Although each bill seeks to reform General and Flag Officer (G/FO) authorizations, the language in S.2943 makes significant changes to both authorizations and duties.
- Timely evaluation of the NDAA language in S.2943 is necessary in order to make recommendations as required.

The Subcommittee Chairs propose three recommendations to the SECDEF concerning Reserve Component G/FOs.

2

Summary of Recommendations

Recommendation #1 – *Make reductions to the number of Reserve G/FO positions only after a careful, deliberate, and recurring analysis of requirements, not based on end strength alone. The RFPB supports simplifying and improving command and control of the military, but Sections 501 and 502 would arbitrarily reduce G/FO positions without regard to actual requirements.*

Recommendation #2 – *Retain the statutory requirement of O-9 for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chiefs of each Reserve Component.*

Recommendation #3 – *The RFPB supports amending the language of the FY 2008 NDAA, which mandates the NORTHCOM deputy commander only be filled by a National Guard member. Place the best Reserve Component Officer, regardless of component, in the commander or deputy commander positions at NORTHCOM and PACOM. Evaluate other key leadership positions to be filled by Reserve Component Officers.*

3

Previous Reports and Analysis

Early reports include: 2003, 1997 (First to include AC and RC requirements), 1988 (The "Hay Report"), 1978, 1972, and 1966.

In 2007 The Library of Congress completed *"General and Flag Officer Authorizations for the Active and Reserve Components: A Comparative and Historical Analysis"* for CNGR.

RAND released a comprehensive report in 2016, *"Reserve Component General and Flag Officers: A Review of Requirements and Authorized Strength,"* for OASD(RA).

In 2014, the **RFPB** explored the topic in their report entitled, *"Reserve Component Use, Balance, Cost and Savings: A Response to Questions from the Secretary of Defense."*

- The report states several examples of DoD and Congressional efforts to find efficiencies through the reduction of G/FOs.
- The Board recommended that the "Secretary of Defense should direct the Under Secretary (Personnel and Readiness), in conjunction with the Chairman of the Joint Chiefs and the Services, to conduct a *thorough review of the number and use of Reserve Component General/Flag officers* to ensure efficient use within the Reserve Components; support their respective parent Service, and meet Joint General/Flag Officer requirements. In the case of the Army and Air National Guard, these reviews should be conducted in conjunction with the Chief of the National Guard Bureau."

4

Department of Defense Reserve Forces Policy Board

Background / Discussion

5

Current Status – Authorized Positions

The Services are *authorized* **422 RC G/FOs** under Title 10 Section 12004 (ROPMA).

By Policy/Practice the authorizations are distributed to the Reserve Components as follows:

ARNG	USAR	ANG	USAFR	USNR	USMCR	
92	115	82	75	48	10	= 422 Total

Exemptions include (additional authorizations are allowed for) those officers counted against Active Duty end strength (Section 526); Joint requirements (Chapter 38); or those serving as State Adjutants General, Assistant Adjutants General, or at the National Guard Bureau.

- Reserve Component Flag Officers serve under Section 526 to meet Active Duty Service and Joint (Chapter 38) demands.
- Title 10 Section 526 includes the authority for the CJCS to designate 15 G/FO positions at Unified/Specified Commands and up to 3 positions on the Joint Staff for Reserve Component Flag Officer fills.
- Title 32 Section 314 authorizes an Adjutant General for each State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, and the Virgin Islands.
- There is no statutory limit on the number of Assistant State Adjutants General. They are, however, limited by NGB policy.

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Current Status – RC G/FOs in an *Active Status*

Reserve Component in an Active Status							
	ARNG	USAR	USNR	USMCR	ANG	USAFR	Total
O-8	16	35	17	3	13	25	109
O-7	76	77	25	7	53	50	288
Totals	92	112	42	10	66	75	397

Reserve Component Exemptions							
	ARNG	USAR	USNR	USMCR	ANG	USAFR	Total
O-8	7	5	15	1	8	3	39
O-7	12	8	28	1	7	7	63
Totals	19	13	43	2	15	10	102

National Guard TAGs/ATAGs							
	ARNG	USAR	USNR	USMCR	ANG	USAFR	Total
O-8	35	0	0	0	17	0	52
O-7	70	0	0	0	47	0	117
Totals	105	0	0	0	64	0	169

RC G/FOs in *active status*.

- 397 occupying authorizations
- 102 exemptions serving in Joint Billets or at the NGB (both Army and Air Directorates)
- 169 are Adjutants General or Assistant Adjutants General
- = 668 TOTAL

This has increased slightly since 2010 when there were approximately 644.

Source: OSD G/FO Management & DMDC, current as of: April 2016

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Current Status – G/FOs on Active Duty

Active Component					
	Army	Navy	Marine Corp	Air Force	Total
O-10	13	11	3	12	39
O-9	50	32	18	39	139
O-8	125	66	24	91	306
O-7	135	111	38	138	422
Total	323	220	83	280	906

Active Component Exemptions					
	Army	Navy	Marine Corp	Air Force	Total
O-10	2	0	0	0	2
O-9	2	0	0	0	2
O-8	2	1	0	1	4
O-7	0	0	0	4	4
	6	1	0	5	12

Approximate distribution of **AC** G/FOs:

- 906 occupying defined requirements
- 12 exemptions
- = 918

- + 75 RC on *Active Duty*
- = 993 TOTAL

"Since 2010, the number of AC G/FOs has decreased from 981to 906."

- SECDEF

(*Exemptions and RC are not included in this number*)

Reserve Component on Active Duty							
	ARNG	USAR	USNR	USMCR	ANG	USAFR	Total
O-10	0	0		0	1	0	1
O-9	2	1	1	0	1	1	6
O-8	7	5	5	4	3	3	27
O-7	12	8	2	8	6	5	41
	21	14	8	12	11	9	75

Source: OSD G/FO Management & DMDC, current as of: April 2016

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S.2943 Changes – Reductions in G/FOs

Section 501(c) of S.2943 reduces the number of active duty DoD 4-stars from 41 to 27.

- The remaining 27 include CJCS, VCJCS, Service Chiefs (4), CNGB, CCDRs (9), USFK, one to be nominated by POTUS for contingencies, and the balance allocated to the services (3 Army, 3 AF, 3 Navy).

It also directs a 25% reduction in all other G/FO position authorizations.

- 1074 to 804 = **270** position reduction*

*does not include JDA, exemptions, TAGs, ATAGs

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Additional Reductions

Section 501(b) reduces the number of Chairman's Reserve G/FO positions (CRP) from 15 to 11 in the unified and specified combatant commands, but retains the 3 CRP on the Joint Staff.

- Net reduction of 18 to 14 positons (-4).

Section 501(c) imposes an aggregate limit on the number of National Guard GOs serving on Active Duty

- 75% of limit of those serving on active duty as of 31 Dec 15
- Actual numbers would have to be calculated based on historic data, but expect approximately 8 positons cut (-8).

Section 501(d) cuts numbered Joint Duty Assignment positions from 310 to 232 (-78).

Section 502 (a) eliminates the Assistants to the CJCS for National Guard and Reserve Matters (-2).

= additional **92** position reduction

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Assessment / Impacts

A 25% cut would result in the loss of RC G/FO positions for those serving on active status. There will be additional cuts to the exemptions and RC G/FOs serving on Active Duty as a result of cuts applied to the AC.

	RDPBA	FY17 NDAA	Difference	% Reduction
Army	207	155	-52	25%
Air Force	157	117	-40	25%
Navy	48	36	-12	25%
Marine Corps	10	7	-3	30%
Totals	422	315	-107	25%

Mandatory across-the-board cuts would have *immediate detrimental effects* on readiness and unit effectiveness.

Make reductions to the number of Reserve G/FO positions only after a *careful, deliberate, and recurring analysis of requirements*, not based on end strength alone. *The RFPB supports simplifying and improving* command and control of the military, but Sections 501 and 502 would arbitrarily reduce G/FO positions without regard to actual requirements.

- Consider the 2016 RAND study which has already studied RC G/FOs and validated their positions as directly tied to requirements.

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Assessment / Impacts

Chairman's Reserve Positions (Joint billets) are RC-designated positions and managed as Joint Duty Assignments (JDA).

- Use of RC G/FOs to meet Joint demands helps to build the significant Joint Experience required at higher leadership positions in the Total Force and for selection as a RC Chief.
- Arbitrary reduction reduces the ability of RC G/FOs to compete for JDAs which reduces their ability to become JQOs, reduces RC representation in the Joint Force, and ultimately reduces the pool of qualified RC Chief candidates.

Reduction in *overall* JDA positions drastically reduces JDA opportunities for RC G/FOs.

If properly utilized, the Assistants to the Chairman of The Joint Chiefs of Staff for National Guard and Reserve Matters, as representatives of the 7 RCs, can ensure integration of the RC into the Joint Force.

- Loss of these positions impacts RC advocacy with senior DoD officials and interagency partners.

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RFPB Recommendation

Make reductions to the number of Reserve G/FO positions only after a careful, deliberate, and recurring analysis of requirements, not based on end strength alone. The RFPB supports simplifying and improving command and control of the military, but Sections 501 and 502 would arbitrarily reduce G/FO positions without regard to actual requirements.

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S.2943 Changes to Statutory Rank for G/FO Positions

S.2943 Section 502 eliminates the statutory requirement of O-9 rank for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chiefs of each Reserve Component.

- The provision would not prohibit the position from being filled by an officer with the same, higher, or lower grade than the law currently requires.
- This provision would reverse the decision from the 2001 NDAA, which directed that the RC Chiefs and the Directors of Guard components be promoted to O-9 after the Services failed to exercise their discretionary authority to promote them granted in the 2000 NDAA.

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Assessment / Impacts

Repeal of statutory grades for VCNGB and NG Directors will impact their ability to represent the NG within the DoD, before civilian leaders, and with interagency partners and it hinders the ability to gain consensus from State NG to effectively train, man, equip the non-federalized NG for their federal mission.

The RC Chiefs are dual-hatted as Component Chiefs and Commanders. The O-9 rank for RC Chiefs and directors is important within the DoD to provide parity with AC counterparts, and loss of that rank will only result in a loss of influence in their respective service HQ staffs, undoing years of progress in obtaining parity.

Reduction in rank reduces impact & influence of RC in the Joint Force.

Retaining statutory O-9 requirement would avoid tensions of the 1990s, which eventually caused Congress to mandate O-9 rank in the 2001 NDAA.

If reductions must be made, they should be tied to similar reductions in the active force to retain parity on command structure and organizational relationships.

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RFPB Recommendation

Retain the statutory requirement of O-9 for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chiefs of each Reserve Component.

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S.2943 Changes to NORTHCOM and PACOM G/FO Positions

S.2943 Section 925 amends language regarding the NORTHCOM deputy commander to allow any Reserve Component officer to be considered, not just National Guard officers. The language also applies to PACOM.

- FY 2008 NDAA, section 1824 dictated that this positon be held by a National Guard Officer.
- This provision would require that at least one deputy commander of the combatant command of the geographic area of responsibility of which includes the United States, be a member of a reserve component of the Armed Forces, unless a reserve component officer is serving as commander of that combatant command.

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Assessment / Impacts

The RFPB supports placing the best Reserve Component Officer in either the commander or deputy commander positions at NORTHCOM and PACOM.

- The FY 2008 NDAA directed that the deputy commander position be held by a National Guard Officer to give preference to the officers who have experience in the planning, training, and employment of forces for homeland defense missions, domestic emergency response, and providing military support to civil authorities.
- Other Reserve Component Officers may have these qualifications and expertise.

18

Recommendation

The RFPB supports amending the language of the FY 2008 NDAA, which mandates the NORTHCOM deputy commander only be filled by a National Guard member. Place the best Reserve Component Officer, regardless of component, in the commander or deputy commander positions at NORTHCOM and PACOM. Evaluate other key leadership positions to be filled by Reserve Component Officers.

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Department of Defense Reserve Forces Policy Board

Chairman's Comments and Discussion

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Recommendations For Board Approval

Recommendation #1 – *Make reductions to the number of Reserve G/FO positions only after a careful, deliberate, and recurring analysis of requirements, not based on end strength alone. The RFPB supports simplifying and improving command and control of the military, but Sections 501 and 502 would arbitrarily reduce G/FO positions without regard to actual requirements.*

Recommendation #2 – *Retain the statutory requirement of O-9 for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chiefs of each Reserve Component.*

Recommendation #3 – *The RFPB supports amending the language of the FY 2008 NDAA, which mandates the NORTHCOM deputy commander only be filled by a National Guard member. Place the best Reserve Component Officer, regardless of component, in the commander or deputy commander positions at NORTHCOM and PACOM. Evaluate other key leadership positions to be filled by Reserve Component Officers.*

For Board Deliberation and Vote

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Approved Recommendations

Recommendation #1 – *Retain the statutory requirement of O-9 for the Vice Chief of the National Guard Bureau, the Directors of the Army and Air National Guard, and the Chiefs of each Reserve Component.*

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As approved by RFPB – 15 September 2016

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TAB C

TAB C

The Reserve Forces Policy Board – Basic Overview

The Reserve Forces Policy Board (RFPB) is a federal advisory committee mandated by law in the Office of the Secretary of Defense to "serve as an independent adviser to the Secretary of Defense to provide advice and recommendations to the Secretary on strategies, policies, and practices designed to improve and enhance the capabilities, efficiency, and effectiveness of the reserve components." As required by statute, the board also produces an annual report which the Secretary of Defense transmits to the President and Congress on reserve component matters the board considers appropriate to include in the report.

The board consists of 20 members; a civilian chairman, a general/flag officer from each of the seven reserve components, a two-star military executive, a senior enlisted advisor, plus ten other U.S. citizens, who may or may not be government employees, with significant knowledge of and experience in policy matters relevant to national security and reserve component matters.

The board is supported by a staff consisting of a Colonel or Navy Captain from each of the six DoD reserve components. There is also a Coast Guard staff officer. These officers also serve as liaisons between their respective components and the board. The law requires them "to perform their staff and liaison duties under the supervision of the military executive officer of the board in an independent manner reflecting the independent nature of the board."

Established in 1951, the board is one of the oldest advisory committees in the Department of Defense.

In the National Defense Authorization Act of 2011, Congress significantly revised the operating framework and membership of the RFPB. Previously, other than the chairman, the board included only DoD officials and made recommendations through the Assistant Secretary of Defense for Reserve Affairs. In 2008, the Commission on the National Guard and Reserves recommended that the RFPB's governing statute (10 USC 10301) be amended because the board was not structured to obtain and provide directly to the Secretary of Defense a wide range of independent advice on National Guard and Reserve matters due to the nature of its membership and its subordination to other offices within DoD. The revised law was effective 1 July 2011.

On 12 September 2011, retired Marine Corps Major General Arnold Punaro was sworn in as the first chairman of the board under the revised structure. Other new members were sworn in at an organizational meeting on 13 October.

The board is organized into three subcommittees: Ensuring a Ready, Capable, Available and Sustainable Operational Reserve; Enhancing DoD's Role in the Homeland; and Supporting and Sustaining Reserve Component Personnel. Subcommittees meet as required. The full board meets quarterly. The RFPB website is at http://rfpb.defense.gov/.