



Army Reserve Bridge to Transformation: Federal Reserve Restructuring Initiative

There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things.

Niccolo Machiavelli
The Prince (1532)

More than ever in its 95-year history, the Army Reserve contribution to national security has evolved into full partnership with the Army and the Joint Force that is prosecuting the Global War on Terrorism (GWOT). The recent congressional endorsement of the Army's plan to extend Army Reserve rotations to match the active Army in Iraq demonstrates that the Army Reserve is no longer just a "force in reserve."

The pace will not slow down. Lieutenant General James R. Helmly, Chief, Army Reserve, recognizes that the Army Reserve, a reserve component in the federal force, must change to maintain relevance. According to General Helmly, "Our structure today, our units and organizations, are out of balance with the reality of the Global War on Terrorism. We structured the entire Army to fight two nearly simultaneous major theater wars. Suddenly, on 11 September 2001, the world changed and it changed dramatically—forever. We were thrust into a deadly, unforgiving war for the security of our rights and freedoms in the future."

To face the uncertain and complex challenges confronting the U.S. armed forces during a volatile and ambiguous time in the nation's history, the Army Reserve is doggedly determined to translate theory into practice by implementing the Federal Reserve Restructuring Initiative.

Bridge Toward Future Force

The Army Reserve views the Federal Reserve Restructuring Initiative (FRRRI) as the bridge that will propel it from supporting the current Cold War force to supporting the Army's Future Force—a strategically responsive, precision maneuver force, dominant across the range of military operations. Make no mistake—FRRRI does not deliver the Future Force. Rather, FRRRI, a finite endeavor with a firm end-state, delivers an Army Reserve force that will be appropriately structured and resourced to meet the Army's needs, whether that means the Future Force or some other yet-to-be-defined capability.

On today's battlefield, there is no time "to train up." The Army and the Joint Force must arrive trained and ready to fight. The FRRRI empowers the Army Reserve to do just that by adding operational depth to the Army, relieving some of the Army's operational tempo, meeting continuous contingency operations, and achieving unit readiness.

Six Imperatives

The Federal Reserve Restructuring Initiative, synchronized with the Army's Transformation Campaign Plan, addresses people, readiness and transformation. The FRRRI end-state envisions an Army Reserve force that is



fully manned, equipped, and resourced; a force that is flexible and adaptable to change; and a force of ready, relevant units available for worldwide deployment and capable of split-based operations, reachback and information superiority. The plan to reach this end state is based upon the simultaneous pursuit of six imperatives:

1. Reengineer the mobilization process.
2. Transform command and control.
3. Restructure units.
4. Improve human resources.
5. Build a rotational-based force.
6. Improve individual support to combatant commanders.

Reengineering the Mobilization Process

During the Cold War, the reserve components trained to mobilize over a long period of time, gradually building up large numbers of forces and equipment in theater, much like Desert Storm. This linear, sequential process emphasized mass over time and achieved wartime preparedness after mobilization. Although nearly 70,000 Army Reserve soldiers made their Latest Arrival Date (LAD) for Operations Enduring Freedom and Iraqi Freedom, this mobilization process proved dysfunctional and cumbersome, validating to Army Reserve leaders that it required a substantial overhaul.

In the past, mobilization meant an Army Reserve unit was alerted, mobilized, trained, and then deployed. To meet current administrative, logistical, medical and training preparedness levels, the unit travels to its home station, then to a mobilization station, and finally to an air- or seaport of debarkation. The process inhibits responsiveness and rapidity.

The first imperative changes the existing mobilization process to match the active component deployment process, which is “train-alert-deploy.” Army Reserve units will complete administrative, medical, logistical and training requirements prior to receiving the alert to mobilize. Army Reserve leadership anticipates the achievement of this new mobilization model will reduce the time necessary to deploy a ready and relevant unit to the combatant commander.

Transforming Command and Control

The second imperative seeks to create a command and control structure that produces ready soldiers and units. Unlike the active Army, Army Reserve units are not

typically located on Army installations, but rather are geographically dispersed throughout civilian communities and population centers around the country. For the past decade, the Regional Support Command (RSC) was the primary type of headquarters unit that provided command and control (C²) to these Army Reserve units around the continental United States (CONUS). The ten RSCs, designed to parallel the same geographical boundaries as the Federal Emergency Management Agency (FEMA) regions, reported to the U.S. Army Reserve Command (USARC) in Atlanta, Georgia. General Helmly commands the USARC and serves as the Chief, Army Reserve on the Army Staff.

Over the years, the RSC focus on training, readiness and mobilization diminished as more and more time and resources were devoted to important yet ancillary functions, such as facilities management, building development, grounds-keeping, environmental issues, real estate transfers, utility bill payment, telephone line maintenance, and computer network operations. As part of the Headquarters, Department of the Army (HQDA) 2001 Realignment, these installation management and information management functions have been transferred to the Army’s Installation Management Agency (IMA) or the Network Enterprise Technology Command (NETCOM).

The Army Reserve quickly moved to capitalize on this Army Realignment. On 16 July 2003, the Army Reserve redesignated the RSCs as Regional Readiness Commands (RRCs), and in the truest sense of transformation, they returned their focus to training, readiness and mobilization. This focus is requisite for conducting those essential functions that “get Army Reserve units and soldiers out the door.”

This imperative also reduces the number of RRCs from ten to possibly seven or fewer, which balances the Army Reserve commander’s span of control, concentrating efforts that lead to efficiencies. The RRCs will continue to provide peacetime command and control and home station support for all subordinate Army Reserve units in their assigned region.

The creation of a resourced Trainees, Transients, Holders and Students (TTHS) account, modeled after the Army’s TTHS account, will empower the RRCs to focus on training, readiness and mobilization (see AUSA Defense Report 03-3, “The Army Reserve’s TTHS Account Initiative—The Personnel Management Tool of Choice for Improving Readiness,” September 2003). The

TTHS account will be populated with nondeployable soldiers, such as those who are non-Duty Military Occupational Specialty Qualified (DMOSQ), are enrolled in professional development education courses, or are in a temporary medical hold, transition or similar status. By maintaining nonready soldiers in a separate account, TTHS provides the Army Reserve with operational depth and mitigates the impact to unit readiness, collective training, soldier readiness processing (SRP) and mobilization.

Restructuring Units

The Army's "tooth" relies on the "tail" provided by Army Reserve combat support (CS) and combat service support (CSS) units. The Army needs these Army Reserve CS and CSS core competencies to meet the capabilities-based approach dictated by the 2001 Quadrennial Defense Review (QDR) and the 2002 National Security Strategy. FRRI's third imperative addresses how to best structure the number, type and composition of units in the Army Reserve.

As General Helmly points out, "We're restructuring our force to take the type units that are no longer in demand, and reorganizing those units into the type of units that are in demand for the Global War on Terrorism."

Currently, about 30 percent of the Army Reserve's troop strength is mobilized for the Global War on Terrorism. However, raw troop strength numbers do not tell the complete story. As each theater evolves from combat operations to post-hostility, security and stability operations, peacekeeping, and nation reconstruction, the Army has looked to the Army Reserve for more of certain types of units to meet mission requirements. Military Police, Civil Affairs, Military Intelligence, Transportation, and Biological Detection and Surveillance capabilities are utilized the most. Army Reserve capabilities in Civil Affairs and Medical Support are frequently cited as two examples of overreliance on the reserve components. On the other hand, there are other units that are seldom called upon and have been rarely or never mobilized.

To date, the Army Reserve's current structure (type and number of units) has been able to meet the challenges posed by the Global War on Terrorism, but a change in the structure is required to meet the continuing demand for many skill-rich capabilities that are best sustained in the reserve component. The Army Reserve will restructure units to meet the anticipated mission requirements and remain within the endstrength cap of 205,000 soldiers by divesting structure that is less relevant, habitually unready or too costly to modernize.

Improving Human Resources

The fourth imperative seeks to improve the management of the Army Reserve human resources lifecycle. The Army Reserve intends to lead the way in making a reality of the phrase "Once a Soldier, Always a Soldier" by instituting "a continuum of service" recognizing that a soldier's military career varies and often includes both active and reserve time. The intent is to allow soldiers to seamlessly transfer between components, so they can choose their level of military participation, whether active duty, Troop Program Units (TPU) or Individual Augmentees (IAs), to best match life's changing family, occupational and personal growth requirements.

By maintaining the continuum, the Army Reserve prudently retains access to valuable and difficult-to-acquire critical skill sets. Increasing the flexibility of reserve duty based on one's availability is an idea long overdue: some reservists can serve more than 39 days a year but fewer than 365, and other reservists, with highly specialized skills, may serve for only a short time or only during national emergencies. Proposals include pooling drilling days, streamlined military training, and reduced service obligations for personnel with critical skills (for example engineers, medical scientists and information technology professionals).

Other areas involved in the human resources redesign include the establishment of regional personnel centers associated with each RRC, enabling soldiers to directly update records and resolve personnel issues; the merging of the Army Reserve Personnel Command (AR-PERSCOM) with the Army Personnel Command (PERSCOM); and defined career maps for soldiers, noncommissioned officers and officers.

Building a Rotational-based Force

The fifth imperative resolves to implement a predictable and sustainable rotation based upon depth in capability. By building Army Reserve rotational forces that provide operational tempo relief to active component rotational forces in theaters around the world, the Army Reserve helps to even out the workload across the Army, provides units and individuals with real-world operational experience, and gives Army Reservists some predictability about future deployments. Predictable and sustainable utilization is a key factor for obtaining soldier, family and employer support.

By restructuring the force as mentioned above, the Army Reserve will have more like-type structure to do

repeated and sustained mobilization missions over time. This sort of rotational depth will facilitate Army Reserve engagement in the wide variety of Army operations needed to meet today's requirements.

Improving Individual Support to Combatant Commanders

The sixth imperative, maximizing individual capabilities, will be a critical enabler of the Army Unit Manning and Individual Augmentee needs of combatant commanders. The current Army posture reveals a growing need to establish a capability-based pool of individual soldiers across a range of specialties. These individuals will be readily available and trained for mobilization and deployment as Individual Augmentees.

Despite myriad force structure initiatives designed to man early deploying active and reserve component Army units at the highest possible levels, a requirement remains for individual specialists for unforeseen contingencies, operations and exercises. To more effectively meet this demand, the Army Reserve will establish an Individual Augmentee Program within the Selected Reserve. The new Individual Augmentee Program will fulfill real-world combatant commanders' requirements as validated in the Worldwide Individual Augmentation System (WIAS).

Some of the imperatives discussed here will require statutory changes to implement while others are in various stages of implementation already.

At War and Transforming

As the Army Reserve strives to accomplish this ambitious set of imperatives, Army Reserve soldiers and leaders are simultaneously mobilizing and deploying to support the Army in the conduct of security, peace-keeping, and humanitarian operations from Bosnia and the Horn of Africa to Afghanistan and Iraq. Once achieved, the Army Reserve's investment in the Federal Reserve Restructuring Initiative will substantially bolster the Army's ability to enhance the lethality, survivability, and maneuverability required of the 21st century Joint Force.

Six Imperatives of the Federal Reserve Restructuring Initiative

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- 2. Transform command and control.**
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