



THE SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1000

NOV 24 2008

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
UNDER SECRETARIES OF DEFENSE  
COMMANDERS OF THE COMBATANT COMMANDS  
ASSISTANT SECRETARIES OF DEFENSE  
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE  
INSPECTOR GENERAL OF THE DEPARTMENT OF  
DEFENSE  
ASSISTANTS TO THE SECRETARY OF DEFENSE  
DIRECTOR, ADMINISTRATION AND MANAGEMENT  
DIRECTOR, PROGRAM ANALYSIS AND EVALUATION  
DIRECTOR, OPERATIONAL TEST AND EVALUATION  
DIRECTOR, NET ASSESSMENT  
CHIEF, NATIONAL GUARD BUREAU

SUBJECT: Recommendations of the Commission on the National Guard and Reserves

The Commission on the National Guard and Reserves (the Commission) was established by section 513 of the Ronald W. Reagan National Defense Authorization Act for Fiscal Year 2005 (P.L. 108-375, Oct 28, 2004, 118 STAT. 1880). The Commission was tasked to assess the roles and missions of the National Guard and Reserve components, and the compensation and other benefits, including health care benefits, that are provided for members of the Reserve components. The Commission released its final report on January 31, 2008, which contained 95 recommendations. It is significant that the Commission validated two of the strategic initiatives the Department undertook several years ago—the operational role of the Reserve components and the Continuum of Service personnel management construct.

Following the release of the Commission's report, I established a working group to assess the recommendations made by the Commission and to provide me with proposed actions for the recommendations. After reviewing the recommendations of the working group, I have determined that there are 82 recommendations which require the Department to take action or continue action already under way, or for which action is complete. While some of the corrective actions I am directing differ from those proposed by the Commission, I have determined that they appropriately address the issues. The remaining 13 recommendations are either under the purview of another Department or I am directing no action be taken.



OSD 13259-08



Accordingly, I am directing the designated lead offices identified in attachment 1 to develop implementation plans, consistent with the guidance provided, for the 53 recommendations identified in that attachment. Action plans are not required for the 29 recommendations identified in attachment 2—actions are already under way or complete. I am deferring to another Department the two recommendations identified in attachment 3. For the 11 recommendations identified in attachment 4, I am directing no action be taken.

There are two recommendations of special interest—recommendations 29 and 43. Recommendation 29 would require the Services to budget for the amount of funding necessary to support the operational role of the Reserve components. This philosophical approach to fully funding Reserve component operational requirements is reflected in a number of the Commission's recommendations. However, the Services' requirements for the operational role for their Reserve components in their force utilization plans were not identified or defined. Our guideline for these plans will be the forecast of force needs that is approved based on the recommendation of the Global Force Management Board. How these plans are funded will depend on the future approach to the financing of contingency operations. The FY2010-15 Program Budget Review just concluded has provided a way forward based on current plans and funding mechanisms; the issue raised by recommendation 29 (paragraph n. of attachment 1) should be considered in each future biennial Program Budget Review (next, FY2012-17), based on the forecasts, guidance, and funding mechanisms then in place.

Recommendation 43 would require program elements to be added to the procurement budget justification material and accounting system to increase visibility of funding for National Guard and Reserve equipment and tracking equipment through procurement and delivery. Unfortunately, no consensus was reached on a course of action for this recommendation. Therefore, I am directing the offices identified in paragraph u. in attachment 1 to develop an agreed upon plan of action and brief the Deputy Secretary of Defense on that plan within 25 days of the date of this memorandum.

Except for the time lines specified for recommendations 29 and 43, lead offices shall submit their implementation plans for the recommendations assigned in attachment 1 to the Under Secretary of Defense for Personnel and Readiness no later than 25 days from the date of this memorandum. The lead office may adjust offices assigned a supporting role when developing the implementation plan or during execution of the plan, if required to achieve the desired outcome. These implementation plans must include identification of additional resources required, to include manpower and funding, as well as any legislative changes. Any recommendations calling for additional resources and proposed legislative changes will be considered in the Department's annual Program and Budget Review and Legislative Change Proposal processes, respectively. The implementation plan format is provided at attachment 5.

The Congress, the Commission, and the Department all recognize that the National Guard and the Reserves are integral to the Total Force and have assumed a greater operational role in today's force. The Department greatly appreciates the support of Congress, and the diligence of the Commission for its comprehensive review and recommendations for improving the National Guard and Reserve. In the review undertaken by the Department, the DoD working group built upon the Commission's recommendations. I would like to thank the members of the DoD working group and the DoD Component Heads for their commitment and support of this extraordinary effort. I now ask you to complete the work begun by the Commission and ensure that the Commission's efforts result in lasting improvements to our national security.

A handwritten signature in black ink, appearing to read "Robert M. Gates". The signature is fluid and cursive, with a large initial "R" and a long, sweeping underline.

Attachments:  
As stated

cc:  
Secretary of Veterans Affairs  
Secretary of Labor  
Secretary of Homeland Security  
Administrator, Small Business Administration  
Chairman, Reserve Forces Policy Board

## **Implementation of Recommendations from the Commission on the National Guard and Reserves**

- a. DoD Support to Civil Authorities — recommendation 2:  
*Congress should codify the Department of Defense's responsibility to provide support for civil authorities. This statutory language should include the acknowledgment that responding to natural and man-made disasters in the homeland is a core competency of DOD, of equal importance to its combat responsibilities. Congress should also clearly state that DOD should be prepared to provide the bulk of the response to a major catastrophe that incapacitates civilian government over a substantial geographic area and that DOD should initiate the necessary planning, training, and coordination for such events.*
1. The Under Secretary of Defense for Policy, in coordination with the Secretaries of the Military Departments, the Under Secretary of Defense for Personnel and Readiness, the Under Secretary of Defense for Intelligence, the Commanders of U.S. Northern Command, U.S. Pacific Command, U.S. Southern Command, U.S. Special Operations Command, U.S. Strategic Command and U.S. Transportation Command, the General Counsel of the Department of Defense, and the Chief of the National Guard Bureau shall:
    - A. assess the Department of Defense statutory authorities to provide support to civil authorities; and
    - B. provide recommendations to the Secretary of Defense regarding changes to statute and policy; recommendations must include resource impact to include manpower and cost by fiscal year of any proposed changes.
  2. The Chairman of the Joint Chiefs of Staff, in consultation with the Department of Homeland Security and other Federal lead agencies, and representative State and local officials as appropriate (which may be accomplished through the Council of Governors, once established), shall:
    - A. assess U.S. Pacific Command, U.S. Northern Command, and National Guard Bureau plans to determine their adequacy to deal with circumstances wherein a major catastrophe has incapacitated civilian government over a substantial geographic area; and
    - B. report the results of that assessment with any recommended changes to the Secretary of Defense as part of the periodic implementation updates provided to the Secretary/Deputy Secretary. Any recommended changes must include resource impacts to include manpower and cost by component and fiscal year.
  3. The Under Secretary of Defense for Policy, in coordination with the Chairman of the Joint Chiefs of Staff, the Commanders of U.S. Northern Command, U.S. Pacific Command and U.S. Special Operations Command, the Chief of the National Guard Bureau, the Department of Homeland Security and the Federal Emergency Management Agency, shall implement the requirements of Annex I of Homeland Security Presidential Directive-8 *National Preparedness*.
- b. The Role of the National Guard and Reserve in Homeland Defense — recommendation 3:  
*Consistent with DOD's Strategy for Homeland Defense and Civil Support, homeland defense and civil support should continue to be total force responsibilities. However, Congress should mandate*

*that the National Guard and Reserves have the lead role in and form the backbone of DOD operations in the homeland. Furthermore, DOD should assign the National Guard and Reserves homeland defense and civil support as a core competency consistent with their required warfighting tasks and capabilities.*

1. The Chairman of the Joint Chiefs of Staff, in coordination with the Secretaries of the Military Departments, the Commanders of U.S. Northern Command, U.S. Pacific Command, U.S. Special Operations Command, U.S. Strategic Command and U.S. Transportation Command and the Chief of the National Guard Bureau, shall:

A. assess the current and potential future roles and missions of the Active component, National Guard and Reserve in homeland defense and civil support, and report the results to the Secretary of Defense; and

B. assess current Active, National Guard and Reserve training for homeland defense and civil support, and provide the results and any recommendations to the Secretary of Defense. Any recommended changes must include resource impacts to include manpower and cost by component and fiscal year.

c. DoD Civil Support Requirements — recommendation 5:

*In accordance with §1815 of the 2008 National Defense Authorization Act, the Secretary of Homeland Security, with the assistance of the Secretary of Defense, should generate civil support requirements, which the Department of Defense will be responsible for validating as appropriate. DOD should include civil support requirements in its programming and budgeting. As part of this effort, DOD should determine existing capabilities from all components that could fulfill civil support requirements and rebalance them where appropriate (consistent with their other obligations), shifting capabilities determined to be required for state-controlled response to domestic emergencies to the National Guard, and shifting capabilities currently resident in the National Guard that are not required for its state missions but are required for its federal missions either to the federal reserve components or to the active duty military, as appropriate.*

1. The Chairman of the Joint Chiefs of Staff, in coordination with the Secretaries of the Military Departments, the Under Secretary of Defense for Policy (who shall serve as the liaison with the Department of Homeland Security for the required assessment), the Under Secretary of Defense for Personnel and Readiness, the Commanders of U.S. Northern Command, U.S. Pacific Command, and U.S. Transportation Command, and the Chief of the National Guard Bureau, shall assess the current distribution of Total Force capabilities to respond to domestic emergencies and provide recommendations, if any, to the Secretary of Defense to improve the Department's posture to provide support to civil authorities in a response to domestic emergencies. Any recommended changes must include resource impacts to include manpower and cost by component and fiscal year.

d. Rapid Response to Domestic Catastrophes — recommendation 6:

*The Secretary of Defense should ensure that forces identified as rapid responders to domestic catastrophes are manned, trained, and equipped to the highest levels of readiness.*

1. The Chairman of the Joint Chiefs of Staff, in coordination with the Secretaries of the Military Departments, the Under Secretary of Defense for Policy (who shall serve as the liaison with the Department of Homeland Security for the required assessments), the Under Secretary of Defense for Personnel and Readiness, the Under Secretary of Defense for Intelligence, the Commanders of U.S. Joint Forces Command, U.S. Northern Command,

U.S. Pacific Command, U.S. Special Operations Command and U.S. Transportation Command, and the Chief of the National Guard Bureau, shall:

A. assess Active component and Reserve component military force posture to respond to domestic catastrophes and determine whether military forces, in addition to those already required by law (e.g., the National Guard Weapons of Mass Destruction Civil Support Teams, as required by section 1403 of the Bob Stump National Defense Authorization Act for Fiscal Year 2003 (Public Law 107-314) or policy (e.g., the Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives (CBRNE) Consequence Management Response Forces, as required by Secretary of Defense memorandum dated June 25, 2008), should be identified as rapid responders and, if so, which military forces should be so identified; and

B. assess the readiness of Active component and Reserve component military forces identified as rapid responders to domestic catastrophes and provide the results of the assessments to the Under Secretary of Defense for Personnel and Readiness. Any recommended changes must include resource impacts to include manpower and cost by component and fiscal year. (The term “rapid responders” means “A force, designated by the Secretary of Defense, Chairman of the Joint Chiefs of Staff, or geographic combatant commanders whose area of responsibility includes the United States and its territories, providing responsive, mission-tailored units that can deploy on short notice and capable of providing immediate or emergency response to a catastrophic event in the United States and its territories.”)

2. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff, the Under Secretary of Defense for Policy (who shall serve as the liaison with the Department of Homeland Security for any recommendations made to the Secretary), the Under Secretary of Defense (Comptroller)/ Chief Financial Officer, the Under Secretary of Defense for Intelligence, the Commanders of U.S. Joint Forces Command, U.S. Northern Command, and U.S. Pacific Command, and U.S. Transportation Command, and the Chief of the National Guard Bureau, shall develop recommendations for the Secretary of Defense addressing any rapid responder readiness and posture deficiencies identified by the assessments required in paragraphs d.1.A. and d.1.B. Any recommended changes must include resource impacts to include manpower and cost by component and fiscal year.

e. Personnel Management Strategy — recommendation 9:

*DOD should develop a personnel management strategy for a modern military workforce that is diverse, technologically skilled, and desires flexible career opportunities. Key components of this strategy must include an integrated total force that provides opportunities for those who choose a civilian career, as well as ease of transition between differing service commitments; personnel management policies that promote retention of experienced and trained individuals for longer reserve or active careers; and maximum use at all levels of the skills and abilities acquired from civilian experience. Congress must support this strategy with changes to statute where required.*

1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Secretaries of the Military Departments and the Commander of U.S. Special Operations Command, shall:

- A. evaluate the Department's progress in developing a comprehensive personnel management strategy to transform the force to meet the needs of the Department in the 21<sup>st</sup> century—a strategic objective of the plan should embrace and provide for a Continuum of Service construct; and
  - B. report on the current status and changes identified to transform the force and provide greater flexibility in managing the force to meet the manpower requirements in the 21<sup>st</sup> century as part of the periodic implementation updates provided to the Secretary/Deputy Secretary.
- f. Promotion System — recommendation 10:  
*DOD, with support from Congress, should implement a more flexible promotion system based on the achievement of competencies (knowledge, skills, and abilities, or KSAs); under this new system, the timing of and opportunities for promotion should vary by competitive category (career field), depending on service requirements.*
  - 1. The Secretaries of the Military Departments shall conduct an analysis of the Service promotion systems to determine if the requirements of DOPMA and ROPMA are hindering the Services' ability to meet the need for officers with the required knowledge, skills and abilities to fill mission requirements. The analysis shall consider the effects on the force of varying the timing of promotions among various competitive categories. The results of those analyses will be provided to the Under Secretary of Defense for Personnel and Readiness to be used in the analysis required for recommendation 11 (paragraph g.1., below).
- g. Review of DOPMA and ROPMA — recommendation 11:  
*The Defense Officer Personnel Management Act (DOPMA) and the Reserve Officer Personnel Management Act (ROPMA) should, over time, be merged into a single system, modified to base advancement on achievement of competencies—including competencies acquired through civilian employment and education as well as military experience. To facilitate the transition, Congress should amend current statutes to create a single type of commission in lieu of the current regular and reserve commissions, consistent with the elimination of the use of reserve designations for personnel and units (see Recommendation #85).*
  - 1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Secretaries of the Military Departments, shall conduct an analysis of DOPMA and ROPMA to determine if changes to law or policy are needed to provide the Department with the force management tools needed to access, promote, retain and transition officer personnel consistent with missions and requirements and, if warranted, develop a strategy for making the appropriate statutory and policy changes.
- h. Goldwater-Nichols Applicability to Reserve Component Officers — recommendation 12:  
*Congress should amend the Goldwater-Nichols Act to require reserve component officers to be designated as "joint qualified" (under the new joint qualification system, effective October 1, 2007) and, at the end of a 10-year transition period, to make joint qualification a criterion for promotion to flag and general officer rank. Congress should mandate that the services develop an action plan and milestones and report regularly to Congress on progress made to accomplish this goal.*

- a. *To provide an incentive for early attainment of joint service qualification, service Secretaries should charge their reserve promotion boards selecting officers for the rank of Colonel or Navy Captain in the reserves to assign additional promotion weight to those officers who have achieved full joint education, have served in joint duty assignments, or are recognized as joint qualified.*
  - b. *Each service should integrate the management of its active and reserve component service members to better administer its military personnel and ensure that all members are afforded the joint duty and educational opportunities necessary for promotion to senior ranks.*
1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff and the Commander of U.S. Special Operations Command, shall:
    - A. evaluate the changes to Joint Officer Management as amended by the National Defense Authorization Act for Fiscal Year 2007 and DoD Instruction 1300.19, *DoD Joint Officer Management Program*, issued on October 31, 2007, and updated on March 30, 2008—which included adding Reserve billets to the Joint Duty Assignment List and the establishment of the experience path in the new Joint Qualification System—to determine if those changes allow sufficient flexibility to produce a sufficient number of joint qualified general and flag officers. The evaluation shall include a recommendation regarding the effects of mandating that the provisions of chapter 38 of title 10, United States Code (U.S.C.), be imposed for Reserve component officers, and
    - B. if determined appropriate in the evaluation, modify the DoD instruction and develop legislative proposals for consideration in the Department's legislative process.
  2. The Secretaries of the Military Departments shall:
    - A. consider including in promotion board precept language that the board consider joint qualifications in their deliberations; and
    - B. as part of the periodic implementation updates provided to the Secretary/Deputy Secretary, report on their efforts to integrate the management of their Reserve component officers with the Active component officers to afford Reserve component officers the joint duty and educational opportunities to improve their competitiveness for promotion to senior ranks.
- i. Expanded JPME opportunities for Reserve component officers — recommendation 13: *For the next five years, DOD should annually increase the number of fully funded slots allocated to reserve component officers at the National Defense University, service war colleges, and the 10-week Joint Professional Military Education II in-residence course to foster greater interaction between active and reserve component students and to increase the number of educationally qualified reserve officers. DOD should direct senior service schools to adjust the curricula and requirements in their distance learning programs to include material that will satisfy JPME II requirements for joint qualifications, as they have done for their in-residence courses.*
    - a. *Capitalizing on technology, Advanced Joint Professional Military Education should be redesigned to provide formats that encourage active and reserve component participation from all services in a manner that satisfies course objectives, affords social interaction, and values the individual service members' time and other obligations.*
    - b. *Active component officers should be permitted to attend and receive full credit for AJPME, and the course should be viewed as equivalent to the Joint and Combined Warfighting School.*

c. *DOD should require that all reserve component officers selected for general or flag officer rank attend CAPSTONE; the services should provide full funding for this effort, and the school should have sufficient capacity to accommodate these officers without significant delay.*

1. The Secretaries of the Military Departments, in coordination with the Commander of U.S. Special Operations Command, shall:

A. review JPME II assignment policies and practices to determine if enough Reserve component officers are assigned to a JPME II or AJPME course to meet joint assignment requirements and to support attainment of a Joint Qualified Officer (JQO) designation for Reserve component officers; and

B. identify National Guard and Reserve general/flag officer joint positions which for completion of CAPSTONE should be a requirement for assignment to the position.

2. The Chairman of the Joint Chiefs of Staff shall:

A. develop a plan to expand JPME II opportunities outside the traditional in-residence program; and

B. based on the positions identified in paragraph i.1.B., assess the allocations of CAPSTONE seats among the Services and Reserve components to determine if they are sufficient to meet all joint requirements, and if the capacity at CAPSTONE is not sufficient, develop a plan to increase the number of CAPSTONE seats to meet the joint requirements.

j. *Joint Education and Duty for Reserve Component Enlisted Personnel — recommendation 14: DOD should establish programs to provide reserve component enlisted members with joint duty and JPME opportunities comparable to programs available to their active duty counterparts.*

1. The Secretaries of the Military Departments, in coordination with the Commander of U.S. Special Operations Command, shall ensure that Reserve component enlisted personnel adhere to CJCSI 1805.01 “Enlisted Professional Military Education Policy (EPMEP),” which prescribes the joint training venues for all enlisted personnel.

k. *Increase Material on the Reserve Components in Professional Military Education Courses — recommendation 15:*

*JPME-related courses offered as part of all levels of service professional military education, including service academies and ROTC programs, should contain significantly more material on reserve component organizations and capabilities to increase the understanding of, and appreciation for, the skills and background of reserve component service members.*

1. Secretaries of the Military Departments shall review the content of Professional Military Education and ensure course material is sufficient to provide students with a comprehensive understanding of all components, the roles and responsibilities of each component and interoperability of all components required in today’s force.

l. *Civilian Skills — recommendation 19:*

*DOD should develop a standardized system for developing and maintaining a “civilian skills database” that is consistent with standardized database formats, such as that used by NATO, to allow worldwide interoperability.*

1. Under Secretary of Defense for Personnel and Readiness shall establish elements in the Reserve Components Common Personnel Data System that will allow members to voluntarily enter their civilian skills. The information contained in the database may be used to identify and contact individuals with civilian skills, who may be ordered to active duty based on their civilian skills provided it is with the consent of the member.
- m. Reduction in the Number of Duty Statuses — recommendations 22, 23, 24:
- 22. Duty Statuses:** *DOD should reduce the number of duty statuses from the current 29 to 2: on (active) duty and off (active) duty. All reserve duty will be considered active duty, with appropriate pay and other compensation. The 48 drills should be replaced with 24 days of active duty. A day's pay should be provided for a day's work without reducing compensation for current service members. The system should be sufficiently flexible to deal with service-specific training requirements.*
- 23. Budgeting for Reserve Duty:** *During the transition to two duty statuses, DOD should uncouple existing statuses from pay and other compensation, substantially reduce the number of duty statuses, and standardize them across the services for ease of understanding and use.*
- 24. Duty Status Reform Timeframe:** *DOD should develop a plan to implement these changes within two years of this report, and should complete their implementation within five years of the report's issuance.*
1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff, the Under Secretary of Defense (Comptroller)/Chief Financial Officer, the Commander of U.S. Special Operations Command and the Chief of the National Guard Bureau, shall convene a senior level working group to review the current duty status structure to:
    - A. identify changes to the current structure, with a goal of consolidating/reducing the number of duty statuses in order to provide for the effective and efficient employment of the Guard and Reserve members;
    - B. identify any appropriations and budget displays that would be affected by consolidating/reducing the number of duty statuses;
    - C. identify and evaluate any financial impact to members and their families that could result from the restructuring of duty statuses;
    - D. develop any policy changes and statutory amendments necessary to accomplish the consolidation/reduction of duty statuses; and
    - E. develop an implementation plan that addresses funding by fiscal year, budget displays and the timeline for accomplishing the required policy and statutory changes.
- n. Funding an Operational Reserve — recommendation 29:
- The services should budget for, and Congress annually should authorize, the amount of funding necessary to support the operational portion of the reserve components, ensuring that their budget requests are sufficient to meet their readiness requirements for overseas and homeland missions, including for individual medical readiness and full-time support.*
1. In each biennial Program Budget Review, the Secretaries of the Military Departments and the Commander, Special Operations Command shall propose appropriate funding for the readiness requirements necessary to prepare and employ the Reserve components in their operational roles, based on the level of persistent conflict and the approved

recommendations of the Global Force Management Board then in place; the funding mechanisms then employed; my January 19, 2007, memorandum, “Utilization of the Total Force;” and any further guidance from the Secretary of Defense. These plans must conform to the fiscal guidance then provided, or recommend offsets sufficient to ensure their financing.

o. Readiness Accountability — recommendation 31:

*Senior leaders at service headquarters and large commands must be held accountable for the readiness and performance of Reserve and National Guard units within their purview. These responsibilities must be reflected in job descriptions and performance appraisals.*

1. The Secretaries of the Military Departments and the Commander, Special Operations Command shall incorporate accountability for unit readiness and performance of Active, National Guard and Reserve units into the position description of commanders of those units.
2. The Secretaries of the Military Departments shall review their officer performance appraisal systems to determine if those systems adequately provide for readiness accountability or if systems should be modified to provide for such accountability.

p. Readiness Reporting Requirements — recommendation 32:

*Readiness reporting systems should be expanded to encompass full-time support and individual medical readiness. The readiness reporting system should also identify individual and unit readiness to perform the full spectrum of missions, including support to civil authorities.*

1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Commander of U.S. Special Operations Command, and in consultation with the Department of Homeland Security on data related to defense support to civil authorities, shall modify the Defense Readiness Reporting System (DRRS) to incorporate data and assessments related to full-time support, individual medical readiness and defense support to civil authorities into the system. Services, DoD Agencies, other Federal Agencies (e.g., DHS/FEMA), and Joint Organizations will identify authoritative data sources for these information requirements and coordinate with the DRRS Implementation Office (DIO) in providing the required data elements for incorporations in the DRRS.

q. Medical and Dental Readiness — recommendation 34:

*Ensuring individual medical readiness is a corporate responsibility of the Department of Defense. The Assistant Secretary of Defense for Health Affairs should create an account in the Defense Health Program for the reserve components to meet the individual medical readiness (IMR) requirements that it has established, and then hold individuals and their unit commanders responsible for maintaining individual medical readiness standards.*

- a. *DOD should provide annual dental screening at no cost to service members.*
- b. *To encourage reservists to maintain dental readiness, Congress should, for the member only, reduce the out-of-pocket costs for restorative dental care (currently 20–50 percent) under the TRICARE Dental Program.*
- c. *All services should adopt a policy of requiring service members to be medically ready at the time they complete annual training requirements.* d. *Commanders of all National Guard and Reserve units should be held responsible for the individual medical readiness of their unit, and reserve component members should have appropriate incentives to meet IMR standards.*

*Congress should authorize that service Secretaries may provide members of the Ready Reserve any medical and dental screening and care that is necessary to ensure that the member meets the applicable medical and dental standards for deployment. To provide such screening and care, service Secretaries should be authorized to use any available funds appropriated for the operations and maintenance for the reserve components involved.*

1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Assistant Secretary of Defense for Legislative Affairs, shall communicate to the Committees on the Armed Services, through the Office of Management and Budget, the Department's support for section 711 of S. 3001 (the Senate National Defense Authorization Act for Fiscal Year 2009), which would:

A. amend section 1074a(d) of title 10, U.S.C., to require dental screenings and care be provided for members of the Selected Reserve assigned to units scheduled for deployment within 75 days after mobilization; permit medical and dental screening and care be provided to other members of the Ready Reserve as determined by the Secretary concerned; and clarify that Reserve component operation and maintenance funds may be used to pay for medical and dental screening and treatment; and

B. amend section 1076a(e) of title 10, U.S.C., to authorize a waiver of the TRICARE dental insurance program co-payments for enrolled Selected Reserve members during a time of national emergency.

2. The Secretaries of the Military Departments shall develop a plan to ensure members of the Selected Reserve meet DoD medical and dental readiness standards. The plan shall address:

A. the means for providing medical and dental screening and treatment; and

B. the funding required for medical and dental screening and treatment, and additional duty days required of the members to receive screening and treatment. If additional resources are required, they should be included in the plan submitted in accordance with paragraph n. (recommendation 29)

r. Manpower Management Reforms — recommendations 35, 36, 37, 38, 39)

**35. Selection of Full-time Support Personnel:** *All reserve component full-time support personnel must be the best-qualified individuals, selected for these billets on the basis of their knowledge, skills, and abilities to fulfill unit full-time support needs, including needs for training and certification for deployment. To support a competitive career path they must be required to serve in periodic tours with the active component, in operational forces, or in total force assignments at joint or service-level headquarters.*

**36. Army Reserve Components Full-time Support Manning:** *Congress, with input from the Department of Defense, should adopt a new model to provide full-time support to the Army reserve components as part of an overall program to improve their military effectiveness and to more fully integrate the Army and its components into a total force. This program should have the following elements:*

a. *On an expedited basis, the Army should complete a baseline review—that is, a full manpower review, down to the lowest level—to determine the full-time support requirements for the reserve components as part of an operational force, including those requirements related to DOD's homeland defense and civil support missions.*

b. *DOD should program and budget, and Congress should fully fund by fiscal year 2010, the Army's identified full-time support requirement. The Secretary of the Army should also seek to generate additional military manpower for this purpose, including through military-to-civilian conversions.*

- c. *The Army should replace all Army Reserve Active Guard and Reserve (AGR) personnel with active component soldiers with recent operational experience serving rotational tours. The transition should take place gradually, in phases, to ensure that the careers of currently serving AGR Army reservists are protected.*
- d. *Military full-time support for the Army National Guard should be a mix of active component soldiers and AGR soldiers. Active component soldiers serving in Guard FTS positions should have recent operational experience and serve in rotational assignments of defined duration, under the control of the governor, and be dual-hatted, serving in Title 10 status and in the state's National Guard.*

**37. Army Reserve Components Military Technicians:** *The Secretary of the Army should prescribe that all military technicians in the Army's reserve components be assigned to the same organization in both their military and civilian capacities at all times, that they be required to maintain full qualification in both their military and civilian capacities, that they deploy with the organization to which they are assigned, and that such technicians who lose their military qualifications shall be either reassigned to non-deploying civilian positions or separated in accordance with established civilian personnel procedures.*

**38. Marine Corps Active Reserve Program:** *The Marine Corps Active Reserve program should be merged into the active component with no loss to the Marine Corps Reserve in total full-time support billets. This merger should be completed in phases to protect the careers of marines currently serving in the Active Reserve.*

**39. Navy Full-time Support Program:** *The Navy Reserve's FTS program should be replaced with a program that provides active component fulltime support to reserves with no loss in the number of billets that support the reserve component. The transition to active component FTS for the Navy should take place in phases to protect the careers of currently serving FTS Navy reservists.*

1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff, the Commander of U.S. Special Operations Command and the Chief of the National Guard Bureau, shall convene a senior level working group to conduct a comprehensive review of the laws and DoD policies governing the full-time support (FTS) force, and any constraints to Total Force integration those laws and policies may impose.

A. The review shall include:

- i. existing statements in law and policy for the purpose of the FTS program;
- ii. an evaluation of the categories of FTS and develop the advantages and disadvantages of each category;
- iii. a determination of what, if any, changes may be necessary in the purpose, composition and size of the FTS force, the purposes and missions of the FTS personnel, and the management of the categories of FTS; and
- iv. individual assessments of:
  - full-time support manning of the Reserve components of the Army;
  - the military technician program of the Army Reserve components;
  - the Marine Corps Active Reserve (AR) program;
  - the Navy Full-Time Support (FTS) program; and
  - Active Guard and Reserve and military technician programs of the Reserve components of the Air Force.

2. Upon completion of the review, the Under Secretary of Defense for Personnel and Readiness shall draft any resulting proposed changes to law and policy, including any changes to FTS purpose, composition, missions and management policies and practices,

while preserving the ability of each Service and component to manage its full-time support personnel in a manner that enables each Reserve component to most effectively perform its assigned missions and requirements, while preserving Federal command and control of FTS personnel when performing Federal missions. Any recommended changes must include any cost impact by Component and fiscal year.

s. Capacity of Training Institutions — recommendation 40:

*The Secretary of Defense should ensure that training institutions and facilities are resourced to meet the needs of the total force. In particular, institutions should be able to meet the current training needs of reserve component personnel, whether the courses they offer are resident, nonresident, or distance learning tailored to the reserve components. The service Secretaries should ensure that the school training system provides sufficient access to seats for members in its active and reserve components to meet total force training requirements, and should further integrate the system as necessary to achieve that goal.*

- a. *Each service should reassess the number of training and administrative days that reserve component units and members will need prior to activation. The services should fund and implement policies to undertake more pre-mobilization training and to focus training on mission requirements.*
- b. *The services should disclose fully to all prospective members of units the expected number of training days required annually to participate successfully in that unit. Annual training requirements beyond the traditional 39 days per year should be based on unit needs and accomplished by clear mutual agreement with the individual service member regarding his or her minimum obligation.*
- c. *Training equipment must be sufficient to give service members regular access to modern warfighting equipment so that they can train, and can develop and maintain proficiency, on the same type of equipment with which they will be deployed and fight.*

1. The Secretaries of the Military Departments and the Commander, Special Operations Command shall:

- A. review the capacity of training institutions to determine if they are properly resourced to prepare all military members to meet mission requirements. If additional resources are required, they should be included in the plan submitted in accordance with paragraph n. (recommendation 29), and
- B. take appropriate actions to ensure training requirements, above and beyond the 38 days of training required annually for members of the Selected Reserve, are clearly communicated to members within the context of the Department's expectation management initiative.

t. Oversight of Equipment Requirements — recommendation 42:

*Congress should require that total force equipment requirements be included in service and joint materiel development, acquisition, and procurement plans, production contracts; and delivery schedules.*

1. The Under Secretary of Defense for Acquisition, Technology and Logistics, in coordination with the Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff, the Under Secretary of Defense (Comptroller)/Chief Financial Officer, the Under Secretary of Defense for Personnel and Readiness and the Chief of the National Guard Bureau, shall conduct a review of current practices and make recommendations

regarding the policy and business process required to provide visibility and accountability for equipment and equipment funding requirements for the Total Force from requirements development through equipment delivery. Agreed upon changes to policy and business process may be made by the controlling agency. The recommended changes shall be included in the periodic implementation updates provided to the Secretary/Deputy Secretary.

- u. Transparency of Reserve component Procurement Funding — recommendation 43:  
*Program elements should be added to the DOD procurement budget justification material and accounting system to increase transparency with regard to reserve component procurement funding and to improve DOD's ability to track delivery of equipment to the reserve components.*
  - 1. The Under Secretary of Defense for Acquisition, Technology and Logistics, with the Secretaries of the Military Departments, the Under Secretary of Defense (Comptroller)/Chief Financial Officer, the Under Secretary of Defense for Personnel and Readiness, the Commander of U.S. Special Operations Command and the Chief of the National Guard Bureau shall:
    - A. determine the optimal process to:
      - i. provide visibility of and accountability for National Guard and Reserve equipment in the budget; and
      - ii. track and trace National Guard and Reserve equipment through the acquisition process from procurement through delivery, and
    - B. brief the Deputy Secretary of Defense on an agreed upon plan of action within 45 days of the date of this memorandum.
- v. RC Equipment Baseline Review — recommendation 44:  
*The services should conduct a baseline review of reserve component equipment requirements, encompassing the accelerated degradation of equipment readiness caused by the current operations as well as the services' plans to implement force generation deployment models for both the active and reserve components; those requirements for civil support identified through DOD's collaboration with the Department of Homeland Security; and a revalidation of existing requirements, some of which remain tied to Cold War force management and a strategic reserve.*
  - 1. The Secretaries of the Military Departments and the Chief of the National Guard Bureau, in coordination with the Commander of U.S. Special Operations Command, shall continue their ongoing review processes to address equipment requirements.
  - 2. The Under Secretary of Defense for Policy, in coordination with the Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff, the Under Secretary of Defense for Acquisition, Technology and Logistics, the Under Secretary of Defense for Personnel and Readiness, the Commanders of U.S. Northern Command and U.S. Pacific Command, and the Chief of the National Guard Bureau, shall assess equipment requirements for the Active component and Reserve component (as appropriate) for homeland defense, domestic emergency response and military support to civil authorities, as determined by the Secretary of Defense to be necessary in accordance with section 1815 of the National Defense Authorization Act for Fiscal Year 2008 (P.L. 110-181), and equipment on-hand, and report the results to the Secretary of Defense. Any recommended changes must include any cost impact by component, line item, and fiscal year.

3. The Chief of the National Guard Bureau shall assess the extent to which the National Guards of the individual States possess the equipment required to perform the responsibilities of the National Guard in response to an emergency or major disaster and report the results, through the Chairman of the Joint Chiefs of Staff, to the Secretary of Defense. Any recommended changes must include any cost impact by component and fiscal year.

w. Prioritize Funding to Restore Equipment Readiness — recommendation 45:

*The services should use this review to prioritize funding to restore equipment readiness for the current operations and to prioritize programming and budgeting for requirements, including:*

- a. *Re-equipping programs for the Army and Marine Corps that would restore their reserve components to a C-1 level (as measured by the Status of Resources and Training System, modified pursuant to Recommendation #32) for required equipment on hand (including systems in training sets) as soon as possible, but no later than 2015.*
- b. *Providing critical dual-use (CDU) equipment to conduct the full range of homeland missions as soon as possible, but no later than 2013.*

1. The Secretaries of the Military Departments and the Commander, Special Operations Command shall consider equipment requirements for Active and Reserve components from a Total Force perspective when prioritizing funding to restore equipment readiness. Within budget constraints, objectives are to re-equip programs for the Army and Marine Corps that will restore required equipment to achieve full mission-capable status for each of their components by 2015. Within a constrained fiscal environment, parity and interoperability among the Service components must be a priority consideration.

2. The Secretaries of the Military Departments and the Commander, Special Operations Command, in coordination with the Commanders of U.S. Northern Command and U.S. Pacific Command and the Chief of the National Guard Bureau, shall:

- A. identify Critical Dual-Use (CDU) equipment necessary for Active and Reserve component units and personnel to assist civil authorities in responses to natural disasters, acts of terrorism, and other man-made disasters as identified in the national planning scenarios;
- B. assess the current inventory of identified CDU equipment and inventory shortfalls;
- C. identify cost of equipment requirements by component, line item and fiscal year to eliminate these shortfalls; and
- D. report the findings from paragraphs w.2.A. through C. to the Under Secretary of Defense for Policy.

3. The Under Secretary of Defense for Policy, in coordination with the Chairman of the Joint Chiefs of Staff, the Under Secretary of Defense for Acquisition, Technology and Logistics, and the Under Secretary of Defense for Personnel and Readiness, and in consultation with the Secretary of Homeland Security, shall evaluate the report provided under paragraph w.2.D. by the Secretaries of the Military Departments and, as appropriate, incorporate CDU equipment and funding requirements in the plan required by section 1815 of the National Defense Authorization Act for Fiscal Year 2008.

4. The Chairman of the Joint Chiefs of Staff shall include the Chief of the National Guard Bureau in the annual risk assessment of the Military Departments' requirements for homeland defense and defense support to civil authorities.
- x. Contract-based Service Agreements — recommendation 51:
- a. *Congress should update 10 U.S.C. §12311 to provide for contract-based service agreements for units and individuals of the reserves.*
  - b. *DOD should employ a contract-based service and incentive system to ensure access to the reserve components and to provide predictable and sustainable activations.*
  - c. *The services should expand the number of variable participation reserve units.*
  - d. *The contract-based system of assured availability recommended here should form the basis of accessing the Operational Reserve category outlined in Recommendation #86.*
1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Commander of U.S. Special Operations Command, shall prepare draft legislation that would amend section 12311 of title 10, U.S.C., to allow service agreements to provide for specified or recurring periods of active duty or full-time National Guard duty. The proposal must include any cost impact by component and fiscal year.
  2. The Under Secretary of Defense for Personnel and Readiness shall provide a draft legislative proposal that would allow the Secretaries of the Military Departments to conduct pilot programs under which Reserve component members could enter into an agreement to voluntarily perform active service for a period or periods specified under the agreement and that would provide various incentives to assess the effectiveness of those incentives in yielding additional service being performed by service members. The proposal must include any cost impact by component and fiscal year.
  3. The Secretaries of the Military Departments shall evaluate existing unit volunteerism initiatives that provide for voluntary and predictable access to RC capabilities without involuntary mobilization—such as Variable Participation Reserve Units (VPR-U) and Army's Ready Response Reserve Unit (R3U)—to identify impediments and/or incentives needed for these initiatives to be effective. Any recommended changes must include any cost impact by component and fiscal year. The evaluation shall be included as part of the periodic implementation updates provided to the Secretary/Deputy Secretary.
- y. Basic Allowance for Housing — recommendation 52:  
*Congress should eliminate the ordered-to-active duty-for-more-than-30-days requirement for receipt of full basic allowance for housing.*
1. The Secretaries of the Military Departments shall:
    - A. assess the advisability and feasibility of incrementally increasing the housing allowance rate paid to Reserve component members performing active duty under a call or order to active duty specifying a period of 30 days or fewer such that the rate paid in 2012 and beyond would be the same as the rate paid to a member on active duty for greater than 30 days; and
    - B. report their findings and recommendations to the Under Secretary of Defense for Personnel and Readiness. Any recommended changes must include any cost impact by Component and fiscal year.

z. MGIB-SR Portability — recommendation 54:

*Congress should amend the law to permit reserve component service members who have been activated for a specified period of time to use MGIB-SR benefits after their discharge, provided that they remain subject to recall and supply DOD with accurate contact information.*

1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Secretaries of the Military Departments, shall review the benefit level provided under the Montgomery GI Bill for the Selected Reserve (MGIB-SR) and the formula currently prescribed for annually adjusting the MGIB-SR benefit level in light of the recent changes made to the Montgomery GI Bill (MGIB) for active duty members provided under chapter 30 of title 38 by Supplemental Appropriations Act, 2008 (P.L. 110-252, June 30, 2008) and determine if the current benefit level will continue to meet force management objectives. The Supplemental Appropriations Act increased the monthly MGIB benefit level beginning August 1, 2008, to \$1,321 (from \$1,101), which further widened the benefit gap between the two programs. Further, P.L. 110-252 changed the mechanism for determining the annual adjustment to the benefit level for the MGIB by replacing the annual cost of living adjustment with an annual adjustment based on the average cost of undergraduate tuition in the United States. However, the mechanism used to determine the annual adjustment for the MGIB-SR remains the cost of living. Based on the results of the review, the Under Secretary of Defense for Personnel and Readiness shall develop amendments to the MGIB-SR, if warranted to meet management objectives, for consideration in the Department's legislative process.

aa. USERRA Oversight — recommendation 55:

*Congress should make a single entity accountable for overseeing the entire USERRA complaint resolution process.*

1. The Under Secretary of Defense for Personnel and Readiness, in consultation with the Department of Labor (DOL) (Veterans' Employment and Training Service (VETS)), shall identify data which can be lawfully shared between DoD and DOL about requests for assistance processed by Employer Support of the Guard and Reserve (ESGR).

2. The Under Secretary of Defense for Personnel and Readiness, in consultation with the DOL VETS, shall enter into an agreement in order to electronically share the information agreed upon under paragraph aa.1. and determine system requirements to accomplish the sharing of data, which is consistent with availability of funds and prioritization of information system upgrades, if required.

bb. Documentation of Service Performed for Employers — recommendation 56:

*USERRA's five-year limit and its exemptions should not be eliminated or modified. USERRA should, however, be amended to establish that an employer is entitled to documentation, if available, confirming that employee performed any period of military service.*

1. The Under Secretary of Defense for Personnel and Readiness shall revise DoD Instruction 1202.12, *Civilian Employment and Reemployment Rights of Applicants for, and Service Members and Former Service Members of the Uniformed Services*, to require service members to provide their employers with verification of service that causes non-availability for civilian work regardless of the duration of the military duty, when requested by their employers.

2. The Secretaries of the Military Departments shall assist members in providing documentation that can be used to verify military service performed by the service member.
- cc. Employer Health Plan Reinstatement Following TAMP — recommendation 58:  
*USERRA should be amended to specify that an exclusion or waiting period may not be imposed in connection with the reinstatement of an employer-based health care plan upon reemployment or upon termination of health care coverage under the Transition Assistance Management Program, whichever is later. In addition, the Servicemembers Civil Relief Act (SCRA) should be amended to increase the period during which a service member may apply for reinstatement of health insurance from 120 days to 180 days, the period of TAMP eligibility.*
1. If requested by the Department of Labor (DOL), the Under Secretary of Defense for Personnel and Readiness shall assist DOL in developing an amendment to the Uniformed Services Employment and Reemployment Rights Act and the Employee Retirement Income Security Act to allow service members to reinstate their employer-sponsored health insurance coverage following the period of transitional health care as provided in 10 U.S.C. 1145.
- dd. TRICARE Customer Service — recommendation 61:  
*Congress should direct DOD to resolve long-standing issues for families not located near military treatment facilities (MTFs). This direction should include mandates to:*
- a. *Update educational materials to be more user friendly, written in easy-to-understand language.*
- b. *Establish an Assistant Secretary of Defense for Health Affairs ombudsman office, with a single toll-free customer support number, for family members who do not have convenient access to an MTF benefits counselor to resolve problems.*
- c. *Simplify the TRICARE claims and reimbursement process to eliminate current disincentives that discourage providers from participating in the TRICARE program.*
1. The Under Secretary of Defense for Personnel and Readiness shall conduct a comprehensive review of:
- A. the systems that provide customer service to TRICARE beneficiaries, with a focus on the services provided to beneficiaries who do not reside in close proximity to a military treatment facility. The review shall include educational material, communication venues such as 1-800 numbers, web sites, Beneficiary Counselor and Assistance Coordinators, and TRICARE ombudsman services;
- B. the availability of TRICARE providers, particularly in geographic regions where there are no military treatment facilities—remote areas—and develop alternatives that might increase the number of providers that accept TRICARE beneficiaries, particularly in remote areas; and
- C. make changes as appropriate to improve customer service and support TRICARE beneficiaries.
- ee. FEHBP Option for Reserve Component Members — recommendation 62:  
*In addition to offering TRICARE Reserve Select to all members of the Selected Reserve, Congress should amend the law to permit reserve component members to participate in the Federal Employees Health Benefits Program (FEHBP). When the service member is activated, with or without the member's consent, DOD should pay the premiums for coverage of the service*

*member's family. When the member is inactivated, however, the member should again pay the premiums, as is now the practice, for TRICARE Reserve Select.*

1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Office of Personnel Management, shall assess the advisability and feasibility of allowing Active and Reserve component members, and their families, who are not located near a military treatment facility to enroll in the Federal Employee Health Benefit Plan, and provide a recommendation to the Secretary/Deputy Secretary as part of a periodic implementation update.

ff. Health Care Stipend — recommendation 63:

*Congress should establish a program that provides the activated service member with a stipend (whose use for medical care must be certified) or provides the employer either a direct stipend or a tax credit as reimbursement for the cost of keeping the member's family in the employer's health insurance plan during the period of activation; the stipend should be based on an actuarially determined cost of the TRICARE benefit.*

1. The Under Secretary of Defense for Personnel and Readiness shall assess the advisability and feasibility of providing a stipend to Reserve component members with dependents when the member has been ordered to active duty for a period of greater than 30 days. The stipend shall be in lieu of providing the eligible dependents with health care in the military system and is intended to facilitate a continuum of health care for dependents by subsidizing the premium payments for other health insurance which covers eligible dependents. The amount of the stipend shall not exceed the cost of providing health care for the family under TRICARE. The Under Secretary of Defense for Personnel and Readiness shall provide a recommendation to the Secretary/Deputy Secretary as part of a periodic implementation update.

gg. Funding RC Family Support Services and Staff — recommendation 65:

*DOD should increase funding within reserve component budgets for family support services to ensure that there are sufficient paid staff members within these programs to maintain the services' volunteer networks. In order to reduce the isolation of reserve component families, DOD should place a paid, full-time employee charged with family support at the unit level in all units (and the term unit level should be defined by each component) to augment the existing volunteer network.*

1. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Under Secretary of Defense (Comptroller)/Chief Financial Officer, shall develop the funding requirements for inclusion in the President's annual budget submission to resource the Joint Deployment Support and Reintegration Office and staff to maintain a robust Yellow Ribbon Reintegration Program as required by section 582 of the 2008 NDAA.

hh. Activation and Deactivation Preparation and Support — recommendations 67, 77, 79, 80:

**67. Family Participation in Mob/Demob Preparation** *DOD should change its policies to increase the amount of family participation in the mobilization and demobilization process in order to help educate family members about benefits, health care, family support programs, potential demobilization issues, and other family concerns.*

**77. Transition Assistance For Individual Augmentees:** *The services should develop a protocol to ensure that needed services are available to reserve members who do not demobilize at their home station or who are members of the Individual Ready Reserve. The services should establish a tracking system to make certain that these individuals receive all the information, help, and benefits to which they are entitled.*

**79. Extended Transition Assistance:** *Transition assistance information should be provided not just during the demobilization process but also during the first several post-demobilization drill sessions. Family members should be encouraged to attend and to participate in transition assistance; they should be counseled on the services available to assist families in coping with post-deployment concerns.*

**80. Standardize Reintegration:** *A single standard of reintegration care should be provided to all those who serve on extended or multiple deployments regardless of their service or reserve component category (Individual Ready Reserve, Retired Reserve, or individual mobilization augmentee). Funding to provide these services should be reflected in each service's base budget for the reserve components.*

1. The Under Secretary of Defense for Personnel and Readiness, with the support of the Secretaries of the Military Departments and the Chief of the National Guard Bureau, shall maintain the Office for Joint Deployment Support and Reintegration to implement and oversee the Yellow Ribbon Reintegration Program required under section 582 of the 2008 NDAA, including:

- A. monitoring Service and component programs to support National Guard and Reserve members, and their families, in preparing for activation, support provided during activation and deployment, and reintegration following activation;
- B. maintaining a representative within every State, Reserve regional command or Reserve command, as applicable, to liaison and facilitate, as appropriate, support services provided through Federal, State and local programs, and liaison with field support personnel who provide services;
- C. establishing and maintaining a center of excellence to identify gaps in programs and services, collect and analyze lessons learned and suggestions to enhance existing programs or develop new programs, assist in developing training aids and briefing materials and assist in training individuals who provide support services; and
- D. monitoring the effectiveness of services provided to individual augmentees.

ii. Employer Support of the Guard and Reserve — recommendation 68:

*The mission of the National Committee for Employer Support of the Guard and Reserves (ESGR) should be expanded. It should encompass helping employers find information on a wide range of topics, including those within the purview of the Department of Labor, Small Business Administration, and Department of Veterans Affairs; preparing and distributing information to employers on post-deployment health issues faced by reserve component members, such as post-traumatic stress disorder (PTSD) and traumatic brain injury (TBI); and providing employers with information on the sources of assistance available to the member and his or her family.*

- a. *DOD should increase the numbers of ESGR paid staff, particularly ombudsmen in the field, to enhance the level of expertise available to employers and service members and to promote greater institutional memory.*
- b. *ESGR's name should be changed to reflect its expanded mission. The new organization should balance its outreach to employers and to service members and their families.*
- c. *Supervision of ESGR should be removed from the Assistant Secretary of Defense for Reserve Affairs, and the ESGR's executive director should be made an advisor or assistant to the Secretary of Defense.*

1. The Under Secretary of Defense for Personnel and Readiness shall review the policies governing employer support for the Guard and Reserve, and the programs provided through the National Committee for Employer Support of the Guard and Reserve (NCESGR), to ensure they are meeting the needs of the Reserve community and are effective in gaining the support of employers in light of the increased use of the Guard and Reserve. Any shortcomings that are identified shall be addressed in the NCESGR strategic plan.

jj. Supporting Other Federal Agencies — recommendation 70:

*The President should direct all federal agencies and the U.S. Postal Service to issue guidance emphasizing the importance of reserve service; prescribing appropriate behavior for supervisors with regard to their employees who are reservists, including treatment of reservists as a criterion for rating performance; and prescribing sanctions for noncompliance. State and local governments should adopt similar policies and procedures.*

1. The Under Secretary of Defense for Personnel and Readiness, with the support of the National Committee for Employer Support of the Guard and Reserve, shall:

A. develop and implement procedures and mechanisms to support initiatives of other Federal agencies in supporting their National Guard and Reserve employees; and

B. develop and implement an engagement plan to encourage State and local governments to develop and implement support policies and mechanisms.

kk. Small Business Owners — recommendation 71:

*Information on Military Reservist Economic Injury Disaster Loans (MREIDLs) and other assistance from the Small Business Administration should be provided to reserve component members and their small business employers at the time they join the National Guard or Reserves. Either these small businesses should be able to get MREIDLs immediately, because they have key employees in the reserve component, or they should be able to do all the paperwork and qualify for the loans at that time, and then secure them as soon as the employee learns that he or she will be activated.*

1. The Under Secretary of Defense for Personnel and Readiness, with the support of the Secretaries of the Military Departments, the Chief of the National Guard Bureau, the Executive Director for the National Committee for Employer Support of the Guard and Reserve, and the Director of the Joint Deployment Support and Reintegration Office, shall assist the Small Business Administration in informing Reserve component members about SBA programs and materials available to assist National Guard and Reserve members, veterans and their families in establishing and maintaining a small business.

ll. Post-deployment Health Assessment — recommendation 76:

*The services should more closely track Post-Deployment Health Reassessments to ensure that they are completed within the statutorily required 90–180 days and that a member who has identified problems on the reassessment receives face-to-face counseling from a provider. In addition, a tracking system should be established to identify reservists who have not completed the PDHRA, and DOD should monitor the services' compliance with all requirements.*

a. DOD should prescribe uniform guidance for providers who follow up on responses to the mental health questions on the Post-Deployment Health Assessment, and it should monitor the services' compliance.

b. DOD, VA, and the services should establish protocols requiring VA participation in the counseling of service members and their families both before and after deployment, as well as VA participation in all post-deployment health reassessments.

1. The Under Secretary of Defense for Personnel and Readiness shall develop and implement a plan to ensure Reserve component members are screened through the post-deployment health assessment (PDHA) and post-deployment health reassessment (PDHRA), and referrals are tracked until a case is resolved. The plan should include at a minimum:

- A. an algorithm or “Clinical Management Guideline” (CMG) for all providers to guide them in making referrals for further evaluation;
- B. a mechanism to measure compliance with the algorithm/CMG;
- C. a system for tracking the number and types of referrals made by providers based on the PDHA and PDHRA;
- D. training for all providers participating in the PDHA and PDHRA;
- E. access to the Armed Forces Health Longitudinal Technology Application (AHLTA) for RC medical providers and health care personnel;
- F. rapid, bidirectional access between VISTA and AHLTA for all health records of Reserve component members (to include mental health records);
- G. an automated line-of-duty process for Reserve component members, that is linked to the Defense Eligibility Enrollment Reporting system (DEERS), the Military Medical Support Office (MMSO) and the Department of Veterans Affairs, to streamline eligibility determination and eligibility for care.

mm. Total Force Policy — recommendation 81:

*While differences will persist, the Secretary of Defense should recognize the cultural divide that exists between the reserve components and the active components, and should develop a new Total Force Integration Policy to achieve the next level of integration among all components.*

1. After publication of the DoD Directive required under on Managing the Reserve Components as an Operational Force, the Under Secretary of Defense for Personnel and Readiness, in coordination with the Secretaries of the Military Departments and the Commander of U.S. Special Operations Command, shall determine if an implementing DoD Instruction is necessary to establish procedures for the Reserve components in their operational and strategic roles within the Total Force.

nn. Service in the Reserve Components — recommendation 82:

*The service Secretaries should ensure that active component officers are encouraged to serve in reserve component units and that such service is considered favorably when determining who is most qualified for promotion.*

1. The Secretaries of the Military Departments, in coordination with the Commander of U.S. Special Operations Command, shall review the career paths of officers to determine the advisability and feasibility of providing officers a broader Total Force perspective by encouraging Regular officers to serve with a reserve unit and Reserve officers to serve with an active unit at various career points.

- oo. Selection of Personnel for Senior Reserve Component Positions — recommendation 83:  
*Reserve component officers and senior enlisted personnel should be selected for leadership positions in reserve component units without geographic restrictions. As proposed in Recommendation #53, reserve training travel allowances should be modified to eliminate fiscal obstacles to implementing this policy.*

1. The Secretaries of the Military Departments shall conduct a review of all National Guard and Reserve service and joint senior officer (O-6/O-5) and senior enlisted (E-8/9) billets to identify those leadership positions that should be made available for assignment regardless of where the incumbent resides and determine if a national assignment process should be established if one does not already exist. The review must consider the duty status that a member of the National Guard would be in when assigned to the billet. Any additional cost by fiscal year associated with opening billets up for national assignment must be identified.

- pp. Cultural Prejudices — recommendation 84:  
*All vestiges of the cultural prejudice existing between reserve and active component personnel that remain in law and policy should be removed. In particular, Congress should modify section 1187 of Title 10 to allow reserve officers to serve on Boards of Inquiry for active component officers.*

1. The Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff, Under Secretaries of Defense, Commanders of the Combatant Commands, Assistant Secretaries of Defense, the Director for Administration and Management, and the Chief of the National Guard Bureau shall, as part of their periodic review of policies and programs, identify any programs, policies and statutes that limit the Department's ability to manage personnel or programs as an integrated Total Force and take the action necessary to eliminate the limitations, particularly with respect to restrictions on cross-component representation on boards, councils and other forums involving personnel actions.

2. The Under Secretary of Defense for Personnel and Readiness, in coordination with the Assistant Secretary of Defense for Legislative Affairs, shall communicate to the Committees on the Armed Services, through the Office of Management and Budget, the Department's support for section 506 of S. 3001 (the Senate National Defense Authorization Act for Fiscal Year 2009), which would amend section 1187 of title 10, U.S.C., to remove the requirement that members of a board of inquiry considering the separation of a regular officer for substandard performance must be on the active-duty list, as recommended by the Commission.

- qq. Reserve Designation — recommendation 85:  
*Reserve designations should be removed from all titles, signature blocks, and unit designators.*

1. The Under Secretary of Defense for Personnel and Readiness shall establish a working group, consisting of representatives from appropriate offices within the OSD staff and the Military Departments to include each of their components, to determine the impact of removing the reserve designation from all titles, signature blocks and unit designations, and prepare a decision paper with recommendations for the Deputy Secretary of Defense. Such impact shall include the identification of any incremental cost or savings by Component and fiscal year across the Future Years Defense Program (FYDP).

- rr. Grade Validation of the Reserve Component Chiefs/Directors — recommendation 92:  
*The Secretary of Defense should direct each service to review the duties, command relationship, authority, and grade of the respective DOD reserve component Chiefs/Commanders to determine whether the grade is appropriate for the duties being performed, and whether it is commensurate with duties performed by four-star officers in the Department. The Secretary should initiate action, as necessary, to change the grades determined to be appropriate for the reserve component Chiefs/Commanders. The grades of all reserve component Chiefs/Commanders and the Chief of the National Guard Bureau should be periodically reviewed to ensure that the duties and responsibilities required for these positions support the grade designated for them.*
1. The Secretaries of the Military Departments shall include with each nomination of an officer for the position of chief of a reserve component or director of the Army or Air National Guard the result of a review of the responsibilities of that position to determine if the grade is appropriate for the duties and responsibilities assigned.

## **Recommendations for Which No Further Action is Required**

1. Institutionalize an Operational Reserve — recommendation 1:  
*Congress and DoD should explicitly acknowledge the need for, and should create, an operational reserve force that includes portions of the National Guard and Reserves. In order to place the reserve components on a sustainable path as part of that force, Congress and DOD must modify existing laws, policies, and regulations related to roles and missions, funding mechanisms, personnel rules, pay categories, equipping, training, mobilization, organizational structures, and reserve component categories. These significant changes to law and policy are required if the reserve components are to realize their full potential to serve this nation and if existing adverse trends in readiness and capabilities are to be reversed. Moreover, the traditional capabilities of the reserve components to serve as a strategic reserve must be expanded and strengthened.*
  - No further action is required.
  - The Department is in the final stage of publishing a DoD directive that provides the principles and overarching policies for managing the Reserve components in their operational and strategic roles.
  
2. NORTHCOM RC Manning — recommendation 4:  
*A majority of U.S. Northern Command's billets, including those for its service component commands, should be filled by leaders and staff with reserve qualifications and credentials. Job descriptions for senior leaders and other key positions at NORTHCOM should contain the requirement of significant Reserve or National Guard experience or service. In addition, either the officer serving in the position of the commander or the officer serving in the position of deputy commander of NORTHCOM should be a National Guard or Reserve officer at all times.*
  - No further action is required.
  - This recommendation was included in the Commission's March 2007 report (recommendations 16 and 17).
  - Action was already directed in the Secretary of Defense memorandum of May 10, 2007.
  - Furthermore, section 1821 of the National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181) directed a review of manning at U.S. Northern Command, which the Department is conducting.
  
3. Governors Directing Federal Forces — recommendation 7:  
*As part of its efforts to develop plans for consequence management and support to civil authorities, DOD should develop protocols that allow governors to direct the efforts of federal military assets responding to an emergency such as a natural disaster. This direction may be accomplished through the governor's use of a dual-hatted military commander.*
  - No further action is required.
  - This recommendation was included in the Commission's March 2007 report (recommendation 8).
  - Action was already directed in the Secretary of Defense memorandum of May 10, 2007.

4. Involuntary Call-up of Reserves for Disasters — recommendation 8:  
*Congress should amend the mobilization statutes to provide service Secretaries the authority to involuntarily mobilize federal reserve components for up to 60 days in a four-month period and up to 120 days in a two-year period during or in response to imminent natural or man-made disasters, similar to that employed to mobilize the Coast Guard Reserve under 14 U.S.C. §712.*
- No further action is required.
  - The Department submitted a legislative proposal for inclusion in the National Defense Authorization Act for Fiscal Year 2009 that would amend 10 U.S.C. 12304 to authorize the involuntary order members of the Army Reserve, Navy Reserve, Marine Corps Reserve, Air Force Reserve and Coast Guard Reserve to active duty to respond to major disasters or emergencies.
  - This provision is included in section 594 of the House National Defense Authorization Act for Fiscal Year 2009.
5. Joint Designation Qualitative Assessment — recommendation 16:  
*For both active and reserve component officers, criteria for granting joint duty experience credit should be flexible enough to allow for a qualitative assessment of proficiency based on knowledge, skills, and abilities in joint matters, not on inflexible time-based requirements. Congress should expand the statutory definitions of joint matters to incorporate service involving armed forces in operations, including support to civil authorities, with state and local agencies.*
- No further action is required.
  - Changes to Joint Officer Qualification System (JQS) system made in the 2007 NDAA and implemented on October 31, 2007, in DoD Instruction 1300.19, *DoD Joint Officer Management Program*, provides a quality assessment under the new Joint Officer Management experience path.
6. RC Officer Joint Qualification — recommendation 17:  
*DOD should list all manpower billets in joint organizations in a single manpower document. As part of this change, DOD should review all positions thoroughly and identify the essential skills or special background qualifications required or desired for each. To develop a pool of reserve component officers with the range of professional and joint experience required for selection to senior ranks,*
- a. DOD and the military services should develop a program that enables reserve component members to become fully joint qualified after rotating through the following assignments: serving over a period of years in a drilling status, serving on active duty for training in select joint billets, completing JPME either in residence or by distance learning, and, finally, serving a year on active duty in a joint designated billet. This program would allow reservists acting as individual augmentees to serve in a predictable manner and provide them joint qualification while supporting the operational needs of the Joint Staff and combatant commanders. To ensure that the best qualified officers are able to participate in this program, reimbursement of travel expenses for those selected should be mandated (see Recommendation #53).*
  - b. Congress should amend the Goldwater-Nichols Act to require that the level of reserve component officer representation in service headquarters and joint organizations, including combatant commands and the Joint Staff, be commensurate with the significant role that reserve components play in DOD's overall missions. The Secretary of Defense should require that National Guard or Reserve officers on tours of active duty serve as director, deputy director, or division chief within each joint directorate on the Joint Staff and at the combatant commands.*
  - c. The Secretary of Defense should require that National Guard or Reserve officers on tours of active duty serve as director, deputy director, or division chief within each joint directorate on the Joint Staff and at the combatant commands.*

- No further action is required.
- The changes to the joint officer management system made in the 2007 NDAA and implemented on October 31, 2007, in DoD Instruction 1300.19, *DoD Joint Officer Management Program*, now provides Active component and Reserve component officers with multiple paths to gain joint credit—the Standard (or traditional) Joint Duty Assignment (S-JDA) path, designated temporary JTF-HQ assignments, and through the Experience-based Joint Duty Assignments (E-JDA) path.
- Further enhancements have been submitted for Change 2 of DoDI 1300.19, which is projected to be published in January 2009. The proposed enhancements would extend the transition period from 2010 to 2020 for Reserve component officers who have not previously been awarded a lower level of Joint Credit, thus allowing them to attain the next level of Joint Qualifications appropriate for their rank. Another proposed enhancement would extend the retroactive transition provisions until 2013 for Reserve component officers to allow them a slightly longer period to request retroactive credit for Joint Experience and assessment of Joint Qualifications. Finally, an enhancement would extend the Joint promotion objectives of the original Goldwater-Nichols Act (applicable by law to active component officers) through policy to Reserve component officers, except for those Reserve component officers promoted through a position vacancy system. The proposal would provide a transition period with a reporting requirement beginning in 2012 with full implementation in 2015.

7. RC General/Flag Officers in Joint Positions — recommendation 18:

*In order to provide an incentive to the services to increase the number of billets available to reserve component general and flag officers, Congress should allow the services to assign reserve component general and flag officers to billets currently filled by active component officers by waiving up to 10 percent of the current statutory limitation (877) on the number of active component general and flag officers on a one-for-one basis, and sunseting this additional head space at the end of 5 or 10 years. Priority should be given to assignment in joint positions. Congress should require DOD to report annually on the number of reserve component general and flag officers serving (1) in joint duty positions and (2) in positions of importance and responsibility. Following the sunset, Congress should reconsider the number of Chairman's exempt positions, taking into account the number of reserve general and flag officers who have successfully served in joint tours during this time.*

- No further action is required.
- The Department has already submitted legislative proposals as part of the Department's Fiscal Year 2009 legislation that will eliminate barriers and provide Reserve component officers more opportunities to serve in the most senior and significant general and flag officer positions within the Department.

8. Annual Validation of CEI Database — recommendation 20:

*Congress should direct DOD to revalidate the current civilian employer database annually, to require service members to update the information in this database annually, and to expand the database to include résumé-type narrative information.*

- No further action is required.
- On March 31, 2008, DoDI 7730.54, Reserve Components Common Personnel Data System, was re-issued and included a requirement for members in the Ready Reserve to annually certify their Civilian Employment Information (CEI).

9. Implement a Single Pay and Personnel System — recommendation 21:  
*DOD should implement a combined pay and personnel system as soon as possible to rectify the inadequacies in today's legacy systems. Further, this implementation, together with the reduction and simplification of duty statuses and duty categories (see Recommendation #22), should receive immediate attention at the highest levels of DOD leadership. Whether DOD establishes a single system or multiple systems as part of a larger enterprise architecture, the military personnel and pay system must be streamlined and made more efficient. It must provide better service to military personnel and their families, including accurate records of service and timely and error-free delivery of compensation, benefits, and entitlements.*
- No further action is required.
  - The Department is implementing a common pay and personnel system with the Defense Integrated Military Human Resources System (DIMHRS).
  - The Army is scheduled to implement DIMHRS in March 2009, followed by the Air Force in mid to October 2009. The date for the Navy transition to DIMHRS has not been finalized.
  - The Marine Corps currently has an integrated pay and personnel system—MCTFS.
10. Single Retirement System — recommendation 27:  
*Congress should amend laws to place the active and reserve components into the same retirement system. Current service members should be grandfathered under the existing system but offered the option of converting to the new one; a five-year transition period should be provided for new entrants, during which time they could opt for either the new or the old plan.*
- No further action is required.
  - The Tenth Quadrennial Review of Military Compensation has completed a comprehensive review of the military retirement systems and published its findings in volume II of the Report of the Tenth Quadrennial Review of Military Compensation dated July 2008.
11. Retirement System Reforms — recommendation 28:  
*Congress should set the age for receipt of a military retirement annuity at 62 for service members who serve for at least 10 years, 60 for members who serve for at least 20 years, and 57 for members who serve for at least 30 years. Those who wish to receive their annuity at an earlier age should be eligible to do so, but the annuity should be reduced 5 percent for each year the recipient is under the statutory minimum retirement age (consistent with the Federal Employees Retirement System). For reserve component members, retired pay would continue to be calculated on the number of creditable retirement years, based on earning at least 50 retirement points per creditable year.*
- a. Congress should expand current statutory authority to permit all service members to receive up to 5 percent of annual basic pay in matching government contributions to the Thrift Savings Plan; the government's contribution would vest at 10 years of service, and the Thrift Savings Plan benefit would be portable and thus capable of being rolled over into a civilian 401(k) account.*
  - b. Congress should pass laws providing that the military retirement system allow some portion of its benefits to be vested at 10 years of service.*
  - c. As part of the reformed retirement system, retention would be encouraged by making service members eligible to receive "gate pay" at pivotal years of service. Such pay would come in the form of a bonus equal to a percentage of annual basic pay at the end of the year of service, at the discretion of the services.*
  - d. As part of the reformed retirement system, service members who are vested would receive separation pay based on the number of years served and their pay grade when they complete their service.*

- No further action is required.
  - The Tenth Quadrennial Review of Military Compensation has completed a comprehensive review of the military retirement systems and published its findings in volume II of the Report of the Tenth Quadrennial Review of Military Compensation dated July 2008.
12. Managing by Programming and Budget Outcomes — recommendation 30:  
*The Secretary of Defense should mandate that future programming decisions and budget requests be linked to the delivery of desired outcomes, conveyed in budget justification material in a manner that clearly delineates funding for reserve programs.*
- No further action is required.
  - The Department has established a system to manage capabilities by portfolios under the USD(C)/CFO budget performance integration initiative.
  - DoD Capability Portfolio Managers exercise functional oversight and establish strategic objectives and performance targets for their respective portfolios.
  - USD(C)/CFO ensures that the annual budget justification material submitted by the components include performance information, comply with the Secretary's guidance and priorities, are priced properly, and are executable.
13. Enhanced Readiness Reporting System — recommendation 33:  
*The Secretary of Defense should mandate that a common readiness reporting system include reporting on all data needed to determine readiness of units and allow full access to underlying data on personnel, equipment, and training. The system should be managed by the Joint Chiefs of Staff to assist the Chairman in the Chairman's statutory requirement to report on readiness and should include both active and reserve component data, thereby precluding any need to transfer data on reservists*
- No further action is required.
  - The Defense Readiness Reporting System (DRRS), as mandated in section 373 of the National Defense Authorization Act for Fiscal Year 1999 (P.L. 105-261) and implemented in DoD Directive 7730.65, is a Department-wide system that supports common readiness reporting, including the Reserve components.
  - As codified in 10 U.S.C. 117, the Secretary is responsible for establishing and managing a comprehensive readiness reporting system (DRRS) and this responsibility should remain with the Secretary.
  - As specified in 10 U.S.C. 117, the Chairman of the Joint Chiefs of Staff is required to conduct monthly and quarterly joint readiness reviews of the force.
14. Army Pre-mobilization Training — recommendation 41:  
*To effectively implement a "train, mobilize, deploy" model, the Secretary of the Army should direct that pre-deployment training is programmed for and that reserve component units are certified ready to the company level. This certified training should ensure that units arrive at mobilization stations without the need to be recertified and are ready to perform theater specific training.*
- No further action is required.
  - The Army is accepting Reserve component unit training certifications to the highest possible level at mobilization stations.

- This has eliminated the need to revalidate that training upon mobilization, unless the training certification has expired.
  - The Army is committed to establishing pre- and post-mobilization training models.
15. Partial Mobilization Duration Clarification — recommendation 46:  
*Congress should amend the partial mobilization statute (10 U.S.C. §12302) to clarify congressional intent with regard to the duration of the mobilization obligation.*
- No further action is required.
  - The Department changed its mobilization policy on January 19, 2007, and published a new force utilization policy on March 15, 2007, while maintaining the principles of judicious and prudent use in order to sustain the All Volunteer Force.
16. Impediments to Meeting Dwell Times — recommendation 48:  
*Congress should require the military services to report on any potential impediments to implementing dwell times and deployment periods that are sustainable during current and projected operations and to specify the necessary actions and appropriate milestones to overcome these impediments.*
- No further action is required.
  - The Department is working toward meeting the dwell periods established in the Secretary of Defense memo of January 19, 2007, on force utilization.
17. SecMilDept Title 10 Mob Authority — recommendation 49:  
*Service Secretaries should be empowered to exercise their statutory authority to conduct the functions of mobilizing and demobilizing their respective departments. Other DOD organizations should defer to this statutory authority.*
- No further action is required.
  - Sections 3013, 5013 and 8013 of title 10, U.S.C., provide the Secretaries of the Military Departments with the responsibility and authority, subject to the authority, direction, and control of the Secretary of Defense, to conduct the affairs of their respective departments, including the function of mobilizing.
  - The policies and practices instituted by the Secretary of Defense allow the Secretaries of the Military Departments to complete their title 10 functions while providing the Secretary of Defense with the appropriate oversight to manage the Department.
18. Mobilization Alert Notification — recommendation 50:  
*The military services should provide their members with adequate notice of a mobilization. Until the Army and Marine Corps have fully implemented force generation models for predictability, alert notification for these services needs to occur earlier—one year out—to allow all units sufficient time to train and prepare for deployment.*
- No further action is required.
  - In March 2002, the Department established a minimum notification time of at least 30 days in advance of mobilization with a goal of at least 90 days in advance of mobilization.

- Today, many units are provided notification of an upcoming mobilization a year in advance and in some cases more than one year.
  - Finally, guidance on advance notification of a pending mobilization is included in draft DODD 1235.10 and will be reflected in other documents as policies are updated.
19. IDT Travel Reimbursement — recommendation 53:  
*Congress should provide the service Secretaries with discretionary authority, delegable to the reserve component Chiefs, to reimburse service members for travel expenses in excess of 50 miles to participate in what are currently called drill periods. In addition, using existing authority, the services should budget for and provide lodging to each reserve component member who travels more than 50 miles from his or her residence to perform inactive duty training.*
- No further action is required.
  - Section 408a of title 37, U.S. Code, as added by section 631 of the 2008 NDAA, provides the Secretaries of the Military Departments with the authority to reimburse a member for expenses to travel to inactive duty training from outside the normal commuting area if the member is qualified in a critically short skill, assigned to a unit that is critically understaffed, is in a pay grade that is critically short or has been affected by BRAC.
20. Foreclosure Relief Under SCRA — recommendation 59:  
*The SCRA should be amended to increase to a period greater than 90 days the time allowed a service member to file for relief from foreclosure.*
- No further action is required.
  - Section 2203 of The Housing and Economic Recovery Act of 2008, Public Law 110-289, amended SCRA to increase the period for foreclosure protection from 90 days to nine months.
21. Service Member ID Number — recommendation 60:  
*DOD should replace Social Security numbers with another form of unique identifier for service members and their families in all Defense systems and should discontinue the use of SSNs on identity cards and dog tags.*
- No further action is required.
  - On March 28, 2008, the Under Secretary of Defense for Personnel and Readiness signed out a directive-type memorandum regarding the use of SSN on forms and in systems, which will be republished as a DoD Instruction within 180 days.
  - Additionally, a memo is being prepared for USD(P&R) providing notification that the SSN will be removed from ID cards. This will be completed in three phases beginning in December 2008 and will be completed in approximately 2013
22. E-Joint Family Assistance Center — recommendation 64:  
*DOD should create a "purple" system, available to employees of any DOD family assistance center via the Internet and phone, that would allow any family member access to needed information.*
- No further action is required.
  - The Department has established a purple system to provide support to geographically disperse members and families. Military OneSource (MOS) is available by phone or the internet 24/7, 365 days/year for family assistance.

23. Military OneSource — recommendation 66:  
*DOD should initiate and execute a massive information campaign to educate reserve component members and their families about the capabilities offered by the Military OneSource program.*
- No further action is required.
  - The Department is already marketing its one-stop military community and family support tool—Military OneSource—via media markets surrounding military installations and where there are high concentrations of National Guard and Reserve members.
24. Employer Advisory Council — recommendation 69:  
*The Secretary of Defense should establish an employer advisory council to meet regularly with and provide direct input to the Secretary of Defense. The Secretary should appoint the council members in accordance with congressional direction regarding the type and mix of employers who should be included. In addition, DOD should establish a program for regularly surveying employer interests and concerns and should track data developed in those surveys on a longitudinal basis.*
- No further action is required.
  - The Department already has a Department of Defense Advisory Board for Employer Support of the Guard and Reserve.
25. Sponsored Reserve — recommendation 72:  
*DOD should explore the possibility of creating and implementing a standardized program for a “contracted reserve” that is developed around a contract between volunteer civilian employers, their volunteer employees, and the U.S. government to provide a specialized and skilled reserve force for use in time of need.*
- No further action is required.
  - The concept of a sponsored reserve program has been explored by the Air Force over the past 15 years.
  - Their review determined that such a program offers only a “niche” capability where it is desirable for personnel to function in a military status for certain purposes (e.g., command and control, international law, operational risk, etc.) but does not lend itself to standardization.
  - However, the Secretaries of the Military Departments may explore the use of such a program if they find it might be useful in certain circumstances.
26. Wounded Warrior Oversight — recommendation 73:  
*To ensure coordinated implementation of the excellent recommendations of the reports submitted by numerous commissions over the past six months, as well as Congress’s landmark Wounded Warrior Act, the President should require the development of action plans—including timelines for implementation—by the Department of Defense, the Department of Veterans Affairs, and other federal agencies. The President should also establish a cabinet-level task force to oversee their implementation, coordinate interdepartmental concerns, and address issues of funding with the Director of the Office of Management and Budget. The cabinet-level task force should make its top priority restructuring and streamlining the DOD and VA disability determination processes and eliminating other long-standing VA and DOD stovepipes, such as medical information systems that lack interoperability and bi-directionality.*
- No further action is required.

- In May 2007, DoD and VA established a joint agency Senior Oversight Committee (SOC) to provide oversight to wounded warrior issues and to implement recommendations of the various commission and task force reports.
  - To prevent conflicts of interest and to expedite implementation, the activities of the SOC are overseen by the Joint Executive Council (JEC), co-chaired by the Deputy Secretary of Veterans Affairs and the Under Secretary of Defense for Personnel and Readiness.
  - The JEC provides senior leadership for coordination and resource sharing between VA and DoD.
  - The JEC's commitment to sustain SOC work asserts the ongoing Cabinet-level priority of coordinating responses to Presidential task forces and Congressional recommendations for joint DoD/VA action.
  - The establishment of a cabinet-level task force would be duplicative of the work already being conducted at the cabinet level by the JEC.
  - The Senate-passed 2009 NDAA (S. 3001) includes a provision for a three year extension of the SOC (section 1067).
27. Pre-deployment Health Assessment Baseline — recommendation 74:  
*The pre-deployment health assessment should be revised to reflect the original congressional intent to establish baseline health data, including data on psychological health; it should also go beyond the current reliance on self-assessment to incorporate greater participation by health care providers.*
- No further action is required.
  - Since publication of the CNGR report, changes have been made to the pre-deployment health assessment as suggested by the Commission.
28. Reserve Duty Immediately Following Demobilization — recommendation 75:  
*Reserve component units should resume monthly drills immediately after demobilization. As recommended by DOD's Mental Health Task Force, "At least the first drill should focus on reintegration issues with attention to discussion of deployment experiences, aspects of reintegration into community life, coping strategies and resilience supports, and other appropriate topics."*
- No further action is required.
  - The OSD Mobilization/Demobilization policy was modified on April 18, 2008, by the Under Secretary of Defense for Personnel and Readiness to accommodate involuntary duty immediately following demobilization for reunion/reintegration activities.
29. SecMilDept Total Force Responsibilities — recommendation 89:  
*Service Secretaries should be held accountable for resourcing and managing their total reserve manpower regardless of category in order to maintain, ready for activation, the optimal pool of personnel with required skills and experience. The Secretary of Defense should report annually to Congress on the status of both the Operational and Strategic Reserve Forces.*
- No further action is required.
  - Chapters 303, 503, and 803 of title 10, U.S.C., already place responsibility for managing and resourcing the Reserve components with the respective Secretary of the Military Department.

## **Recommendations Deferred to Another Department**

1. Freeze on Flexible Spending Accounts — recommendation 57:  
*Both the Internal Revenue Code and USERRA should be amended to specify that when service members are mobilized and until their deployment ends, the “year” in which funds were deposited into their flexible spending accounts be frozen.*
  - The Department supports the concept but defers to the Department of Treasury since changes to these accounts are under the purview of that Department.
  
2. VA Dental Care — recommendation 78:  
*Reserve component members should have one year to apply for dental care through VA.*
  - The Department supports the concept but defers to the Department of Veterans Affairs (DVA) since providing veterans’ benefits is under the purview of that Department.
  - Section 1709 of the National Defense Authorization Act for Fiscal Year 2008 amended section 1712(a)(1)(B)(iii) of title 38, U.S.C., to increase the time limit for dental care from 90 days to 180 days.
  - DVA is concerned that expanding the extension to one year for reservists only would create a two-tiered benefit system for newly discharged veterans, which would be difficult to administer since VA treats all veterans equally. Also, two levels of eligibility might create tension between active duty and the reserve because of different time frames to apply for dental care.

## **Recommendations for which No Action is Directed**

1. Eliminate Active Duty for Operational Support (ADOS) — recommendation 25:  
*During the transition to two duty statuses, DOD should uncouple existing statuses from pay and other compensation, substantially reduce the number of duty statuses, and standardize them across the services for ease of understanding and use.*
  - No action.
  - The Department does not support eliminating ADOS.
  - The recommendation is contradictory. It recommends “eliminating” ADOS but then recommends establishing a program to provide opportunities for Reserve component members to periodically perform active duty, which is exactly what ADOS provides.
  - Finally, the Department is preparing a report to Congress on ADOS that recommends several modifications to enhance the program.
  
2. Remove End Strength Limits — recommendation 26:  
*Congress should cease to manage DOD manpower levels by using authorized end strengths. DOD should budget for—and Congress should fund—personnel, active and reserve, based on requirements and needed capabilities.*
  - No action.
  - The Department does not support eliminating end strength limits.
  - End strengths are the fundamental building block of “requirements and needed capabilities,” which provide the quantitative measure essential for documenting requirements.
  
3. Partial Mobilization Ceiling — recommendation 47:  
*The limitation of 1,000,000 service members at any one time that can be mobilized under a partial mobilization should be replaced with a limitation that is relevant to the size of the existing Ready Reserve or the new reserve component categories proposed by the Commission in Recommendation #86.*
  - No action.
  - The partial mobilization ceiling specified in law is sufficient to meet force utilization requirements.
  - The existing ceiling affords the President and Secretary of Defense the latitude to manage the mobilization within the existing limit.
  
4. Reserve Component Categories — recommendation 86:  
*The current reserve component categories should be reorganized. The total force manpower pool should be viewed as consisting of the full-time active components and the reserve components, which should be divided into two categories that support integration, a continuum of service, the operational use of the reserve force, and continuing strategic depth and the ability to surge when required. DOD and the services should effectively manage and resource both of the categories.*

- a. *The two major divisions that should be established are*
    - *The Operational Reserve Force, which will consist of present-day Selected Reserve units and individual mobilization augmentees and will periodically serve active duty tours in rotation supporting the total force.*
    - *The Strategic Reserve Force, which will consist of two subdivisions:*
      - *The Strategic Ready Reserve Force, consisting of current Selected Reserve units and individuals who are not scheduled for rotational tours of active duty as well as the most ready, operationally current, and willing members of today's Individual Ready Reserve and retired service members (regular and reserve), managed to be readily accessible in a national emergency or incentivized to volunteer for service with the operational reserve or active component when required.*
      - *The Strategic Standby Reserve, consisting of those current Individual Ready Reservists and retired service members (regular and reserve) who are unlikely to be called on except in the most dire circumstances yet who still constitute a valuable pool of pretrained manpower worth tracking and managing.*
  - b. *Today's Standby Reserve category should be eliminated and its members that are not viable mobilization assets should be excluded from the total reserve force; those that are temporarily unavailable for mobilization should be maintained in the Strategic Reserve together with others unlikely to be called to service except in the case of full mobilization.*
  - c. *DOD and service leaders, in consultation with the Chairman of the Joint Chiefs of Staff and combatant commanders, must carefully determine which portions of each reserve component's current Selected Reserve should be placed in the Operational Reserve Force and which should be placed in the Strategic Reserve Force. These decisions must be based on requirements for units in rotation in constructs such as the Army Force Generation Model, the Marine Corps Total Force Generation model, and the Air Force Air and Space Expeditionary Force model. Requirements for homeland security and civil support capabilities must also be considered, and they may dictate that larger portions of the National Guard components be maintained in the Operational Reserve Force.*
  - d. *Each service must develop tools and incentives to manage each individual's movements between RCCs according to requirements for personnel, skills, and experience in active component and reserve component units and according to each individual's willingness and ability to serve. These tools must consist of both inducements for individuals to volunteer for service with operational forces when needed and the legal authority to enforce their compliance with contractual obligations.*
- No action.
  - The Department does not support creating separate Operational Reserve and Strategic Reserve categories as recommended by the Commission.
  - The Reserve components serve in both operational and strategic roles to meet the nation's defense requirements in peace and war.
  - If the Department implemented the Commission's recommendation, units and members would routinely be transferred between categories depending on where they are in their Service's force utilization cycle.
  - This would create a system of tiered readiness and would adversely affect members and their dependents since some benefits are based on the category in which the member is placed.

5. IRR and Retiree Reclassification — recommendation 87:  
*Members of the current Individual Ready Reserve and all military retirees should be placed into either the Strategic Ready Reserve Force or the Strategic Standby Reserve—depending on their readiness and willingness to serve, and on the need for their skills—and both categories should be managed to take advantage of these individuals' vast experience, including for homeland-related missions.*
  - No action.
  - This recommendation is related to recommendation 86, which the Department does not support.
6. Regular and Reserve Retirees — recommendation 88:  
*Regular retired service members and retired reserve service members should be managed together in the same RCCs and encouraged both to volunteer and to maintain readiness for identified mobilization assignments.*
  - No action.
  - This recommendation is related to recommendation 86, which the Department does not support.
  - Military retirees are already appropriately managed and have the opportunity to volunteer for assignments as evidenced by the Army's employment of military retirees to support the Global War on Terror.
7. Selective Service System — recommendation 90:  
*DOD should treat individuals registered with the Selective Service System as part of the total manpower pool available in the event of national emergency, and should coordinate planning for the mobilization and training of those individuals with the Director of the Selective Service System.*
  - No action.
  - The Department does not support managing individuals registered with the Selective Service System as an institutional part of the DoD manpower pool.
  - Individuals registered with the Selective Service System may be part of a total manpower pool from which to draw in the event of a national emergency, but they have not been screened and therefore are not necessarily even eligible for military service due to medical, physical, mental, moral, and other reasons. Therefore they should not be managed by DoD as part of the military force.
8. Staff Integration — recommendation 91:  
*The services Secretaries should manage reserve issues as part of the total force and assign the staffs who work on those issues to the appropriate assistant secretary assigned responsibility for the corresponding active component issues.*
  - No action.
  - The Department does not agree with this recommendation.
  - The Commission correctly stated that the Secretaries of the Military Departments are responsible for managing the affairs within their respective departments, to include managing their reserve components. As such, it should be left to the Secretaries of the Military Departments to organize their staff in a manner that they determine is optimal to fulfill their responsibilities.

9. RC Chief Appointment Limitation — recommendation 93:

*The statutory qualifications of all reserve component Chiefs should include the requirement that the officer appointed should be from the reserve component of the office to which he or she is appointed. Congress should amend sections 5143 (Office of Naval Reserve: appointment of Chief) and 5144 (Office of Marine Forces Reserve: appointment of Commander) of Title 10 to ensure that the Chiefs of the Naval Reserve and Marine Forces Reserve are from the reserve components of those services.*

- No action.
- The Department has not supported previous legislative proposals that would limit the pool of officers who could be selected for specific positions.
- This undermines the President's authority to select the best qualified officer for positions of significant responsibility.
- Therefore, the Department does not support limiting the selection of the Chief of the Navy Reserve and Commander of Marine Forces Reserve to only Reserve component officers.
- The current statutes provide the Secretary of Defense and the Secretary of the Navy with maximum flexibility in selecting the most qualified officer to fill the position of Chief of the Navy Reserve and Commander of Marine Forces Reserve.

10. Director ARNG and Director ANG — recommendation 94:

*Congress should establish an office for the Director of the Army National Guard and an office for the Director of the Air National Guard within the Army and Air Force staffs, respectively. The directors of these offices would have responsibilities similar to those held by the Chief of the Army Reserve and the Chief of the Air Force Reserve. The Director of the Army National Guard of the United States would assist the Army Chief of Staff in executing the Chief's responsibilities pursuant to Title 10 U.S.C. §3033. The Director of the Air National Guard of the United States would assist the Air Force Chief of Staff in executing the Chief's responsibilities pursuant to Title 10 U.S.C. §8033. The Directors of the Army and Air National Guard would have dual reporting responsibilities—reporting both to their respective Chiefs of Staff and to the Chief of the National Guard Bureau for non-federal National Guard matters. The Secretaries of the Army and Air Force should evaluate the need to establish commands for Army and Air National Guard forces serving in a Title 10 status as members of the Army National Guard of the United States and Air National Guard of the United States, respectively, and whether the Directors of the Army National Guard and the Air National Guard should command such organizations.*

- No action.
- The Department does not support making the Director of the Army National Guard and the Director of the Air National Guard a member of their respective service staffs.
- The recently published National Guard Bureau Charter (DoD Directive 5105.77) established an appropriate liaison and advisory structure to accomplish the intent of this recommendation.

11. Office of the Assistant Secretary of Defense — recommendation 95:

*Congress should pass legislation eliminating the Office of the Assistant Secretary of Defense for Reserve Affairs. The Secretary of Defense should report to Congress on how responsibility for reserve issues currently managed by the ASD-RA will be addressed by the appropriate under secretary or assistant secretary assigned responsibility for corresponding active component issues, and whether any further legislation is needed to ensure that personnel working on reserve issues hold rank and have responsibilities commensurate with those of their counterparts who handle active component issues.*

- No action.
- The Department does not support eliminating the Office of the Assistant Secretary of Defense for Reserve Affairs.

## CNGR IMPLEMENTATION PLAN

|                                                                                                                         |                                              |                        |
|-------------------------------------------------------------------------------------------------------------------------|----------------------------------------------|------------------------|
|                                                                                                                         |                                              |                        |
| <b>Recommendation:</b> (number, subject)                                                                                | <b>OPR:</b><br><b>Support Organizations:</b> |                        |
| <b>Commission's Recommendation:</b>                                                                                     |                                              |                        |
| <b>SECDEF Directed Action:</b>                                                                                          |                                              |                        |
|                                                                                                                         |                                              |                        |
| <b>Discussion:</b> (optional)                                                                                           |                                              |                        |
|                                                                                                                         |                                              |                        |
| <b>Implementation Plan:</b>                                                                                             |                                              |                        |
| <b>Milestones</b>                                                                                                       | <b>Target Date</b>                           | <b>Completion Date</b> |
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|                                                                                                                         |                                              |                        |
| <b>Additional Resource Requirements:</b> (funding, manpower, etc.)                                                      |                                              |                        |
|                                                                                                                         |                                              |                        |
| <b>Legislative Changes:</b> (title, section and brief description: e.g., 10 U.S.C. 1074a(d)(1), expand to all Services) |                                              |                        |
|                                                                                                                         |                                              |                        |
| <b>Lead POC and Contact Information:</b> (Name, phone, email)                                                           |                                              |                        |