

## **LESSON 6 TOTAL FORCE**

*“To provide trained units and qualified persons available for active duty in the armed forces, in time of war or national emergency and at such other times as the national security requires, to fill the needs of the armed forces whenever, during, and after the period needed to procure and train additional units and qualified persons to achieve the planned mobilization, more units and persons are needed than are in the regular units.”*

*—Title 10, United States Code Armed Forces*

### **Lesson Introduction**

This lesson introduces the Total Force concept with an emphasis on the Reserve Components of the U.S. Armed Forces and how the integrated force structure concept enhances the readiness and mobilization of each of the Services in the post-Cold War era. The mobilization process and our nation’s actual ability to quickly mobilize the reserve component is a critical capability, one that is necessary to accomplish our nation’s strategic goals. The Reserve Component (RC) is a critical part of America’s Armed Forces and provides an enhanced capability that may be lacking in the active duty structure. This is particularly significant today due to force structure reductions and increased deployment, on a worldwide basis, by each of the active components. As Marine officers, it is essential for you to understand the mobilization process and the structure and roles of the reserve component in order to effectively plan for and employ this vital element of the Total Force.

### **Student Requirements by Educational Objective**

#### **Requirement 1**

Objective 1. Explain the concept and background of the Total Force Policy. [JPME Areas 1(b)(e), 2(a)(b), 3(a)(e)]

Objective 2. Describe the concept of readiness and mobilization in the post-Cold War era. [JPME Areas 1(b)(e), 2(a), 3(a)(e), 4(a)(b)]

Read:

- Joint Pub 4-05, *Joint Doctrine for Mobilization Planning*, 22 June 1995, Chapter I, pp I-1 to I-9 (9 pages)
- Joint Pub 4-05.1, *Joint Tactics, Techniques, and Procedures for Manpower Mobilization and Demobilization Operations: Reserve Component (RC) Callup*, 11 November 1998, Chapter III, pp. III-1 to III-11 (11 pages)

In August 1970, Secretary of Defense Melvin R. Laird directed the Military Departments to apply a Total Force concept to all aspects of planning, programming, manning, equipping and employing National Guard and Reserve forces. Then, the U.S. Armed Forces were restructuring to meet the threat of a dynamic security environment while dealing with the economic realities of decreasing defense budgets. Secretary Laird reached the inescapable conclusion that increased reliance on National Guard and Reserve forces was a prerequisite to a cost-effective force structure.

In 1973, the Department adopted the concept as the Total Force policy, which recognized that all of America's military—Active, Guard and Reserve—should be readily available to provide for the common defense. Each succeeding administration has emphasized this approach. The nation has benefited from the lower peacetime sustaining costs of Reserve forces, compared to similar active units, that result in a more capable force structure for a smaller defense budget. Today, the Total Force concept has proven to be a clear and continuing success. The Persian Gulf War (1990-1991) required the largest mobilization and deployment of the Reserve components since the Korean Conflict and was an important test of the integration of Active and Reserve components under the Total Force Policy. While regional dangers and other threats have replaced the global Soviet threat, the Total Force Policy remains the key to our nation's defense strategy.

The Total Force Policy remains the basis for the composition of the U.S. Military Forces in the post-Cold War era. The objective of the Total Force Policy is to integrate the capabilities and strengths of Active and Reserve forces in the most cost-effective manner possible and to maintain as small an Active peacetime force as national security policy, military strategy and overseas commitments permit. Required military forces are maintained in that component of the Total Force—Active or Reserve—in which they can most effectively and most economically accomplish required objectives at an acceptable level of risk. Members of the National Guard and Reserve constitute the initial and primary augmentation of Active military forces.

As defined in DoD Directive 5124.8, dated July 16, 2003, the Total Force is as follows:

the organizations, units, and individuals that comprise the Defense Department's resources for implementing the national security strategy. It includes DoD Active and Reserve military personnel, military retired members, DoD civilian personnel (including foreign national direct- and indirect-hire, as well as non-appropriated fund employees), contractors, and host-nation support personnel.

RCs are defined in the following manner:

collectively the Army National Guard of the United States, the Army Reserve, the Naval Reserve, the Marine Corps Reserve, the Air National Guard of the United States, the Air Force Reserve, and the Coast Guard Reserve when the Coast Guard is operating as a Service of the Department of the Navy.

In addition to the RC's personnel, the RC's equipment is a major area covered under the Total Force Policy. In keeping with the Total Force Policy, the quality of National Guard and Reserve

equipment has significantly improved. If Reserve components are to play a credible role in the force structure, it is imperative they be provided with modern equipment that is compatible with the Active Component (AC) and is supportable by current logistics bases. Since 1980, the RCs have been the beneficiaries of a significant modernization program, guided by two principles the Secretary of Defense gave to the Joint Chiefs of Staff and the Services in June 1982. First, "the long range...goal of the Department is to equip all Active, Guard and Reserve units to full wartime requirements...units that fight first shall be equipped first regardless of component." Second, "...early deploying Guard and Reserve units must have equipment to perform their missions. Active and Reserve units deploying at the same time should have equal claim on modern equipment inventories."

These two principles have been codified in DoD Directive 1225.6, "Equipping the Reserve Forces," dated November 2, 1992. This directive specifically states: "The priority for the distribution of new and combat-serviceable equipment, with associated support and test equipment, should be given to units scheduled to be deployed and/or employed first, irrespective of component. Equipment priorities for the Ready Reserve units will be established using the same methodology as regular units having the same mobilization mission or deployment requirements."

## **Requirement 2**

Objective 3. Discuss the increasing roles and missions of the reserve components in the post-Cold War era. [JPME Areas 1(a)(b)(e), 3(a)(e), 4(a)]

Read:

- Stephen Duncan, "Citizen Sailors and Soldiers: Designing the New Total Force," *Shipmate* (publication of U.S. Naval Academy), April 2002 (5 pages)
- K. L. Vantran, "Officials Discuss Plans to Rebalance Guard, Reserve, Active Forces (corrected story)," American Forces Press Service, Aug. 26, 2003 (2 pages)
- Donna Mills, "Defense Leaders Discuss Reserve Component Role in War on Terror," American Forces Press Service, Sept. 25, 2003 (2 pages)

The RCs' support has been critical since the end of the Cold War. All the Services have relied on their respective reserve/national guard components to perform the various missions assigned. RC support has become even more critical in the Global War on Terrorism (GWOT). However, the nature of the GWOT and the level of support required of the RC were not envisioned by the framers of the Total Force concept. Many combat support and combat service support missions previously assigned to the active components were transferred to the reserve component as part of the Total Force integration to allow the active components to concentrate a greater percentage of active forces on combat roles and missions. This AC/RC mix was based on the Cold War model of defending against the USSR and the Warsaw Pact in Central Europe. The security environment of the 21<sup>st</sup> century is dramatically different from the days of the Cold War. The requirement to mobilize and deploy forces rapidly to meet emerging and ongoing security threats requires the U.S. military to rethink its force mix and the missions assigned to AC and RC units.

Many RC units require additional time to mobilize and prepare forces and equipment for deployment. Because the preponderance of certain critical capabilities resides in the RC, a delay in deploying these capabilities can delay the employment of AC units. The following excerpted material from the *2001 Annual Defense Report* illustrates some of the critical capabilities residing in the RC:

Within the Army, the Selected Reserve elements of the Army National Guard and Army Reserve comprise 54 percent of the force. Their units provide essential combat, combat support, and combat service support to the Army. Their contributions are particularly important in high-demand, low-density (HD/LD) units. For example, by percentage of the Army, the RC provides the following capabilities: public affairs (82 percent), civil affairs (97 percent), medical brigades (85 percent), psychological operations units (81 percent), engineering battalions (70 percent), and military police battalions (66 percent). The Army is doing more than taking advantage of the unique capabilities inherent in its guard and reserve. It is assigning wholesale missions to them. In March 2000, the Texas National Guard's 49th Armored Division (AD) took command of the multinational Bosnian peacekeeping effort. The almost-700 soldiers of the 49<sup>th</sup>AD completed a six-month deployment to Bosnia, thus freeing an Active division to concentrate on training for their wartime mission during that period. When the 29th Infantry Division from Virginia takes over the American sector in Bosnia in 2001, the majority of American troops will be reservists. In addition, eight Army National Guard-enhanced separate brigades will send companies to form battalion-level task forces for future rotations of the Stabilization Force. These planned deployments send a clear signal about the Department's increased reliance on, and trust in, its reserve components. From now on, the men and women of the armed forces—guard, reserve, and active—will work more closely together as an integrated force. In addition, the Army created two integrated divisions in October 1999 with six Army National Guard-enhanced Separate Brigades under active component leadership. This configuration leverages the senior level command of the active component with the part-time service of professionals in the reserve component.

The Navy is also making significant progress in building a seamless force. Naval Reserve units are an integral part of many mission areas of the Navy, including fleet logistics, maritime patrol, carrier and helicopter wings, mobile construction forces, intelligence units, surface combatants, explosive ordnance disposal, undersea warfare units, operational and administrative staffs, special warfare, and medical support units. For example, by percentage of the Navy, Naval Reserve contributions include mobile inshore undersea warfare units (100 percent); logistics support squadrons (100 percent); Tactical Aviation Adversary (100 percent); cargo handling battalions (93 percent); mobile construction battalions (60 percent); and fleet hospitals (40 percent). Naval reservists make up about 50 percent of the Navy's mine countermeasure forces, with 16 mine warfare ships, including the Navy's only Mine Control Ship, USS *Inchon*. The Selected Reserve part of the Naval Reserve comprises 16 percent of the Navy. More and more

reserve flag officers are performing extended active duty, and their assignments indicate increased reliance on reserve leaders. Naval reservists provided 80 percent of the overall Naval individual augmentation force in support of the Bosnia and Kosovo operations, and Naval Reserve units are being relied upon to complete increasing portions of counterdrug operations. Naval Reserve aircraft squadrons perform 25 percent of that mission while Naval Reserve ships accomplish some 30 percent.

The Marine Corps' Total Force approach reflects its imperative to maintain a high state of readiness for war or national emergency. All enlisted personnel and officers, active and reserve, train to a common standard, and they have the same organizational structures staffed by Marines trained to the same individual and unit training standards. Reserve units can be used in addition to or instead of the Active Force, either for OPTEMPO relief or for tackling a mission head-on. Thus, within the Marine Corps, advancements toward integration are not fundamental shifts but rather refinements to an ongoing and highly successful process of utilizing reservists. The Corps has embraced a simple concept with a clear intent: Reservists are a major part of the Marine Corps warfighting and expeditionary forces, and the Corps is already set up to take advantage of reserve strengths across the board. The Marine Corps Reserve includes a division, an air wing, and a force service support group. The Marine Forces Reserve Headquarters in New Orleans provides peacetime command, control, and resource allocation for the Marine Corps Reserve. The active and reserve components are closely integrated through horizontal fielding of equipment, weaponry, technology, and training. Marine Corps Reserve contributions to the Marine Corps, by percentage, include civil affairs (100 percent); artillery battalions (33 percent); tank battalions (50 percent); supply battalions (25 percent); and light attack helicopter squadrons (25 percent). The Selected Reserve part of the Marine Corps Reserve constitutes about 19 percent of the Marine Corps.

Since 1995, the Coast Guard has embraced a vision of integration that has essentially done away with the traditional reserve structure within its force, moving instead to one in which the Coast Guard Reserve has evolved into a force largely comprised of Individual Mobilization Augmentees. Today, more than 80 percent of all reservists are assigned to and work directly for active component units and assist in the performance of virtually all Coast Guard missions. They meet the same professional qualification standards as their active duty counterparts, attend the same formal schools and perform the same on-the-job training. Force Integration has helped active duty Coast Guard field commanders better perform their missions by leveraging the valuable and often unique professional skills of reservists, from environmental protection to law enforcement, from search and rescue to port safety. The Coast Guard Reserve augments the Coast Guard in most operational mission areas and provides specialized port security elements (some 97 percent of the total Coast Guard capability) and pollution response strike teams.

The Air Force is adapting to the changing missions of today in preparation for the challenges of tomorrow by implementing a new planning and scheduling concept for employment of forces utilizing Aerospace Expeditionary Forces or AEFs. This concept responds to the increasing number of contingencies that call for worldwide deployments; it attempts to inject predictability into the scheduling of Air Force units and personnel. The AEFs require full integration of all the air components into cohesive deployable force packages. These forces can be tailored to meet CINC [Combatant Commander] requirements. Part of that tailoring involves the routine employment of associated guard and reserve units and personnel on a day-to-day basis. The goal is to balance OPTEMPO across the force, and enhance readiness. The AEF also offers reservists and their civilian employers more predictability and stability with respect to the timing and duration of deployments. The overall mission remains the same—to provide rapid and decisive global air power when and where needed.

The Air National Guard and Air Force Reserve perform a broad range of combat and combat support missions, including counter air; interdiction; close air support; strategic and tactical airlift; aerial refueling; space operations; force protection; aeromedical evacuation; weather reconnaissance; combat search and rescue (CSAR); and special operations. Air National Guard and Air Force Reserve contributions, by percentage of the total Air Force inventory, include strategic interceptor force (100 percent); tactical airlift (71 percent); weather reconnaissance (100 percent); aerial refueling and strategic tankers (67 percent); CSAR (54 percent); tactical air support (38 percent); strategic airlift (62 percent); and special operations (17 percent). The Selected Reserve elements of the Air National Guard and Air Force Reserve comprise 33 percent of the Air Force.

The changing global environment and the corresponding changing threats to U.S. security require a reexamination of the Total Force mix to ensure the U.S. military can conduct short notice operations while relying on the RC to provide sustainment support when required. The integration of the AC and RC does provide a positive contribution to U.S. security by reducing overall defense costs and providing an intangible link to the American public. However, an over-reliance on RC capabilities, especially at the beginning of an emerging crisis, can cause unnecessary delays and difficulties in deploying and employing forces to deter an escalation of a crisis or defeat a threat. To address the over reliance of reserve forces at the beginning of a crisis, the Secretary of Defense, in July 2003, directed a review of the AC/RC force mix be conducted. Until policy changes are implemented, the RC will continue to provide critical support from the beginning of emerging crises through stabilization and redeployment phases.

### Requirement 3

Objective 4. Describe the mission and composition of the Marine Corps Reserve. [JPME Areas 1(a)(b), 2(d)]

Read:

- “Continental Marine 2003 Almanac,” pp. 4 to 13. (5 pages) This is a yearly publication produced by Marine Forces Reserve and provides an overview of the Marine Forces Reserve. For updated versions, go to [http://www.marforres.usmc.mil/realweb/ConMar/continental\\_marine\\_magazine.htm](http://www.marforres.usmc.mil/realweb/ConMar/continental_marine_magazine.htm).

The Marine Corps makes a substantial investment of regular component members and active reserves to provide operational expertise to and within its Reserves; they are well trained and ready and, as small units, can go directly to war with little, if any, further training. There is also a full spectrum of capabilities retained due in part to Title X. Some capabilities (civil affairs, aggressor aircraft, graves registration) are found only in the Reserves, although responsibility for the function still resides with the force/committed-MAGTF commander. The Marine Corps also maintains a sizeable (relative to its own size) individual augmentation capability. The implication of all the aforementioned information is that the Marine Corps will remain part and parcel of an optimal force that is rapidly deployable with Reserves but, more significantly, one that uses the Reserves in a manner consistent with its vast experience, discipline, tradition, and size.

The conceptual underpinnings of the reserve program is recruitment of quality Marine reservists, mirror imaging with the active components in terms of training and equipment, standard training and educational opportunities for active and reserve components, and wartime and peacetime mission execution along the following:

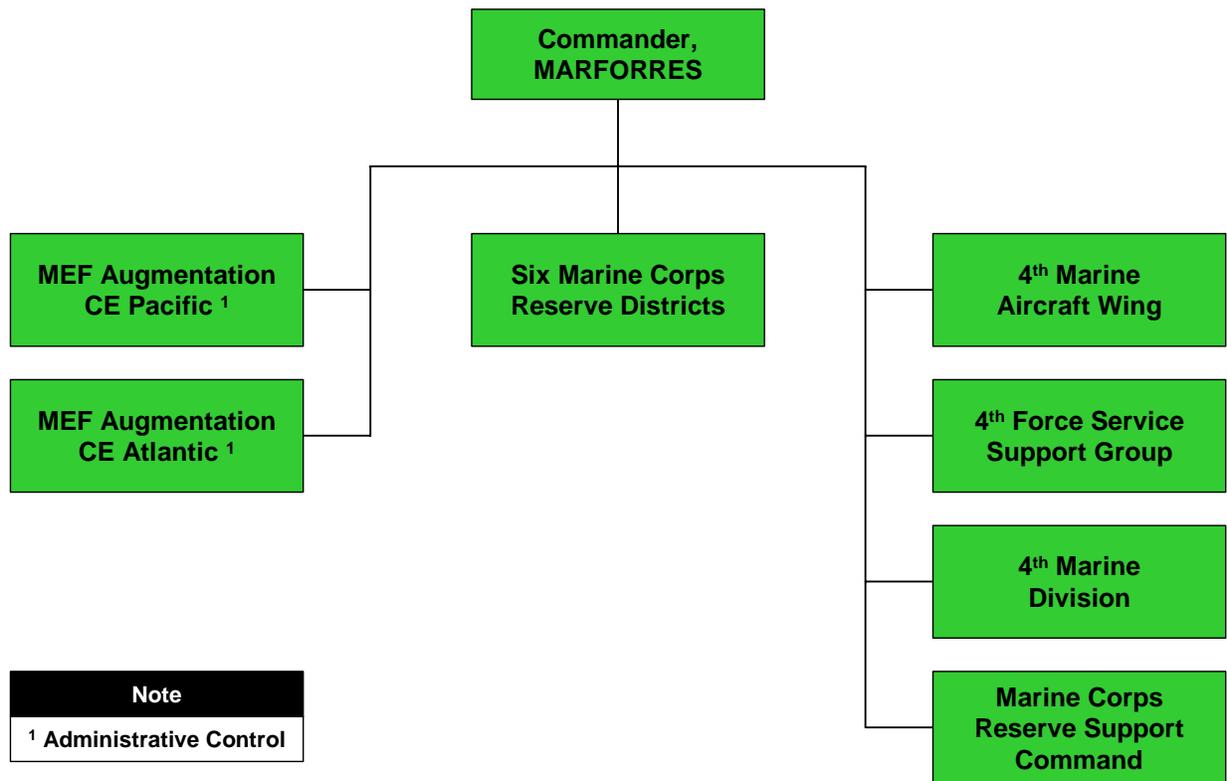
- To augment and reinforce the regular component during national emergencies.
- To provide peacetime operational and personnel tempo relief to the regular components.
- To “tell the Marines Corps story” to the American public by being “the citizen soldier” in society.

Marine Corps Forces Reserve (MARFORRES) is a vital element of the Marine Corps total force and is organized under the Commander, Marine Corps Forces Reserve (COMMARFORRES). It can augment and reinforce any operation in which the MARFOR participates. The Marine Corps total force consists of the active component, the Reserve component, and retired personnel. Force expansion is made possible by the activation of the MARFORRES, which, like the active forces, consists of a combined-arms force with ground, aviation, and CSS units. The Marine Corps Mobilization Management Plan (MPLAN), dated 7 November 1997, provides detailed guidance and procedures for mobilizing/recalling members of the Reserve. Graduated Mobilization Response (GMR) is the ongoing process of providing a viable deterrent capability to meet a crisis/contingency at the lowest possible level and sequentially to build a response force that is appropriate to the threat. The President may authorize recall of up to 200,000

Selected Reservists (including individual mobilization augmentees [IMAs]) to active duty for a period of 270 days. Under this authority, Selected Marine Corps Reserve (SMCR) units organized to serve as units must be activated as units.

The MARFORRES is composed of the following:

(1) **Ready Reserve.** The Ready Reserve consists of those units and members of a Reserve component who are liable for active duty in time of war or national emergency as proclaimed by the President or declared by Congress or when otherwise authorized by law. Included in the Ready Reserve are the SMCR and the Individual Ready Reserve (IRR).



### Marine Corps Reserve

(a) **SMCR.** The SMCR includes units and individual members who participate in scheduled drills and a two-week annual active duty period for training purposes (annual training duty).

(b) **IRR.** The IRR generally consists of Marines who have recently served in the active forces or SMCR and have a period of obligated service remaining on their contract. The majority of IRR members do not participate in Reserve training and are not members of the SMCR. Members of the Delayed Entry Program also belong to the IRR.

(2) **Standby Reserve.** The Standby Reserve is composed of Marines not in the Ready or Retired Reserve who are subject to recall to active duty in time of war or a national emergency as declared by Congress.

(3) **Retired Reserve.** The Retired Reserve includes reservists who are retired under various laws and regulations. Retired Reserves may be mobilized under conditions similar to those for Standby Reserve mobilization.

The Marine Expeditionary Force Augmentation Command Element (MACE) is organized to support the MEF CE. A MACE includes approximately 166 Reserve Marines who are activated during a major theater war or any contingency that may require additional support. Both I MEF and II MEF have an assigned MACE. The MACE provides additional personnel to all staff sections, provides additional liaison officers, and conducts command and control in rear area operations.

**Lesson Summary**

Although the forces and missions of the active and reserve components may be realigned to better meet the security threats of the future, a robust RC will continue to be a critical requirement in accomplishing our nation’s security strategy. With this large RC comes the necessity to have strategic mobilization plans that can quickly form the right mix of forces to deploy to crisis areas around the world. Increased operational and personnel tempos since the end of the Cold War illustrate that the activation of Reserve forces is a necessity in order to support regular forces in the myriad of around-the-world deployments. Understanding the concepts and policies for activating, mobilizing, and deploying Reserve forces is essential for Marine officers, both active and reserve, in order to be better prepared when such units and individuals are activated for peacetime or wartime operations.

**JPME Summary**

AREA 1					AREA 2				AREA 3					AREA 4					AREA 5				
A	B	C	D	E	A	B	C	D	A	B	C	D	E	A	B	C	D	E	A	B	C	D	
X	X			X	X	X		X	X				X	X	X								