



## **ROA LEGISLATIVE AGENDA**



**115<sup>th</sup> CONGRESS**





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### **LEGISLATIVE CYBER AGENDA – AUTHORIZATIONS AND APPROPRIATIONS**

#### **Authorities and Roles: Define the Cyber Roles and Legal Authorities**

Assign responsibility and accountability to specific federal agencies for each discrete strategic, operational, and tactical role in the cyber domain. In addition, address the legal authorities for cyber offensive and defensive operations, especially in response to cyber-attacks.

#### **End Strength: Increase End Strength for Guard and Reserve Cyber Units**

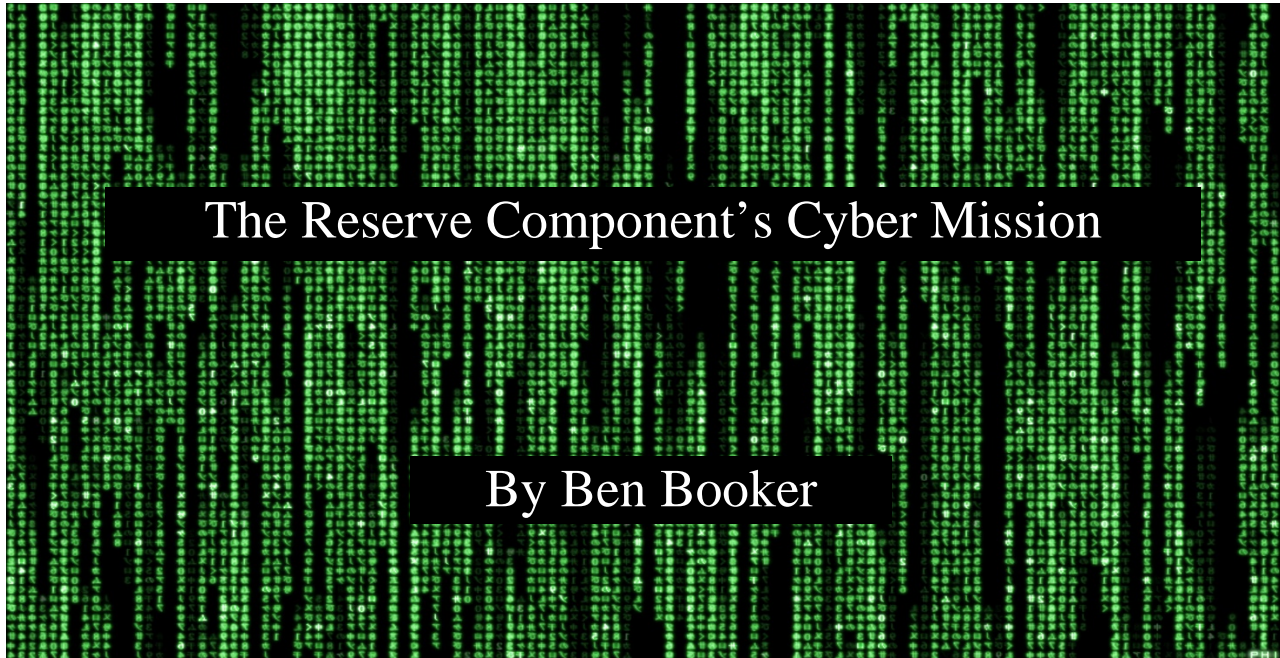
Expand mission contribution through increased end strength for the Guard and Reserve to bring civilian industry expertise given their civilian positions.

#### **Cyber Training: Increase the Number of RC Cyber Training Slots**

Increase the number of training slots to eliminate the backlog of Reserve Component attendance. It would be a temporary surge to authorize and appropriate funds to meet the cyber training requirements as the mission is established in the Department of Defense.

#### **Cyber Mission: Expand Cyber Mission for Guard and Reserve**

Expand the cyber mission for the Guard and Reserve, leveraging civilian and industry technical expertise. Clarify the authorities under which Guard and Reserve units should be called to duty for cyber emergency responses.



**Executive Summary:**

Cyberwarfare is a highly complex domain that exposes domestic civilian assets to direct attack. Given the corporate cyber knowledge found in the Guard and Reserve and their greater integration into the private sector, they need to take a greater role in military cyber operations. The main challenges present in the cyber domain are listed below along with the corresponding Reserve Component capability which can address it.

Cyber Challenge	Reserve Component contribution to address it
Complex and rapidly changing domain	Reserve Component has cyber experts employed in multiple cyber areas in the innovative private sector
Rapidly evolving and updated technologies	Reserve Component is connected to the private sector and has familiarity with newer defensive cyber technologies
Cyber attacks can target homeland infrastructure	National Guard is integrated with civilian infrastructure teams
Threatens digitally connected global commons	National Guard State Partnership Program can help build ally cyber capabilities



Cyberspace has become the newest contested domain in armed conflict. Unlike other traditional domains like land, sea, air or space, the U.S. does not have a preponderance of power (although even some of these domains are becoming more contested). From ISIS and Russian propaganda to North Korean and Chinese hacking, the United States is facing unprecedented challenges from both state and non-state actors. To effectively confront these problems and maintain a strategic and operational advantage, the U.S. must tap into all its available resources including the National Guard and Reserves. Given the nature of cyberwarfare, which is highly complex and rapidly developing, exposes critical civilian infrastructure to sabotage, and is disruptive to global political and economic order, the U.S. National Guard and Reserves must take a prominent role in executing U.S. cybersecurity strategy and operations.

### DoD's Three Primary Cyber Missions

		
Defend DoD networks, systems, and information	Defend the U.S. homeland and U.S. national interests against cyberattacks of significant consequence	Provide cyber support to military operational and contingency plans

[https://www.defense.gov/News/Special-Reports/0415\\_Cyber-Strategy](https://www.defense.gov/News/Special-Reports/0415_Cyber-Strategy)

## Defining Cyberspace and Cyberwarfare

The military services define cyberspace as “a global domain within the information environment consisting of the interdependent networks of information technology infrastructures and resident data, including the Internet, telecommunications networks, computer systems, and embedded processors and controllers.”<sup>1</sup> Essentially, cyberspace is made of up of three layers.

1. *Physical layer*: This is the material infrastructure people can touch with their hands: computers, wires, transmitters, communications infrastructure and all the other hardware that makes up computers.
2. *Software*: These are systems of instructions humans program that dictate the actions and reactions that happen on a computer and between computers.
3. *Data*: Data stored in machines creates information used in networks or computer operations.<sup>2</sup>

<sup>1</sup> Joint Publication, “JP 3-12: Cyberspace Operations,” Department of Defense, February 5, 2013, pg v.

<sup>2</sup> Lior Tabansky, “Basic Concepts of Cyber Warfare,” Military and Strategic Affairs, Vol.3, No.1, May 2011, 77-78.

Cyberwarfare refers to when state or non-state actors use cyber capabilities to penetrate, disrupt, destroy or inflict damage on another actor's computers and/or networks to inflict damage.<sup>3</sup> Hostile cyber-attacks have been on the rise due to several factors.

1. *Cyber capabilities are cheaper to acquire and develop than weapons in other domains.*<sup>4</sup> Since entry costs are lower, more actors can employ cyber including non-state actors like individual hackers and violent extremist organizations (VEOs).
2. *Cyber-attacks tend to be anonymous and it is difficult to pinpoint their origin.*<sup>5</sup> Since the perpetrator of a cyber-attack is harder to identify, it encourages more actors to initiate cyber-attacks because they are less likely to face retaliation or consequences.
3. *Cyber favors offensive capabilities.*<sup>6</sup> Cyberspace was designed as an open platform (closed systems are the exception) and security was an afterthought. This fundamental structure creates a domain where it harder to deter attacks since cyber favors open boundaries as opposed to closed defenses.<sup>7</sup>

Beyond the increase and anonymity in cyber-attacks, cyberwarfare poses other problems to the U.S:

1. *Cyberwarfare is complex and rapidly evolving.* Combat in other domains can use legacy hardware and equipment for much longer, but cyber weapons and defenses become quickly outdated and useless. Therefore, cyber capabilities require incessant innovation and high level, extensive training, which demands high level expertise imposing costs on employers.<sup>8</sup>
2. *Cyber shrinks global distance and exposes the U.S. homeland to direct cyber-attacks.* The U.S. has been afforded relative sanctuary from direct attacks upon its homeland due to two vast oceans surrounding it and peaceful relations with its neighbors. However, cyber can traverse oceans instantaneously and can result in direct damage being inflicted upon domestic infrastructure from distant foes.
3. *The U.S. and many of its allies' economies and national security infrastructure are dependent on cyberspace.* The global economy is becoming increasingly digitally interconnected, which provides more high-value targets for U.S. adversaries.<sup>9</sup> Global digital economy instruments

<sup>3</sup> Fred Schreier, "On Cyberwarfare," Democratic Control of the Armed Forces, 2015, 17.

<sup>4</sup> Ibid, 12.

<sup>5</sup> Tabansky, "Basic Concepts of Cyber Warfare," 80.

<sup>6</sup> Scheirer, "On Cyberwarfare," 12.

<sup>7</sup> James Lewis, "Deterrence in the Cyber Age," Global Forecast 2015, Center for Strategic and International Studies, November 13, 2014, 19-20.

<sup>8</sup> Tabansky, 80.

<sup>9</sup> Shreirer, "On Cyberwarfare," 33.



and programs are predicated on low boundaries to facilitate cross-exchange of data, it becomes more difficult to defend. Unlike the global economy, national security infrastructure are closed systems, but are still inherently vulnerable because it resides in cyberspace.

## Reserve Components Cyber Expertise

The Reserve Component (RC), made up of the Guard and Reserve forces, is positioned to address these cybersecurity threats and augment the Total Force's cyber capabilities. Given cyberspace's complexity, the central foundation to a strong, robust, cyber strategy is talented personnel.<sup>10</sup> The RC can provide this highly-qualified talent in comparison to their active duty counterparts. However, the global demand for this expertise continues to challenge recruitment across the DoD enterprise.

RC members in their civilian capacities are employed in the information and communications technology (ICT) sector where much of today's cyber innovation takes place. Therefore, the RC can stay abreast of the rapid changes taking place in the cyber sector and can use that knowledge when called up for duty. In addition, Reservists and National Guard members are given advanced cyber training in the private sector, which the Defense Department can employ without having to invest the time and resources to train them in foundational cyber skills. This allows for cost-savings and often-times, better training than could be provided through a DoD IT training program.<sup>11</sup>



*U.S. Air Force reservists study ways to prevent malware from entering airplanes at Homestead Air Reserve Base, FL. Reservists successfully stopped and contained malware that was affecting Air Force systems nationwide. Well trained reservists on base made it so national cyber mission teams did not have to travel to the site to identify the problem. This demonstrates on-site, geographically spread, reserve units can ensure better homeland defenses. (U.S. Air Force phot/Desiree W. Move)*

<sup>10</sup> Amaani Lyle, "Motivation, Talent Remain Strongest Elements of Network Defense, Says Cyber Officials," Department of Defense News, October 25, 2016.

<sup>11</sup> Department of Defense, *Unit Cost and Readiness for the Active and Reserve Components of the Armed Forces*, Dec. 2013, 7-8, 11.

These private sector connections can help in other ways. Since cyber is rapidly changing, it demands frequent equipment updates and software innovation.

Unfortunately, the DoD is not very efficient in procuring new IT equipment nor are its



*Tech Sgt. Michael Barnhart from the Alabama Air National Guard supports air squadron exercises rerouting network access to ensure fighter aircraft can possess the digital assets they need to perform at their peak. These exercises are part of Sentry Savannah, a regional training operation providing ANG fighter units experience so they can be quickly operational during wartime. (Georgia Department of Defense photo by Staff Sgt. Tracy J. Smith)*

legacy IT systems well protected.<sup>12</sup>

Without up-to-date IT equipment and cyber tools, the DoD and other federal IT systems will remain exposed to cyber-attacks. RC members employed in the defense and ICT industry can help address this need. They can use their experience and continued work in the ICT industry to inform the military about recent cyber tool developments and new advanced equipment. In addition, they can provide or recommend options to help defense and IT companies with DoD's IT acquisition process.<sup>13</sup>

Combining their knowledge of DoD needs with private sector ICT equipment developments can help the DoD, ICT sector, and defense industry better coordinate to efficiently provide the DoD with the most advanced ICT equipment and cyber tools. When financial

constraints prevent the acquisition of advanced equipment and tools, RC depth of knowledge can help provide risk awareness and advice to key public and private actors in the ICT space.

## Reserve Components Cyber Response

These equipment updates and personnel recruitment are needed because the cyber threat is persistent and actively threatens homeland security. Cyber is a unique threat in that it easily overcomes natural boundaries like oceans and distance that have acted as a major deterrent to direct attacks against the U.S. mainland.<sup>14</sup> In addition, as automation and interconnectedness spread there are increasingly more valuable targets to hit. This includes critical civilian infrastructure, which, if hit, can disrupt important functions like supplying water or electricity.<sup>15</sup>

<sup>12</sup> Department of Defense, "Department of Defense Information Technology Environment: Way Forward to Tomorrow's Landscape," August 2016, 3-4.

<sup>13</sup> Cheryl Pellerin, "Defense Innovation Unit Calls on Guard, Reserve to Expand Nationally," DoD News, November 17, 2016.

<sup>14</sup> Schreier, "On Cyberwarfare," 13-14.

<sup>15</sup> Don Soifer and Dan Goure, "Six Principles for the National Guard's Cybersecurity Role Protecting the Grid," The National Interest, August 2, 2016.

The RC has always played a role in preparing for and responding to natural or manmade disasters, and cyber threats are no different.<sup>16</sup> One of the principal reasons they are an effective means of addressing domestic cyber threats is because RC units are located and operate throughout the United States. The active duty forces simply do not have the bandwidth to be present near all the critical infrastructure increasingly exposed to cyber attacks. DoD has demonstrated they can place cyber personnel in civilian workforce locations through their Defense Innovation Unit Experimental (DIUx) program, but only in a few areas. In fact, the DIUx Managing Director Raj Shah explicitly said the Reserve and National Guard are needed to help expand the DIUx program, especially into the U.S. interior.<sup>17</sup> DIUx is an innovation and not a cyber defense program, but it demonstrates DoD's reliance on the RC to reach areas outside of traditional tech-centric hubs like Silicon Valley or Austin, Texas.

RC units are located across the country and can quickly respond to severe cyber-attacks on critical infrastructure. Cyber is distinct from other domains in that the role of the private sector is much more prominent on a day-to-day basis. This places the private sector in the unique position of being on the frontline defenses of a domain. This dynamic is unlikely to change given the privacy, efficiency, and ethical concerns<sup>18</sup> associated with the government assuming a functional role as an



*Army Reservists at Ft. Hood, Texas, monitor information systems to ensure they can retain access and confidentiality. Army Reserve cyber units deployed out of Ft. Hood to Kuwait and assisted U.S. Central Command's land component by conducting defensive cyber operations and information assurance. Along with homeland defense, Reserve Component cyber units can augment overseas cyber operations. (U.S. Army photo by Capt. Addie L. Randolph)*

intermediary on Internet transactions. Therefore, whenever the military decides to step in to help buttress critical civilian infrastructure during a cyber-attack, they will need to coordinate with the private sector or local municipalities. The RC can do this very effectively because oftentimes, critical infrastructure operators employ them.<sup>19</sup> More intimate understanding of civilian infrastructure cyber-defenses in turn allows for a better augmentation of those defenses.

<sup>16</sup> Ibid.

<sup>17</sup> Cheryl Pellerin, "Defense Innovation Unit Calls on Guard, Reserve to Expand Nationally," DoD News, November 17, 2016.

<sup>18</sup> Robert Knake, "Don't Put the Pentagon in Charge of the Private Sector's Cybersecurity," Defense One, November 16, 2016.

<sup>19</sup> Don Soifer and Dan Goure, "Six Principles for the National Guard's Cybersecurity Role Protecting the Grid," The National Interest, August 2, 2016.



Close relationships do not just help in the domestic arena. Cyber threats are transnational. Therefore, the National Guard can play a role in helping allies' cyber capabilities. The National Guard is well suited for this because they already help build partnership capacity. The National Guard State Partnership Program (SSP) pairs each State's National Guard with a U.S. allied country. National Guard units visit their partner country and train with their military to improve the country's military capabilities. It is not a stretch to extend this to cyber capabilities as well. The SSP could be tailored to send National Guard cyber units to other countries and train their militaries in best practices. This would be especially effective since many of the participating countries in SSP are eastern European countries who face potential cyber sabotage from Russia, one of the most prolific and dangerous cyber actors.



*Florida Army National Guardsmen helped defend the various taskforce networks during the 58th Inauguration. This ensured smooth communication during the event. Cybersecurity extends to the highest and most profile events in the U.S. and is absolutely critical to maintain. (Photo by Ching Oettel).*

## Conclusion

Cyber has shown to be a difficult domain to operate in due to its highly complex and rapidly evolving nature. However, the Guard and Reserve possess the skills and close working relationships with the private sector to manage this complexity. This can ensure the DoD has modern and effective cyber capabilities and ICT equipment so the U.S. can dominate cyberspace as it has past domains. This has become more pressing since cyberwarfare has offensive advantages and tends to be anonymous, which favors asymmetric conflict. This has resulted in a proliferation of hostile state and non-state actors operating in cyberspace against U.S. national security interests. With the number and severity of threats increasing, it is imperative the U.S. makes full use of every tool and capability at its disposal. To date, Guard and Reserve cyber expertise has not been properly leveraged. This needs to be corrected. Otherwise, the U.S. will continue to remain overly exposed in cyberspace with dire consequences for U.S. national security.



Pvt. Rolando Swaby, an Army Reserve Soldier in Fort Jackson, S.C., takes aim at his target at the hand grenade assault course, Oct. 19. (U.S. Army Reserve photo by Sgt. Stephanie Hargett)



Staff Sgt. Aaron Ramirez, a reservist in the 419th Aircraft Maintenance Squadron, stands beside an F-35 Lightning II at Hill Air Force Base, Utah, April 26. (U.S. Air Force photo/R. Nial Bradshaw)

## **AUTHORIZATION PRIORITIES**

Congress established authorizations to guide appropriations. *“Authorizations establish, continue, or modify agency programs or policies ...”*<sup>20</sup> ROA works authorizations with several Congressional Committees: House and Senate Armed Services Committee, the House and Senate Veterans’ Affairs Committee, and the House and Senate Ways and Means Committee.

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<sup>20</sup> Walter J. Oleszek, *Congressional Procedures and the Policy Process*, Washington, DC: CQ Press, 2011, 48.



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### **LEGISLATIVE AGENDA - AUTHORIZATIONS**

#### **Veteran Status: Extend Federal Hiring Preference for Reserve Component Members**

Confer veteran status for purposes of federal hiring veterans' preference on Reserve Component members after 180 "cumulative" days on active duty versus "consecutive" days on active duty.

#### **Operational Support: Fix Pre-Planned Involuntary Call Up (10 USC 12304b)**

Resolve inequities in benefits and entitlements afforded to Reserve Component members based on mobilization authority in line with other involuntary duty statuses.

#### **Duty Status: Reduce the Number of Duty Status**

Reduce the 30+ duty statuses to six or fewer statuses to eliminate barriers to completion of service because of a confusing and overly complex system that triggers pay delays, healthcare disruption and breaks in service.

#### **Continuum of Service: Adjust the Mandatory Retirement Date**

Extend the Mandatory Retirement Date when a servicemember has accrued non-participation time.

#### **Retirement: Change the Blended Retirement Calculation for Reserve Forces**

Resolve bias in the new blended retirement system against guard and reserve members who choose to serve in uniform even when performing non-paid duty. Provide a 2.5% retirement point calculation factor (vice 2%) when a member receives "points only" credit for service that does not qualify for TSP matching contributions.

#### **Taxes: Update Tax Laws and Policies to Reflect Changes in the Military**

Pass an omnibus tax bill for Guard and Reserve servicemembers to include the new blended retirement Thrift Savings Plan (TSP), military duty travel and rollover requirements.



A New York Air National Guard firefighter assigned to the 106th Rescue Wing, based at FS Gabreski Air National Guard Base in Westhampton Beach, N.Y., at the Suffolk County Fire Academy during monthly drill. (U.S. Air National Guard photo by Senior Airman Christopher S. Muncy 106th Rescue Wing)

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## **AUTHORIZATION POSITION PAPERS**

The position papers provide additional information on each of ROA's authorization priorities.

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### Veteran Status: Confer Federal Hiring Preference for Reserve Component Members

***ROA urges Congress to confer veteran status for purposes of federal hiring veterans' preference on Reserve Component members after 180 "cumulative" days on active duty versus "consecutive" days on active duty.***

Reserve and Guard members meet operational requirements by performing duty on a frequent basis but often for short periods of time. Because DoD limits many mobilizations to 179 days or less, many reservists complete an entire career without serving the 180 consecutive days needed for veteran status per Title 5 U.S.C. 2108 -- even though they may have aggregated several years of active service.

This occurs, in part, because duty over 180-days triggers eligibility for a Permanent Change of Station (PCS) move. The services want to avoid the associated cost with a PCS. This cost avoidance technique in turn prevents Guard and Reserve members from being put on the 180-day or more orders needed to achieve "veteran" status for purposes of veterans federal hiring preference -- an unintended second order effect.

The ROA proposal establishes equity between the Reserve and Active Components in fulfilling a 180-day requirement for veteran status. This proposal does it in a manner that reflects how the services use the Guard and Reserve for shorter periods of time to meet peacetime operations and surge requirements.

The chart below shows that the Guard and Reserve were used in increasingly more man-days per year in the early 2000's. While usage has dropped in recent years, it will not go down to the previous peacetime levels of 1986-1989. Reductions to active duty end-strength have resulted in corresponding increases in the use of reserve forces.

#### Operational Usage of the Reserve Components

Fiscal Year	Man-Days Per Year
<b>1986-1989</b>	1 million
<b>1996-2001</b>	13 million
<b>2002</b>	41.3 million
<b>2005</b>	68.3 million
<b>2012</b>	25.8 million
<b>2014</b>	17.3 million

Reserve Component Personnel Issues: Questions and Answers, January 18, 2017, CRS Report RL30802

This "180-day consecutive" provision was added to Title 5 in 2006 and needs to be updated to reflect the current "cumulative" manner that DoD employs their reserve component.



## Operational Support: Resolve Inequities Between Involuntary Call Up Authorities (10 USC 12304b)

***ROA urges Congress to grant Guard and Reserve members who are involuntarily mobilized the same benefits and entitlements regardless which statutory mobilization authority is used.***

In 2011 the Department of Defense requested 10 USC 12304b be established as an authority that would allow the services to involuntarily call-up Guard and Reserve members. It was passed by Congress in the Fiscal Year 2012 National Defense Authorization Act (P.L. 112-81).

### ***§ 12304b. Selected Reserve: order to active duty for preplanned missions in support of the combatant commands***

*(a) AUTHORITY. —When the Secretary of a military department determines that it is necessary to augment the active forces for a preplanned mission in support of a combatant command, the Secretary may, subject to subsection (b), order any unit of the Selected Reserve (as defined in section 10143(a) of this title), without the consent of the members, to active duty for not more than 365 consecutive days.*

The Department requested this change for several reasons: (1) to provide additional manpower because of end-strength reductions, (2) to fill the gap for other authorities that were expiring/not being funded with the military reductions in Iraq and Afghanistan and (3) to provide Guard and Reserve availability for active duty planning and programming offices.

*In 2012, Admiral Debbink testified, “This modification is needed to ensure timely access to Reserve force personnel during future periods of relative geopolitical stability. In an era of emerging global contingencies which may not warrant a Congressional or Presidential declaration of war or national emergency, the Department of Defense lacks the flexibility to access Reserve Component members to participate in total force solutions to meet rapidly evolving requirements.”*

Members involuntarily mobilized under 12304b receive significantly less compensation than those doing the same mission but involuntarily mobilized under a different statutory authority. Members mobilized under 12304b are prevented from receiving the following:

<ul style="list-style-type: none"> <li>• 5 USC 5538, Nonreduction in pay while serving in the uniformed services or National Guard</li> <li>• 5 USC 6361, Definition (Leave Bank for Federal Civilian Employees in Reserves Who Were Activated During Persian Gulf War)</li> </ul>	<ul style="list-style-type: none"> <li>• 10 USC 1074(d), Certain primary and preventive health care services (pre-)</li> <li>• 10 USC 1079, Contracts for medical care for spouses and children</li> <li>• 10 USC 1145, Health benefits (post-)</li> <li>• 10 USC 12731 (f), Age and service requirements (reduced age for retirement)</li> <li>• 10 USC 16131, Educational assistance program: establishment; amount (MGIB-SR)</li> </ul>
<ul style="list-style-type: none"> <li>• 37 USC 436, High-deployment allowance: lengthy or numerous deployments; frequent mobilizations</li> <li>• 37 USC 910, Replacement of lost income: involuntarily mobilized reserve component members subject to extended and frequent active duty service</li> </ul>	<ul style="list-style-type: none"> <li>• 38 USC 3103, Periods of eligibility (Vocational Rehabilitation)</li> <li>• 38 USC 3301, Definitions (Post-9/11 G.I. Bill)</li> </ul>

Note: 10 USC 1175a, Voluntary separation incentive passed in P.L. 114-328 (Sec. 526)

Costs will not be as high as with other call-ups because Congress provided a limit of 60,000 servicemembers at any one time; not to exceed 365 days. Other Title 10 authorities allow Congress and the Secretary of Defense to mobilize forces without any personnel call-up limitation.

President can call-up 200,000 to 1 million personnel. To get a better understanding of 12304b costs it helps to look at usage since 2014:

2925	Army National Guard
1100	Army Reserves
575	Marine Corps
87	Air National Guard
12	Air Force Reserves
<u>+ 6</u>	Navy
4705	TOTAL

Currently, some benefits are not available because §12304b is not included in the list with other mobilization authorities where Title 10 defines “contingency operation” in Section 101(a)(13) (B).

### **§ 101. Definitions**

(13) The term “contingency operation” means a military operation that—  
 (B) results in the call or order to, or retention on, active duty of members of the uniformed services under section 688, 12301(a), 12302, 12304, 12304a, 12305, or 12406 of this title, chapter 15 of this title, or any other provision of law during a war or during a national emergency declared by the President or Congress.

However, a DoD memo dated May 1, 2014 explains 12304b can be used to support a contingency operation in Section 101(a)(13):

*Subject to DoD policy, provided the Service complies with the requirements of §12304b, including that Units (as defined in §10143(a)) may be ordered to active duty under this section only if:*

- (A) The manpower and associated costs of such active duty are specifically included and identified in the defense budget materials for the fiscal year or years in which such units are anticipated to be ordered to active duty; and*
- (B) the budget information on such costs includes a description of the mission for which such units are anticipated to be ordered to active duty and the anticipated length of time of the order of such units to active duty on an involuntary basis.*

With the drawdown of military support in Iraq and Afghanistan it is tempting to think the need for Reserve Forces would be reduced, but that is not the case. For example, the Marine Corps Reserve will lead the Special-Purpose Marine Air-Ground Task Force—South mission in Honduras, Guatemala, El Salvador and Belize. These reserve Marines will be mobilized under 12304b. When performing this mission the reservists are exposed to the Zika virus. Because this virus can manifest itself after their military orders end servicemembers are left without military medical care because they don’t receive post-deployment health benefits.

### Duty Status: Reduce the Number of Duty Statuses

***ROA urges Congress to reduce the 30+ duty statuses to six or fewer statuses to eliminate barriers to completion of service.***

On January 29, 2015, the Military Compensation and Retirement Modernization Commission completed their study with a final recommendation:

Recommendation 4: Increase efficiency within the Reserve Component by consolidating 30 Reserve Component duty statuses into 6 broader statuses

Per the report, *“Although Active Component members have a single duty status—active duty—Reserve Component (RC) members serve under a variety of duty statuses.”*

Additionally, the Office of Secretary of Defense, Reserve Affairs stated, *“Indeed, the current RC status system is complex, aligns poorly to current training and mission support requirements, fosters inconsistencies in compensation and complicates rather than supports effective budgeting.”*

The Quadrennial Review of Military Compensation suggested there are currently 30 types different duty statuses, while the Wexford Group suggested there were as many as 42.

This myriad of duty statuses creates confusion for members of the Reserve and National Guard. For example, recently Marine Corps Reservists were deployed to South America in 10 USC 12304b status. It was not until after they returned that servicemembers learned they would not be receiving the same compensation as their prior mobilizations (which were under different involuntary statuses).

Another problem is that for one active duty tour a servicemember can often transition between duty statuses because of availability of different funding levels. One effect of this constant change is a gap in medical coverage for the member and their family.

The current situation also forces employment gaps upon RC members when they wait for orders because duty statuses change. This interruption in continuity can delay pay and there is a risk that credit toward retirement can be lost.

It has been suggested that the Reserve can serve on active duty when in uniform, and be off duty status when not on Reserve Component assignment, however, oversimplification could result in unforeseen consequences.

While ROA supports reducing the number of duty statuses and needed orders to perform service we suggest there could be three Title 10 duty statuses: voluntary active duty, involuntary active duty, and inactive duty (for monthly training and administration).

This degree of reduction to statuses would greatly reduce the problems currently experienced with disruption in pay and benefits as well as health care coverage.

### Continuum of Service: Adjust the Mandatory Retirement Date

***ROA urges Congress to provide for the mandatory retirement date to be adjusted when a servicemember has accrued non-participation time.***

Ultimately, ROA would like DoD to change its human capital strategy to eliminate restricting people to a 20-year career. However, in the current legacy manpower management system we recognize the need for personnel policy limits that ensure a certain level of “up and out” of the force.

However, adjusting mandatory retirement dates would not be contrary to the services ability to manage the force because of other limits in place. The services have an Individual Ready Reserve (IRR) category where service members can be assigned that does not include a requirement to participate. This can be the situation for several reasons, such as, when a person is completing a degree or when they need time to find a participating position. Being able to adjust mandatory retirement dates for approved periods of non-participation provides several advantages to the services.

In an *Air Force Times* article the Chief of Air Force Reserve said, “No matter who brings you in, the Air Force, we spend half a million bucks on you by about a six-year point,” he said. “If you’re a pilot, well over \$1.2 million. Every one of those we’d like to have stay in the Air Force, as airmen for life ... we’ve been pretty successful the last two years.” The ability to access individuals in the IRR allows the services to continue reaping returns on their investment and leverage their military experience.

Better use of individuals in the IRR is also a recommendation by the Reserve Forces Policy Board. In October 2016, the board recommended implementing IRR management reforms to increase the force by tapping into more than 250,000 trained military members parked in this non-participating category. This recommendation recognizes that service members in the IRR can be valuable contributors. ROA believes time spent in the IRR should not negatively affect an individual’s ability to participate by cutting short how long they can stay in the service.

### INDIVIDUAL READY RESERVE/INACTIVE NATIONAL GUARD

(Congressional Research Service RL30802, June 13, 2014, as of September 2013)

Reserve Component	ARNG	USAR	USNR	USMCR	ANG	USAFR	USCGR	TOTAL
Total	2,436	106,012	47,294	68,715	0	33,964	1,488	259,909

### Retirement: Change the Blended Retirement Calculation for Reserve Forces

***ROA urges Congress to provide a 2.5 percent calculation for retirement when a Guard or Reserve member is prevented from receiving TSP retirement because they only received points credit for their military service which does not qualify for Thrift Savings Plan contributions and matching government contributions).***

Congress recently established the Blended Retirement Program in Public Law 114-92. Because of the complexity of the law it is inevitable that there will need to be tweaks to the law as the services begin establishing the program and execution begins in 2018.

The new blended retirement system reduced the retirement pay factor from 2.5 percent down to 2.0 percent. That reduction was offset by establishing a government contribution to servicemember's Thrift Savings Plan, however, not everyone can receive that retirement pay offset. Guard and Reserve members who perform points only WILL NOT be able to contribute to the TSP and WILL NOT receive DoD contributions.

#### Blended Retirement System – 401K (TSP) Contributions

You	DoD Automatic	DoD Matching	Total
0%	1%	0%	1%
1%	1%	1%	3%
2%	1%	2%	5%
3%	1%	3%	6%
4%	1%	3.5%	8.5%
5%	1%	4%	10%

- DoD Automatic: begins contributions 60 days after joining the service or when election made.
- DoD Matching: begins at the 3<sup>rd</sup> year of service until 26 years or separation, whichever comes first.
- DoD Matching: cannot exceed 5%.

#### Points Only Service

Certain categories of servicemembers are allowed to perform 'points only duty' - duty without pay, in order to maintain readiness.

#### Types of "Points Only" Service

• Continuing Medical Education	• Professional Military Education Seminars
• Teaching Activities	• Funeral Honors Duty
• Instructor Duty and Preparation	• Special Projects/Training
• Inactive Duty Training	• Active Duty Training and Support
• Annual Training	• Flight Training

Under the new blended retirement, Guard and Reserve members will not be able to contribute to the Thrift Savings Plan when they perform points only duty. To keep their retirement from losing value ROA supports the United States Army Warrant Officers Association's call to increase the current 2.0 percent rate to 2.5 percent when calculating periods of service performed for retirement points-only.

### **Taxes: Update Tax Laws and Policies to Reflect Changes in the Military**

***ROA urges Congress to exempt Title 26 USC 401(k) Guard and Reserve employee and government contribution limits from the new “blended retirement” plan.***

#### **TSP Contribution Limits**

Under the new blended retirement program some Guard and Reserve members will be forced to surrender some of their civilian retirement if they want to contribute to their military retirement because of contribution limits set by the IRS. When not in military service, many individuals are working in civilian jobs that have 401k retirement programs. For example, while members could split the \$18,000 (2015) limit between the two places of employment, that would mean they would be undercutting their retirement pensions in both their civilian and military retirement plans. ROA met with senior leaders from the Pentagon and they expressed that it was not their intent to reduce retirement benefits for Guard and Reserve through tax law. ROA believes this was an unintended consequence due to being unfamiliar with Title 26.

***ROA urges Congress to amend Title 26 USC §62(a)(2)(E) to decrease the distance for the above-the-line deduction for travel expenses.***

#### **Travel Expenses**

It is time to amend the tax code to change the above-the-line deductions for Guard and Reserve members who travel more than 50 miles from their residence. Currently the law only allows the deduction when performing military duty at locations 100 miles from their residence. This change would bring the Guard and Reserve in line with comparable 50-mile criteria for other deductions such as for moving expenses and funeral honors. One might say that this is a change that should have occurred 10 years ago, when the 2005 Defense Base Realignment and Closure Commission recommended a total of 182 closures or realignment recommendations. History has shown that BRAC implementations result in fewer installations which increases the distance Guard and Reserve members must travel to perform duty. In the 114<sup>th</sup> Congress this bi-partisan legislation was proposed as H.R. 4658 *The Fair Treatment for our National Guard and Reservists Act*.

***ROA urges Congress to update IRS Revenue Procedure 2016-47 to allow Guard and Reserve members on military deployment to qualify for a waiver of the 60-day rollover requirement.***

#### **Tax Penalties**

Of the eleven conditions specified by the IRS as acceptable reasons to request a penalty waiver for exceeding the 60-day rollover requirement, none allow for a waiver in the event of a military deployment. Some of the conditions the IRS does consider valid to justify a waiver include the taxpayer losing the check, if a



taxpayer's family member died or was seriously ill, and even if the taxpayer was incarcerated. ROA believes that a taxpayer who is a military member on deployment should be afforded at least the same consideration as a taxpayer who is in jail, who faced a postal error, or who dealt with a family illness.

IRS Revenue Procedure 2016-47 "... provides guidance concerning waivers of the 60-day rollover requirement contained in §§ 402(c)(3) and 408(d)(3)" in Title 26. The full list of valid conditions, can be found at (<https://www.irs.gov/pub/irs-drop/rp-16-47.pdf>)

***ROA urges Congress to establish a tax credit for employers who hire Guard and Reserve members in high-demand specialties, such as cyber, counterdrug, pilots, and security.***

### **Tax Credit for Employers**

Guard and Reserve service members continue to experience problems maintaining employment because of the demands for meeting the increased operational support provided to active duty. Per the Department of Labor in February 2017, Gulf War-era II veterans continue to have higher unemployment rates than their civilian counterparts. While employers have tried to support national security, it would be naïve to think they are not encountering their own problems during these times. Companies are absorbing the cost of replacing servicemembers with temporary employees or increasing overtime to fill the vacancy of mobilizations. Servicemembers have told ROA that they are seeing fewer and fewer Guard and Reserve being hired because of the cost and disruption to companies. That is exacerbated in high-demand specialties. Because the purpose of tax credits is to promote a specific behavior, ROA believes offering tax credits to companies will encourage them to hire Guard and Reserve members.

## **APPROPRIATION PRIORITIES**

Appropriations have their basis in the Constitution, Section 9, Article 1: “*No Money shall be drawn from the Treasury but in Consequence of Appropriations made by Law.*” The House of Representatives originate revenue measures. The Constitution also requires the President to deliver the budget to Congress the first Monday in February. “*...appropriations fund authorized agency programs and policies.*”<sup>21</sup>

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<sup>21</sup> Walter J. Oleszek, *Congressional Procedures and the Policy Process*, Washington, DC: CQ Press, 2011, 48.

[illegible]

### **LEGISLATIVE AGENDA - APPROPRIATIONS**

#### **Biennial Military Personnel Account**

Change the Military Personnel appropriation to a biennial account to eliminate the personnel and funding problems encountered under a continuing resolution or during a government shutdown.

#### **End Strength: Increase levels to support strategic and operational requirements.**

Restore end strength so the Reserve Components can continue to meet strategic and operational requirements.

#### **Equipment: Fund National Guard Reserve Equipment Account (NGREA) to reduce equipment shortages and replace equipment currently being used beyond its functional life.**

Fund the National Guard Reserve Equipment Account in the base budget to ensure this valuable account remains stable, thereby enabling the Reserve Components to meet mission requirements.

#### **Equipment: Reduce Army and Marine Corps equipment shortages that increase operational risk.**

Reduce the equipment shortage for the Army National Guard, Army Reserve and Marine Corps Reserve, where shortages are currently the highest among the services.

#### **Training: Fully resource training to ensure Guard and Reserve members can perform duties during peacetime and contingencies.**

Provide funding to support the Reserve Component strategic and operational requirements which are currently not funded at 100 percent of need.



Staff Sgt. Jason Edinger, 104th Fighter Wing, closes a panel on an F-15C Eagle aircraft on the flight line at Barnes Air National Guard Base, Westfield, Mass. during an inspection. (U.S. Air National Guard Photo by Tech. Sgt. Melanie J. Casineau)



316th Sustainment Command (Expeditionary) Soldiers from Coraopolis, PA, fire the M249 Light Machine Gun at Fort Hood, TX as they prepare for mobilization. (U.S. Army photo by Sgt. Christopher Bigelow)

## **APPROPRIATION POSITION PAPERS**

The position papers provide additional information on each of ROA's appropriation priorities.





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### **Military Pay: Biennial Appropriation**

***ROA urges Congress to convert the military personnel (MilPers) account to a biannual fund that would appropriate funds every two years so that servicemembers would not experience a disruption to service.***

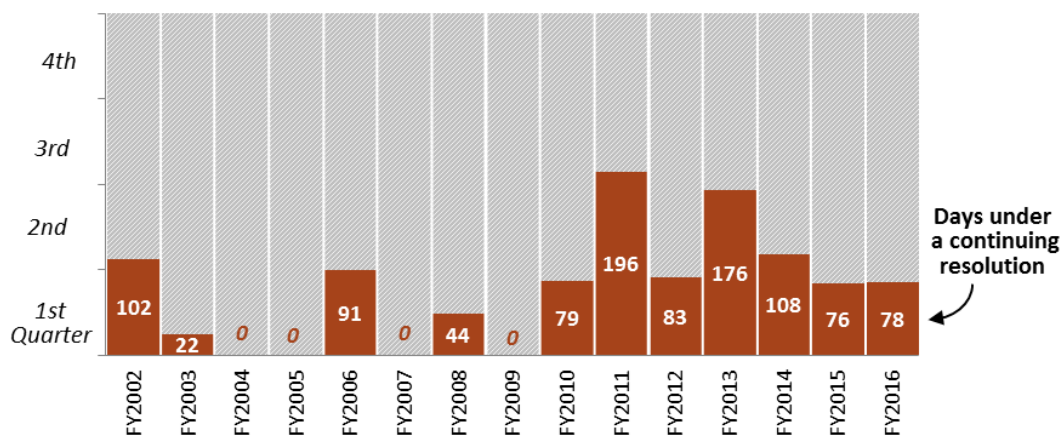
The military personnel account is funded on an annual basis, which results in several problems for the services and servicemembers. These problems become more complicated when a Continuing Appropriation passes instead of a budget appropriation – a situation that has become the new normal. Per the Congressional Research Service R44636, “DOD has started the fiscal year under a CR for 11 of the last 16 years and every year since FY2010.”

It is not uncommon for the budget to be delayed until after the fiscal year begins sometime between December to April. This immediately compresses DoD’s 12-month obligation plan into a 6- to 9-month period. When the requirement involves contracting, the ability to obligate funds can be reduced to 3 months or less. This reduced execution time frame can result in unobligated funds at the end of the year – funds which become a loss to the federal agency.

Often the military services will cancel or reschedule Unit Training Assemblies, annual training, inspections, etc. These no-notice changes can prevent a servicemember from completing a “good year” for participation. Not having a “good year” negatively impacts a member’s retirement eligibility. In some cases, failure to achieve a “good year” can result in a member being discharged.

Continuing Appropriations can force recruiting to minimize accessions subsequently causing manpower shortages, and ensuing overloads in the training systems as they try to catch-up later in the year – conditions which both further strain military readiness and operations. This is acutely felt in communities like cyber, where services are trying to increase capacity. Continuing Resolutions mean these communities do not receive the increased end strength or increased funding for additional manpower.

### **Days Under a Continuing Resolution: Department of Defense**



**Source:** CRS analysis of dates of enactment of public law. [FY2017 Defense Spending Under an Interim Continuing Resolution \(CR\): In Brief, R44636](#)

By changing the Military Personnel appropriation to a biennial account, we eliminate the personnel and funding problems encountered under a continuing resolution or government shutdown.

The following email exchange is a very real example of how a Continuing Appropriation affected readiness and operations.

**Sent:** Friday, October 07, 2016 5:53 AM

**To:** ROA

**Subject:** NO Reserve funds?

My reserve CMDR just told his unit last night there is no funding to do drilling or anything else? We just had to cancel training events, TDY, and add likely drill time in December. Are military funds that stuck right now?

**From:** ROA

**Sent:** Friday, October 7, 2016 11:48:57 AM

**Subject:** RE: NO Reserve funds?

The answer is yes and no.

Yes, funds are available. Congress did pass a continuing resolution until 9 Dec that gives DoD funding at the FY2016 level after reducing the accounts by 0.496%.

No, funds are not available. It takes time for the funds to pass from the Treasury to DoD to AF to NAF to units. Locally, they may literally be waiting for funds to become available in their accounts.

**Sent:** Monday, October 10, 2016 7:18 AM

**To:** ROA

**Subject:** Re: NO Reserve funds?

Thanks for further info. I would say the freeze was announced late and after lots of 1st drill weekends were already underway or done which was confusing. I would also ask that you emphasize this causes more than pay lost or loss of an admin weekend or reschedule drill. My unit for instance had training lined up with our active duty customer that was including TDY. The planning has been underway since the summer and it essentially disrupts a series of training events which will probably take half the year to get back on track. And this is more than training; it was getting us ready to provide operational support to active duty on our weekends and during active duty orders this year.

## End Strength: Support Strategic and Operational Requirements

***ROA urges Congress to restore end strength so the Reserve Components can continue to meet strategic and operational requirements.***

Recent cuts have reduced end strength to below FY2000 levels; the last peacetime level before the September 11, 2001 attacks. Ten years later, former members who issued the original *9/11 Commission Report* provided an update:

*“The struggle against terrorism is far from over—rather, it has entered a new and dangerous phase. Al Qaeda-affiliated groups are now active in more countries than before 9/11. The world has become more dangerous over the past few years.”* <http://bipartisanpolicy.org/wp-content/uploads/sites/default/files/BPC%209-11%20Commission%20One%20Pager.pdf>

This proposal would provide end strength levels that enable operational support in the face of Active Component reductions and emerging RC missions. It would also reduce the risk when the services need to surge for contingencies. A stronger RC delivers increased access to trained members in the Selected Reserve, in contrast to the non-participating Individual Ready Reserve members who are not current in their military specialty.

### Military Personnel End Strengths – Reserve Components

Component	FY2000	FY2016	FY2017 Requested*	2000 vs 2017*
Army National Guard	350,000	342,000	335,000	-15,000 / -5%
Army Reserve	205,000	198,000	195,000	-10,000 / -5%
Navy Reserve	90,288	57,400	58,000	-32,288 / -35%
Marine Corps Reserve	39,624	38,900	38,500	-1,124 / -3%
Air National Guard	106,678	105,500	105,700	-978 / -1%
Air Force Reserve	73,708	69,200	69,000	-4,708 / -6%
Coast Guard Reserve	8,000	~7,000	~7,000	-1,000 / -13%

\*Reflects president's budget request

### Recommended End Strengths for Fiscal Year 2018

Army National Guard	350,000
Army Reserve	200,000
Navy Reserve	60,000
Marine Corps Reserve	39,500
Air National Guard	106,678
Air Force Reserve	75,000
Coast Guard Reserve	8,000

## Equipment: Fund National Guard Reserve Equipment Account (NGREA)

***ROA urges Congress to restore the National Guard Reserve Equipment Account to the FY2012-2014 levels to keep pace with operational support requirements.***

“Properly equipping the RC with compatible, interoperable, and modern equipment is vital to the success of our defense strategy... Future budgets should maintain funding levels that equip our Reserve forces with the most modern equipment and seek to avoid delays in critical modernization activities.” (*The National Guard and Reserve Equipment Report for Fiscal Year 2014*).

The Reserve and National Guard, now being used as an operational asset as well as a strategic reserve, face challenges connected with the replacement of worn-out equipment, equipment expended in combat operations and legacy equipment now irrelevant or obsolete. However, the extent of the requirement is often masked.

Active component acquisitions programs should consider the total force, but fiscal constraints pressurize RC requirements. Furthermore, the increased level of Active-Reserve integration presents an unfortunate unintended consequence. Reserve Chiefs, statutorily required by Congress to communicate the needs of the reserves, find themselves in a position where they are unable to speak frankly and advocate for the RC.

NGREA provides funds to procure and modernize equipment critical to readiness. Continued receipt of NGREA and congressionally added funding will allow the Reserve Components to keep the services modern and compatible.

Funding for RC equipment would reduce shortfalls and ensure units have the equipment necessary for training and mission execution. This would reduce the need to expensively send members away from their station to access the right gear.

### Beginning FY 2016 Reserve Component Equipment Shortages

Reserve Component	Requirements (\$M)	On-hand (\$M)	Shortage (\$M)	Shortage (% of Reqd \$s)
Army National Guard	\$106,269.0	\$82,346.0	\$23,923.0	-22.5%
Army Reserve	\$32,896.5	\$24,023.3	\$8,873.1	-27.0%
Marine Corps Reserve	\$9,667.1	\$7,163.6	\$2,503.5	-25.9%
Navy Reserve	\$7,498.0	\$6,846.6	\$651.4	-8.7%
Air National Guard	\$36,900.0	\$34,359.2	\$2,540.8	-6.9%
Air Force Reserve	\$22,020.3	\$21,749.9	\$270.4	-1.2%
Coast Guard Reserve	\$152.2	\$140.8	\$11.4	-7.5%

Note: Requirements, on-hand, and shortage entries are total equipment value, excluding substitutes.

### Equipment: Reduce Army and Marine Corps Equipment Shortage

#### ***ROA urges Congress to reduce the equipment shortage for the Army National Guard, Army Reserve, and Marine Corps Reserve.***

This change would reduce equipment shortfalls and provide the equipment necessary for both training and operational support would be available.

ROA recognizes that the Army Reserve Components and Marine Corps Reserve have significant equipment shortages. DoD observed “. . . the decreasing RC new procurement will result in a higher reliance on legacy systems and widen the gap of interoperability between the AC and RC.”

<http://ra.defense.gov/Portals/56/Documents/mf/NGRER%20FY2016.pdf>

The types of equipment needed are:

- **Army National Guard Chemical and Biological Protective Shelter (CBPS):** This equipment provides a protective mobile shelter with an environmentally controlled work area for medical treatment units for field use. The CBPS allows the unit to take care of patients when a chemical or biological attack occurs.
- **Army Reserve M4A1 Rifle:** The Army Reserve is currently working with an inventory of legacy rifles that do not support the modern optics and grenade launchers needed by soldiers. M4A1 rifles offer an improved design with a more durable barrel and a fully automatic fire option instead of three-round bursts. Soldiers have stated the heavier barrel could improve accuracy and give the weapon better stability.
- **Marine Corps Enterprise Services Capability:** Funding is needed to establish a standardized communication infrastructure for the commander and staff to plan, prepare and execute operations. It was approved in the National Defense Authorization Act for fiscal year 2012.



## Training: Fully Resource Training

### ***ROA urges Congress to provide funding to support the strategic and operational requirements of the Reserve Components.***

The change from a strategic to an operational reserve requires the services to budget 100 percent of training. However, because they are forced to balance and mitigate risk in the current fiscally constrained environment the services have budgeted a lower percentage of training, thereby introducing risk into missions. When Congress chooses to mark down the Reserve Personnel appropriation, they compound the risk already programmed into the President's budget request.

The Reserve Personnel appropriation provides resources that enable the military services to train units and qualify personnel used to respond to national emergencies and for national security requirements. Funding training days will allow the RC to meet these requirements.

The consistent and recurring demand for Reserve Component capabilities will not be waning in the future, as active missions remain dynamic. The Reserve must maintain a trained force to be ready at a moment's notice. The projected increases in the table below reflect increased participation as Selective Reserve members perform annual training and inactive duty training due to a reduction in mobilizations and overseas deployments.

Guard and Reserve members are committed to training because they have seen the need for proficiency during their exemplary participation in war. We must support this commitment by providing the resources they need to continue training.

### **Reserve Personnel – Reserve Components (in thousands of dollars)**

Component	FY2016 Enacted	FY2017 Requested*	FY 2017 and FY 2016 Difference
<b>Army National Guard</b>	\$7,892,327	\$7,910,694	\$18,367
<b>Army Reserve</b>	\$4,463,164	\$4,561,703	\$98,539
<b>Navy Reserve</b>	\$1,866,891	\$1,924,155	\$57,264
<b>Marine Corps Reserve</b>	\$702,481	\$744,995	\$42,514
<b>Air National Guard</b>	\$3,201,890	\$3,280,065	\$78,175
<b>Air Force Reserve</b>	\$1,682,942	\$1,742,906	\$59,964
<b>Coast Guard Reserve</b>	\$110,614	\$112,302	\$1,668

\*Reflects president's budget request



A South Carolina Army National Guard (SCARNG) CH-47F Chinook helicopter flies on the Hudson River, in proximity of Manhattan and Empire State Building, (Photo by Sergeant Tommy Hunt).



Marines with Company A, 4th Tank Battalion, 4th Marine Division, Marine Forces Reserve, fire a M1A1 Abrams Main Battle Tank at Marine Corps Base Camp Pendleton, Calif (U.S. Marine Corp Reserve photo/Cpl. Gabrielle Quire)

## SERVICE SPECIFIC PRIORITIES

Service specific priorities are typically drawn from the annual National Guard and Reserve Equipment Report (NGRER) that is required to be delivered by March of each year. However, ROA also identifies equipment needs that may not be reflected in the report due to requirements that emerge after the report is published. *The NGRER identifies major items of equipment in the RC inventories that are important to the Services, DOD, and Congress; it also outlines reserve equipment shortfalls and acquisitions for the FY 2017 budget year and the two succeeding years.*<sup>22</sup> The report was established by Congress in 1981 to identify equipment requirements that were not included in the President's Budget submission.

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<sup>22</sup> Office of the Assistant Secretary of Defense for Reserve Affairs and the Deputy Assistant Secretary of Defense (Material and Facilities), National Guard and Reserve Equipment Report for Fiscal Year 2017, Washington DC: Department of Defense, March 2016.

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### SERVICE SPECIFIC PRIORITIES

***ROA urges Congress to provide appropriations to support the Reserve Components highest priority for equipment as identified by the services.***

**ARMY NATIONAL GUARD** - Modernize the ARNG UH-60 helicopter fleet, which is the oldest in the Army. The UH/HH-60 series modernization is delayed by budget reductions and the reduced transfer of equipment from the Active Component.

**ARMY RESERVE** – Bridge Erection Boats and Common Bridge Transporters. The Army Reserve provides 36 percent of the Army's EAB Mobility structure, which includes construction, tactical bridging, and engineer support.

**NAVY RESERVE** – Aircraft recapitalization (P-8A Poseidon): Replacing aging aircraft and upgrading current platforms are critical for the Navy Reserve to continue operational support to combatant commanders.

**MARINE CORPS RESERVE** – Restructure and recapitalization of OSA squadron (C-40A Clipper): Replace aging C-9B Skytrain II Aircraft with modern 737s based Cargo/Passenger Aircraft. This recapitalization dovetails nicely as the Operational Support Aircraft mission is migrated to the RC during a permanent duty station transfer to Ft. Worth, Texas.

**AIR NATIONAL GUARD** - Adequately fund weapon system modernization efforts: Funding the Large Aircraft Infrared Countermeasures (LAIRCM) allows aircraft to survive attacks from the increasing threat of shoulder-launched missiles.

**AIR FORCE RESERVE** – Fund essential systems: The top priority unfunded shortfall is C-130 Communication, Navigation, Surveillance/Air Traffic Management Capability to provide increased operational capability, increased GPS approach capability and meet Federal Aviation Administration regulatory requirement of January 1, 2020.

**COAST GUARD RESERVE** – All terrain vehicles/towing capacity for Port Security Units (PSU) will allow them to tow a Transportable Port Security Boat and move large equipment. This is a relatively low cost requirement for the Coast Guard that will help replace aging and rapidly degrading equipment due to the high operating tempo over the last 13 years.





Members of Coast Guard Port Security Unit 311 based in San Pedro, operating in the Port of Los Angeles (U.S. Coast Guard photo by Petty Officer 3rd Class Andrea Anderson)



Petty Officer 1st Class Martin Wright, assigned to Navy Reserve Fleet Combat Camera Pacific (FCCP), uses a saw to cut rebar during FCCP's Winter Quick Shot, Nov. 15, 2016, in Azusa, Calif. (U.S. Navy Combat Camera photo by Petty Officer 2nd Class Sean Furey)



New York Army National Guard Staff Sgt. Geriff Polanco, team chief for Gun 8, Bravo Battery, 1st Battalion, 258th Field Artillery, based in Bronx, N.Y., confirms a target for Sgt. Erik Paredes, a M119 Howitzer gunner, at Ft. Polk, LA. (U.S. Army National Guard photo by Sgt. Maj. Corine Lombardo)



## **SERVICE SPECIFIC POSITION PAPERS**

The position papers provide additional information on each of ROA's service specific priorities.

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### ARMY NATIONAL GUARD - UH-60 Helicopter Fleet

#### **ROA urges Congress to provide appropriations to modernize the ARNG UH-60 helicopter fleet, which is the oldest in the Army.**

According to the Department of Defense's *National Guard and Reserve Equipment Report for Fiscal Year 2016*, the Army National Guard's UH-60 fleet is facing a major modernization problem. Much of the UH-60 Blackhawk helicopter class currently within the ARNG has aged significantly.

*The average age for a UH-60L in the ARNG is 24 years, the UH-60M is nine years and the UH-60A is 33 years.*

The ARNG is wrestling to conduct operational missions while delaying with equipment that has aged to the point it has obsolescence issues. The ARNG needs funding to modernize and sustain their existing UH-60 helicopter fleet, which will enable them to train with equipment similar to what they will be using in their combat missions.

In addition to the ARNG's problem of an aging fleet, the ARNG does not have adequate numbers of UH-60 to accomplish its training exercises and state and federal missions. The ARNG's UH-60 fleet only meets 76 percent of the required amount to complete all the missions required of them. This shortfall impedes mission readiness and a variety of missions the UH-60 completes. These missions include disaster relief, fire-fighting assistance, combat support, and medical evacuation. The missions are inherent in the ARNG's dual roles of assisting homeland disaster response efforts while maintaining military readiness for federal missions.

Some recent examples of the ARNG's effective usage of the UH-60 Blackhawk class have showcased their versatility. In May 2015, the New York Army National Guard was on a training exercise with their Blackhawks when a wildfire ignited. Their quick response time resulted in the fire's containment much more quickly than otherwise possible if the Blackhawks had not been available.

In April 2015, the Oregon Army National Guard's Blackhawk MedEvac participated in joint training exercises with the Canada Armed Forces. These training exercises provide critical experience for Army National Guard units when they are participating in military missions overseas.

Domestically, MedEvac training has been put to direct use as demonstrated by a Maine Army National Guard Blackhawk unit that conducted two rescue operations in June 2014 saving two men stranded in the mountains in the space of a couple of weeks. Without increased funding, Guard units will not be able to effectively execute these domestic missions, while training for overseas readiness will be undercut, inhibiting combat operations.

**ARMY RESERVE –Common Bridge Transporter and Bridge Erection Boat**

***ROA urges Congress to provide appropriations to replace the legacy equipment to support the Army Reserve which provides 36 percent of the Army's Echelons Above Brigade Mobility structure.***

**Common Bridge Transporter (CBT)**

The M1977 CBT is a cargo truck designed to transport bridging assets. It will load, launch and retrieve the Ribbon Bridge, Improved Ribbon Bridge and Heavy Dry Support Bridge utilizing the Bridge Adapter Pallet and associated legacy bridge erection boats. It is equipped with the Improved Boat Cradle and has a winch to assist in retrieving the deployed equipment. <http://asc.army.mil/web/portfolio-item/cs-css-cbt/>



**Bridge Erection Boat (BEB)**

The new XM30 BEB will replace a 30-year-old legacy platform and is a critical “dual use equipment” that will provide overseas and stateside support. According to the Army's product manager, “Soldiers can use IRB equipment including these boats as bridges, rafts or in other ways that increase the speed and manner of maneuver, which is always important. These platforms have been used in Iraq and Afghanistan, and we're proud to make the equipment even better for the future.”

<http://www.tacomcmcommunityreport.com/features/7.15featureXM30BEB.aspx>

**Critical Equipment Shortages – FY 2018**

Equipment	Required	Unfunded Requirement
Bridge Erection Boat	14	\$14 million
Common Bridge Transporter	28	\$11.2 million

Need a total of 126 BEBs (14 per company) for \$75 million

Need a total of 504 CBTs (56 per company) for \$126 million.

**NAVY RESERVE - Aircraft recapitalization (P-8A Poseidon):**

***ROA urges Congress to provide appropriations to support aircraft capitalization for the Naval Reserve, specifically the P-8A.***

As the U.S. Navy's AC Aviation community transitions, away from the legacy P-3C Orion to the new P-8A Poseidon, it is absolutely critical for Congress to appropriate enough funds for the Reserve fleet squadrons to invest in updating their own fleet squadrons. The RC fleet has become increasingly integrated into the AC. There is thus a greater need for seamlessness in the operating equipment between the AC and RC. Therefore, the two Navy Reserve patrol squadrons, VP-62 and VP-69, operating P-3Cs need to be properly equipped with P-8As.

In addition to ensuring continued AC/RC interoperability, upgrading the Navy Reserve's VP community would allow the Navy Reserve maritime patrol fleet to maintain operational effectiveness and meet their maritime patrol and reconnaissance mission requirements. The Navy has begun retiring the P-3C Orion and is transitioning into the new P-8A. During the transition the AC has increasingly used the RC's P-3C fleet to meet AC shortfalls in meeting global combatant commander requirements.

Replacing Navy Reserve P-3C with the P-8A enhances the Navy's intelligence, surveillance and reconnaissance (ISR) capabilities while providing an improved anti-submarine and anti-surface weapons platform. These capabilities have become increasingly relevant as China continues to build artificial islands and conduct maritime patrols to bolster its claims in contested waters. The P-8A has a much greater loiter time than the P-3C allowing it to patrol waters such as the contested South China Sea with much greater range.

The Navy will cease funding sustainment for P-3C aircraft in approximately 60 months. The Navy Reserve does not have funds of its own to do maintenance. Consequently, the Navy's last two remaining Reserve anti-submarine squadrons will atrophy and likely be shut down. This is obviously of specific concern when considering their increased operational tempo in support of Navy's requirements. When the increased operational usage is combined with the increased concern with anti-submarine concerns in the Asia-Pacific region, the importance of recapitalization of the RC P-3C to P-8A is clear.

A purely P-8A Navy fleet allows efficiencies in maintaining the fleet, thereby providing greater operational efficiency and timely repairs. Operational costs would be further reduced because the P-8A is a mission-modified Boeing 737, and many reservists have experience operating Boeing 737s in their civilian careers. Navy Reserve pilots have substantially greater experience with this platform over their active component counterparts. This greater familiarity will reduce training costs; further lowering P-8A total life cycle costs. Therefore, replacing the P-3C Orion with the P-8A for the USNR is a sensible financial and strategic decision.

## MARINE CORPS RESERVE –Upgrade C-9 Aircraft to the C-40A Aircraft

***ROA urges Congress to provide appropriations to fund the replacement of C-9B Skytrain II with C-40A Clipper for the Marine Corps Reserve.***

Currently, the U.S. Marine Corps is using C-9s to complete Operational Support Aircraft missions. OSA provides support for passengers and cargo between and within combatant commander's areas of responsibility. The OSA mission involves short-notice, time-critical logistics missions. These missions are critical for resupplying armed forces engaged in combat theaters. Therefore, any increase in the payload or efficiency for these missions could be the difference between having U.S. troops properly supplied in a combat zone and conversely lacking critical supplies - a specifically pointed concern when considering the short response timeline requirements of the last few years (attacks on embassies, American hostage situations, etc.).

The planned, periodic, and predictable nature of the OSA mission makes it extremely well suited for the RC. Reserve pilots have the advantage of extensive civilian career experience in Boeing 737 airframes as airline pilots. This makes the transition a cost-effective solution to recapitalizing the expensive 35-year old C-9 fleet.

The planned USMC consolidation of assets to Fort Worth presents a strategic opportunity to recapitalize. The new location also affords ready access to a broad pool of talent due to the high density of commercial airlines operating the 737.

Replacing the C-9B with the C-40A would reduce operating costs and simultaneously increase payload capacity and increase range.

### C-9B vs. C-40A Capabilities Comparison

Capabilities	C-9B	C-40A
Ceiling	37,000ft	41,000ft
Speed	585-615 miles per hour	585-615 miles per hour
Range	2,000 miles	3,452 miles
Payload Capabilities: Passengers	76	121
Payload Capabilities: Cargo	4 liters	8 cargo pallets or 40,000 lbs
Payload Capabilities: Combination	N/A	3 cargo pallets and 70 passengers



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**AIR NATIONAL GUARD – Fund Large Aircraft Infrared Countermeasures**

***ROA urges Congress to provide appropriations to support the adequate funding of the Air National Guard's LAIRCM.***

The Air National Guard (ANG) has recently been authorized to receive Northrop Grumman's newest version of the Large Aircraft Infrared Counter Measures (LAIRCM). This is a much-needed upgrade to the Air National Guard's large aircraft fleet. The Air Force's Reserve Component is one of the most integrated RCs in the DoD, and the ANG is increasingly called upon respond to overseas and homeland threats and disasters.

Outfitting ANG large aircraft with modern LAIRCM systems is vital for the ANG airmen's continued safety.

LAIRCM systems are one of the most effective defensive systems for large aircraft against surface-to-air missiles. Large aircraft lack the speed or maneuverability to dodge or distance themselves from surface-to-air missiles. Additionally, their size creates a big infrared signature, making them a better target for infrared guided missiles to lock onto when launched. Given the two vulnerabilities, the LAIRCM systems are critical to inhibit surface-to-air missile strikes launched against ANG's large aircraft.

The possibility of these strikes is becoming an increasing threat to ANG and other U.S. military aircraft. As the U.S. engages in an intensified air campaign and enlarges its ground presence in Iraq and Syria to counter ISIL or increases its forward presence in eastern Europe to counter Russian aggression, there is an increased risk of U.S. large aircraft being exposed to shoulder missile attacks. This was a major threat to U.S. forces previously engaged in Iraq: Indeed, many of the militants who were the predecessors to ISIL employed surface-to-air heat seeking missiles to attack U.S. aircraft. ISIL has captured a fair degree of missile material from the Iraqi forces granting a level of sophisticated equipment not normally seen in insurgent forces. In a similar manner, Ukrainian separatists have acquired Russian technology bolstering their surface-to-air capability.

As insurgent level threats acquire increasingly sophisticated missile technology, it is imperative ANG large aircraft possess the capabilities to thwart these threats so they can continue to fly sorties critical for resupplying frontline operational ground forces and nearby air bases. This will permit the U.S. to continue to project its air power into conflict zones like Iraq and Syria.

### AIR FORCE RESERVE – Fund C-130 Communication, Navigation, Surveillance/Air Traffic Management Capability

***ROA urges Congress to provide appropriations to install Communication, Navigation, Surveillance/Air Traffic Management (CNS/ATM) system on the Air Force Reserve C-130 fleet.***

In the *Department of Defense National Guard and Reserve Equipment Report for Fiscal Year 2016*, the USAR identified the requirement to update updating its C-130 with CNS/ATM. Without these needed updates, the USAFR's C-130s will not be compliant with International Civil Aviation Organization (ICAO) regulatory requirements ready to take effect on Jan. 1, 2020. Along with meeting ICAO requirements, the C-130 CNS/ATM update is important because it will increase operational capability and increase GPS approach capacity.

If the USAFR C-130s do not meet the ICAO's CNS/ATM requirements, their operability will be significantly restricted. Many ICAO member countries will likely restrict non-CNS/ATM equipped aircraft operations in their air space over safety concerns to civilians. Furthermore, the inability for the USAFR to comply with internationally agreed upon flight safety standards sends the wrong signal about U.S. support of inability to meet safety standards, thereby encouraging other countries to cut corners in safety related programs. USAFR aircraft must be ICAO compliant is it is to continue operating freely in the global airspace.

Along with continued access to the global airspace, updating AFR's C-130 CNS/ATM capability will provide increased operational capability and increased GPS approach capability. Improved capabilities in communications, navigations, surveillance and air traffic management fosters greater efficiency in ground coordination and in-flight navigation. Improved GPS approach capability is integral with CNS/ATM installations. Improved GPS approach capabilities would result in more precise supply drops, improving resupply efforts to ground troops operating in combat zones.

Also, for time sensitive missions, such as MedEvacs, improved GPS capabilities will improve speed, thereby helping save lives. This is especially important when C-130s are operating in less developed countries which lack adequate air traffic control infrastructure to guide C-130s properly. Consequently, C-130s can safely rely on their own GPS technology to land safely and smoothly.

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**COAST GUARD RESERVE – All Terrain Vehicles/Towing*****ROA urges Congress to provide appropriations to procure all-terrain vehicles/towing capacity for Port Security Units.***

The Coast Guard Reserve has an urgent need to replace aging equipment for its Port Security Units. As the Coast Guard Reserve (CGR) has increased its operational tempo over the past 13 years, there has been a need to replace rapidly aging and degrading equipment. The CGR has a special need to replace and update its all-terrain vehicles and towing capacity. More specifically, the CGR needs to acquire a vehicle able to tow a Transportable Port Security Boat (TPSB), replace its all-terrain forklifts and utility trailers for moving heavy equipment.

TPSB are vital pieces of equipment in the CGR mission of coastline defense, law enforcement and search and rescue operations. The versatility present in the TPSB ensures its continued prominent use in the CGR, especially as the Coast Guard total force shifts to the new TPSB IV model. To maximize the operational capability of the TPSB, the CGR requires more F550 Stake Bed vehicles. The vehicle has the towing capability to tow a TPSB and other large equipment. This towing capability is essential for recovering valuable TPSB equipment if for some reason, they are stranded during operations.

Since TPSB are such a central component to the CGR's military and law enforcement operations, at least one F550 stake-bed vehicle is required at each Port Security Unit (PSU) in order to tow the TPSB. Currently, six F550 Stake Bed vehicles are operating. With eight PSUs, this leaves a shortage of two F550s. Each F550 costs \$56,000 resulting in a total cost of \$112,000, a relatively minor cost in order to maintain the full operating capacity of the CGR's TPSB fleet.

The CGR also needs all-terrain forklifts and utility trailers. Both items are incredibly important for transporting heavy equipment. Hauling heavy loads is necessary to effectively supply PSUs. Without suitable equipment to load heavy equipment, two negative effects will occur.

First, logistical costs increase because supplies cannot be transported as efficiently since they need to be transported in smaller loads. Second, large supply items which cannot be broken apart cannot be effectively transported at all. Unable to transport large equipment necessary for the PSUs operating capacity, the PSUs operating capability will be degraded.

Therefore, to ensure the full operating capacity of the Port Security Units, the CGR needs both all-terrain heavy equipment and the ability to tow the TPSB.



Sailors assigned to Undersea Rescue Command from Naval Air Station North Island retrieve the submarine rescue capsule after a successful 90-minute dive to 37 feet on Oct. 15, 2016. Active duty and reserve sailors assigned to URC, the Navy's only submarine rescue-capable command, are always on call ready to deploy around the world in the event of a submarine emergency. (U.S. Navy photo by Petty Officer 2nd Class Chad M. Butler)

A rifle detail from Brooklyn's 6th Communication Battalion fire three rifle volleys during a remembrance ceremony for two Reserve Marines from their unit at Floyd Bennett Field, Aug. 30, 2016.

Sgt. Maj. Michael S. Curtin and Gunnery Sgt. Matthew D. Garvey, first responders with the city's police fire departments, lost their lives at the World Trade Center on 9/11. To honor their memory, Marine Corps Reserve Center Brooklyn dedicated the Curtin Garvey Complex and a 9/11 monument made partially with steel from the World Trade Center.

The remembrance ceremony was held in conjunction with the U.S. Marine Corps Reserve Centennial, celebrating 100 years of service and selfless dedication to the nation. (U.S. Marine Corps photo by Sgt. Ian Leones)



## **ROA RESOLUTIONS**

National resolutions are initiated at the chapter, department, or national level by ROA members. ROA's efforts on Capitol Hill are dependent on these grassroots efforts. Resolutions are posted on the website at: <https://www.roa.org/advocacy/resolutions>

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**2016 Resolutions**

- 16-01 Uniform Change Policy
- 16-02 Mandatory Retirement Age for Medical Officers
- 16-03 APRN Full Practice Authority
- 16-04 Combat Zone Designation
- 16-05 Eligibility for Commander Northern Command
- 16-06 3-Star for the Reserve Advisor to the Chairman JSC
- 16-07 Selective Service Registration of Women
- 16-08 Maintain and Protect the United States Defense Industrial Base
- 16-09 Non-ratification of the Law of the Sea Treaty
- 16-10 Minimize the Effects of Sequestration on National Security
- 16-11 Reserve Component Members as Reserve Chiefs
- 16-12 Maintain Coast Guard Reserve Funded End Strength
- 16-13 Resetting and Reconstitution of Reserve Component Units
- 16-14 Fund Reserve Component Military Construction
- 16-15 Full Funding for RC FTS Personal
- 16-16 Concurrent F-35 Bed-Down with RC
- 16-17 Development of New Heavy Bomber
- 16-18 Procurement of C-40 Aircraft
- 16-19 Precision Engagement Equipment
- 16-20 AF Reserve Defensive AC Systems
- 16-21 Continuity of TRICARE Coverage
- 16-22 Reimburse Inactive Duty Training (IDT) Expenses
- 16-23 Resident Training Eligibility for all Participating Categories
- 16-24 Permanent Fix for Fees Paid for Medicare and TRICARE
- 16-25 USPHS Service Awards
- 16-26 Calculation of Mandatory Removal Date for Officers
- 16-27 Improve SCRA
- 16-28 Improve USERRA



- 16-29      Make Veterans Preference More Than an Empty Promise
- 16-30      Separation Payment Recoupment
- 16-31      Recognition of Illnesses Caused by Hazardous Warfare Agents
- 16-32      Limit Military Health Care Fee Increases
- 16-33      Mandate Cold War Service Medal

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### 2015 Resolutions

- 15-01 In-Theater Destruction of Medical Records
- 15-02 Commission on the Future of the Army
- 15-03 National Commission on the Structure of the Air Force
- 15-04 Military Compensation and Retirement Modernization Commission
- 15-05 Security at Armed Forces Facilities
- 15-06 National Security and the Reserve Component
- 15-07 National Guard and Reserve Equipment Appropriation (NGREA)
- 15-08 Procurement of the V-22 Osprey Tiltrotor
- 15-09 Sustain TRICARE Benefits
- 15-10 Opposition to the Merger of the Reserve and Guard
- 15-11 Expand Eligibility for Early Retirement
- 15-12 Electronic Health Care Records for Continuous Health Care
- 15-13 C-130J Tactical Airlift Modernization
- 15-14 U.S. Coast Guard Strategic and Operational Support
- 15-15 Tax Incentives for Employers of Reservists
- 15-16 Health Professions Scholarship Program
- 15-17 Individual Ready Reserve Funding
- 15-18 Hazardous Duty/Aviation Career Incentive Pay
- 15-19 Selected Reserve in the FBI
- 15-20 TBI/PTSD Treatment
- 15-21 Reserve Statement of Service
- 15-22 Procurement of C-130 Cockpit and Navigation Upgrade

### 2014 Resolutions

- 14-01      Need to Improve Military Voting (voting rights/retention)
- 14-02      Measures to Ensure No Man Left Behind (military policy)
- 14-03      Effective Diagnosis and Treatment for Traumatic Brain Injuries
- 14-04      Federal Reserve Input to Joint and Service Policy Entities and in Senior Staff Positions
- 14-05      Retain Office of the Assistant Secretary of Defense for Reserve Affairs
- 14-06      Establishment of the US Public Health Service Ready Reserve
- 14-07      Ensure an Adequate National Defense Budget
- 14-08      Management of Operational and Strategic Forces of the Reserve Component
- 14-09      Family Readiness Parity for the reserve Components
- 14-10      Preserving Veteran Status and Benefits for Those Who Have Served in Theaters of Operations
- 14-11      State Cooperation with Selective Service Registration
- 14-12      Full Funding for Junior ROTC
- 14-13      Commissioned Officers Training Schools
- 14-14      Full Funding for Selective Service System
- 14-15      Retention of Military Commissaries as an Incentive
- 14-16      Fund for RC Simulators and Training Devices
- 14-17      Fully Fund the Reserve Components IMA Program
- 14-18      Retain the Uniformed Services University of the Health Sciences
- 14-19      Extend Eligibility for Montgomery GI Bill

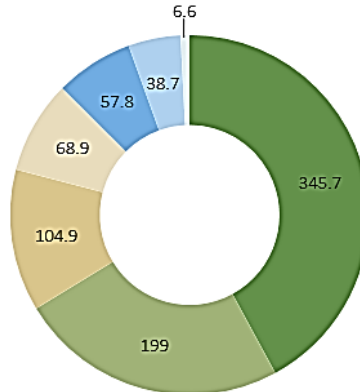
## **GUARD AND RESERVE DEMOGRAPHICS**

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### End strengths for Selected Reserve

*Measured in thousands of troops*

■ Army National Guard ■ Army Reserve ■ Air National Guard ■ Air Force Reserve ■ Navy Reserve ■ Marine Corps Reserve  
■ Coast Guard Reserve



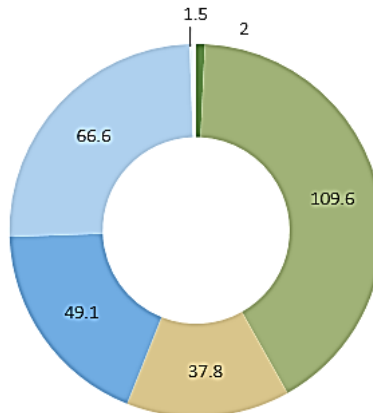
*Source: Defense Manpower Data Center (DMDC), "DMDC Report Selected Reserve by Rank/Grade," DoD, July 2016; Reserve Forces Policy Board, "Improving the Total Force: Using the National Guard and Reserves," Department of Defense, November 2016.*

The Selected Reserve includes participating Guard and Reserve members who are most essential to wartime missions. They regularly drill and train for 48 days out of the year and participate in active duty training for 14 days out of the year.

### End strengths for Individual Ready Reserve/Inactive National Guard

*Measured in thousands of troops*

■ Army National Guard ■ Army Reserve ■ Air Force Reserve ■ Navy Reserve ■ Marine Corps Reserve  
■ Coast Guard Reserve



*Source: Reserve Forces Policy Board, "Improving the Total Force: Using the National Guard and Reserves," Department of Defense, November 2016.*

The Individual Ready Reserve (IRR) and inactive National Guard are servicemembers who are not in the Selected Reserve and do not drill regularly. They can be called up for mobilization during national emergencies. While the IRR contains roughly 25% of the Ready Reserve, it only accounted for 4% of reserve mobilizations since 9/11.

## Guard and Reserve Title 10 Contingency Support

Unique SSAN Activations as of: February 28, 2017

Currently Activated: 32,064 change from last week (-438)  
Deactivated Since 9/11: 911,024  
Total: 943,088

Reserve Component	* Current Involuntary Activations	** Current Voluntary Activations	Total Currently Activated	***Total Deactivated Since 9/11	***Total Activated Since 9/11
ARNG	10,153 (-30)	634 (-1)	10,787 (-31)	385,222	396,009
USAR	8,249 (+56)	1,214 (-9)	9,463 (+47)	220,814	230,277
USNR	2,764 (+9)	114 (+5)	2,878 (+14)	56,569	59,447
USMCR	297 (+0)	442 (+0)	739 (+0)	63,026	63,765
ANG	3,212 (-164)	1,998 (+0)	5,210 (-164)	105,587	110,797
USAFR	1,721 (-284)	831 (-20)	2,552 (-304)	71,537	74,089
USCGR	320 (+0)	115 (+0)	435 (+0)	8,269	8,704
TOTAL	26,716 (-413)	5,348 (-25)	32,064 (-438)	911,024	943,088

**Notes:**

\* Includes members placed on Active Duty under 10 USC Sections 688, 12301(a), 12302 and 12304

\*\* Includes members placed on Active Duty under 10 USC 12301(d) and members categorized as unknown in CTS statute code

\*\*\* Includes members who were activated for Operation Noble Eagle, Operation Enduring Freedom, Operation Iraqi Freedom, Operation New Dawn, Operation Inherent Resolve and Operation Freedom Sentinel

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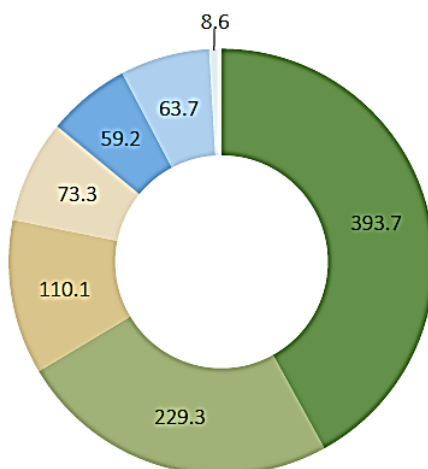
Source: Active Service Registry

Produced by the Defense Manpower Data Center

## Total Guard and Reserve activated since 9/11

Measured in thousands of troops

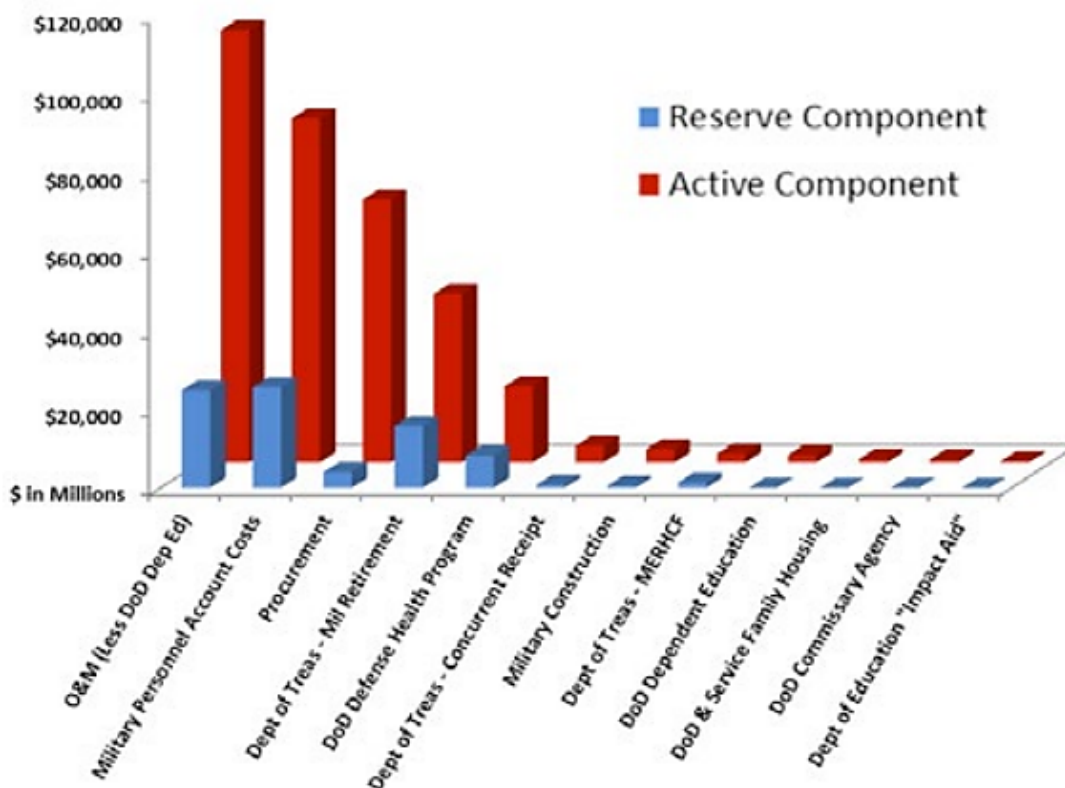
Army National Guard Army Reserve Air National Guard Air Force Reserve Navy Reserve Marine Corps Reserve Coast Guard Reserve



Source: Defense Manpower Data Center (DMDC), "Active Duty Registry," December 13, 2016.



## FY15 Fully-Burdened Per-Capita Cost Comparison Active & Reserve Component Servicemembers



DoD and Other Federal Agencies	Per Capita Cost RC	RC %	Per Capita Cost AC	AC %	Total
O&M (Less DoD Dep Ed)	\$ 24,792	18%	\$ 109,831	82%	\$ 134,623
Military Personnel Account Costs	\$ 25,524	23%	\$ 87,396	77%	\$ 112,920
Procurement	\$ 4,020	6%	\$ 66,802	94%	\$ 70,823
Dept of Treas - Mil Retirement	\$ 15,732	27%	\$ 42,836	73%	\$ 58,568
DoD Defense Health Program	\$ 8,186	30%	\$ 19,336	70%	\$ 27,522
Dept of Treas - Concurrent Receipt	\$ 791	16%	\$ 4,253	84%	\$ 5,044
Military Construction	\$ 563	14%	\$ 3,417	86%	\$ 3,980
Dept of Treas - MERHCF	\$ 1,418	38%	\$ 2,292	62%	\$ 3,710
DoD Dependent Education	\$ 31	2%	\$ 1,944	98%	\$ 1,975
DoD & Service Family Housing	\$ -	0%	\$ 911	100%	\$ 911
DoD Commissary Agency	\$ 41	5%	\$ 827	95%	\$ 868
Dept of Education "Impact Aid"	\$ 11	3%	\$ 393	97%	\$ 404

\*\*Costs for RDTE/Other, Dept of Veteran Affairs, and Dept of Labor for Vet Education/Training not included (costs considered evenly split).

## Reserve Component officers

*Includes Warrant Officers*

Service	Warrant Officers	O-1	O-2	O-3	O-4	O-5	O-6	O-7	O-8	O-9	O-10	Total For Each Service
Army National Guard	8,607	5,702	8,947	10,455	5,588	3,555	1,399	167	60	3	0	44,483
Army Reserve	3,434	2,609	5,513	11,442	7,419	5,113	1,818	77	32	1	0	37,458
MC Reserve	232	271	318	1,267	1,253	754	294	8	4	1	0	4,402
Navy Reserve	89	384	706	3,929	4,790	3,180	1,237	32	13	0	0	14,360
Air National Guard	0	1,031	1,234	3,514	4,314	3,979	985	136	40	2	1	15,236
Air Force Reserve	0	341	596	2,687	5,046	3,944	1,041	56	24	0	0	13,735
Coast Guard Reserve	124	63	59	369	307	145	31	0	1	0	0	1,099
<b>Total</b>	<b>12,466</b>	<b>10,401</b>	<b>11,866</b>	<b>22,232</b>	<b>28,717</b>	<b>20,670</b>	<b>6,805</b>	<b>476</b>	<b>174</b>	<b>7</b>	<b>1</b>	<b>130,773</b>

Sources: Defense Manpower Data Center, "Selected Reserve by Grade/Rank," Department of Defense, November 30, 2016.

## Reserve Component enlisted

*Ranks E-1 to E-9*

Service	E-1	E-2	E-3	E-4	E-5	E-6	E-7	E-8	E-9	Total For Each Service
Army National Guard	12,142	18,288	36,565	99,189	62,858	37,774	19,982	7,210	2,058	296,066
Army Reserve	7,299	6,838	16,454	54,962	33,190	20,026	14,515	5,663	1,528	160,475
MC Reserve	1,717	3,169	14,510	6,519	4,612	2,067	1,067	522	174	34,357
Navy Reserve	1,019	1,394	4,222	8,180	13,818	10,247	3,715	902	360	43,857
Air National Guard	889	461	12,737	16,199	20,135	18,743	15,182	4,455	1,945	90,746
Air Force Reserve	965	697	3,422	13,430	11,864	12,063	8,328	2,925	951	54,645
Coast Guard Reserve	0	1	96	1,304	1,678	1,448	669	116	71	5,383
<b>Total</b>	<b>24,031</b>	<b>30,848</b>	<b>88,006</b>	<b>199,783</b>	<b>148,155</b>	<b>102,368</b>	<b>63,458</b>	<b>21,793</b>	<b>7,087</b>	<b>685,529</b>

Sources: Defense Manpower Data Center, "Selected Reserve by Grade/Rank," Department of Defense, November 30, 2016.



An A-10C from the 476th Fighter Group at Moody AFB, Ga approaches the boom from a KC-135 Stratotanker during refueling operations over Georgia on July 14, 2016. (U.S. Air Force photo by Master Sgt. Eric J. Amidon)



Coast Guard reservists aboard a 45-foot Response Boat—Medium retrieve a Rescue basket from an MH-65 Dolphin helicopter in Jacksonville, Florida. (U.S. Coast Guard photo by Petty Officer 2nd Class Anthony L. Soto)

