

USAWC STRATEGY RESEARCH PROJECT

**TRANSFORMING THE AIR NATIONAL GUARD IN THE 21ST CENTURY: HOW TO BALANCE THE AIR
GUARD'S "REMARKABLE TRINITY"—THE AIRMAN, THE FAMILY, AND THE EMPLOYER**

by

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The views expressed in this academic research paper are those of the author and do not necessarily reflect the official policy or position of the U.S. Government, the Department of Defense, or any of its agencies.

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ABSTRACT

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In his book *On War*—published in 1852, the great Prussian theorist Carl Von Clausewitz described what we have come to know today as a “remarkable trinity” that consisted of the government, the military, and the people. He recognized that a crucial relationship existed between the three and that if a balance was not maintained, synergistic effect of the trinity as a powerful force becomes muted. His theory asserted that the three entities are inextricably linked and that neglect in one area equates to neglect in all areas. Although this is a basic interpretation of a complex idea, the point is that all parts of the equation are important. Certainly a perfect balance cannot be maintained at all times, but the caution is that there is a limit.

This belief can certainly be applied to the Air National Guard's “remarkable trinity”—the airman, the family, and the employer. Thousands of dedicated guardsmen regularly perform an extraordinary balancing act in regard to their military, family, and employer related responsibilities. As the Air National Guard continues to participate in worldwide operations at a phenomenal pace, a clear strain has been placed on each of these three segments. This paper will explore the issues surrounding those strains and present recommendations on how to maintain a balance. As the military transforms, so too must the Air National Guard. The relationship that exists between the airman, the family, and the employer *must* be considered as the Air National Guard contemplates changes necessary to ensure the force of the 21st century remains ready, reliable, and relevant.

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PREFACE

Significant changes to the U.S. military force structure have occurred since the end of the Cold War in 1989. Since the opposing super power—The Soviet Union—had fallen, many thought that the significant force the United States employed was unnecessary. For example, having only used a third of the total fighter force in the first Gulf War, at the time, the conclusion to reduce forces was easy to draw. Unfortunately, the opposite occurred. As forces were drawn down, requirements increased. The environment went from one that was predictable to one that was unpredictable. Operations such as SEA SIGNAL, RESTORE HOPE and DENY FLIGHT in the early nineties, to Operations NORTHERN and SOUTHERN WATCH, ENDURING FREEDOM, among others, have become the norm. This increase in Operations Tempo has impacted all elements of the Total Force, including the Air National Guard.

Many in the Air National Guard will probably agree that, even before September 11, 2001, our forces already had a significant Operations Tempo. As a key player in the Total Force, Air National Guard units were heavily involved in the Air and Space Expeditionary Force construct as well as other missions throughout the world. Since the further increase in Operations Tempo post September 11th, Air National Guardsmen have felt the strain in each area of the “remarkable trinity.” Short notice deployments, lengthy periods of time gone from family, and stresses about long periods away from their primary employment have been realized. The “traditional” Guard construct of “one weekend a month, two weeks a year” was already a foreign concept for many guardsmen. The events of September 11th, 2001, have more than likely ensured that—for all—that structure is now history.

With change comes stress and, almost daily, one can read a significant number of news articles that speak to how the United States military is stressed. Coupled with the high deployment rate—as the United States continues to prosecute the Global War On Terrorism—is the fact that the Department of Defense is seeking out ways to transform all military forces. For the Air National Guard, this situation is further complicated in that 70 percent of the force treats the military as a second job. For these airmen, this is not their primary source of income, and in order to remain a ready, reliable, and relevant force, a balance between each airman’s military, family, and employer responsibilities must be maintained.

That is the primary concern of this paper—how to maintain a balance. Each and every issue in this short research paper will not be covered, but that is not the goal. The goal of this paper is to present Air National Guard members, their families, and their employers with a basic understanding of the issues surrounding membership in today’s Air National Guard. Airmen requirements are predominately related to training for future deployments. Family requirements

involve how best to inform and prepare families for the deployments that will inevitably occur. And finally, employer requirements demand that, in order to remain an employee, a positive relationship is maintained. Balance is the key word. If any of the three areas becomes grossly out of balance, the Air National Guard will most likely suffer a loss, as airmen will choose to separate. The reason could simply be an airman realizing he or she is unable to continue to perform military-related duties, to more difficult situations such as a divorce or the potential loss of one's primary job because of too much time away. The specific reason truly does not matter, what matters is that each airman provides a vital function, and if that airman comes to the conclusion that he or she cannot continue to serve, the Air National Guard must recruit a replacement. This can have a severe impact on the ability to present a viable force.

A second goal of this paper is to present ideas and recommendations in order to ensure the Air National Guard remains ready, reliable, and relevant for many years to come. People are the Air National Guard's greatest asset, especially when it comes to ideas and innovations to improve the force. Use the information presented here to formulate and present your own ideas. Developing better methods to employ the finite amount of resources the Air National Guard receives is crucial, as an increase in military endstrength isn't necessarily the best, most reasonable, or even likely solution. In order to strike a balance, new processes need to come to fruition.

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TRANSFORMING THE AIR NATIONAL GUARD IN THE 21ST CENTURY: HOW TO BALANCE THE AIR GUARD'S "REMARKABLE TRINITY"—THE AIRMAN, THE FAMILY, AND THE EMPLOYER

I've said before that the National Guard really is the seat on a three-legged stool—one leg being the citizen-soldier and airman, one being their families and one being their employer. Without any one of those legs, the stool is in jeopardy. So, how much elasticity will the employers bear? How much elasticity of service will the families take? And how much can the citizen-soldier take trying to balance his or her military part-time career against the demands and the stresses of the family and the employer? I think we have to watch that very closely.¹

—Lt Gen H. Steven Blum,
National Guard Bureau Chief

This is a busy time for all military services. The ongoing Global War On Terrorism (GWOT) coupled with the call by Secretary of Defense Donald H. Rumsfeld to transform military capabilities has resulted in a high Operations Tempo (OPSTEMPO) along with the uncertainty that surrounds organizational change. The Air National Guard (ANG) has participated heavily in both of these activities. Transformation for the ANG is most often summarized by its leaders in three words—ready, reliable, and relevant. As a key player in the Total Force Concept, the ANG regularly proves its members and equipment are “up to the task.” Recent campaigns, most notably Operations ENDURING FREEDOM and IRAQI FREEDOM, have certainly validated those thoughts. What separates the ANG from its Active Duty counterparts is that 70 percent of its force is composed of “citizen-soldiers”—soldiers whose primary source of income come from jobs outside their military duty. This aspect is what makes the Reserve Components (RC) vastly different from the Active Duty and what rounds out the Air National Guard's “remarkable trinity.”

The “remarkable trinity” was a concept described by the great Prussian theorist Carl Von Clausewitz. In his book *On War*, published in 1852, he described what we know today as a “remarkable trinity” that consisted of the government, the military, and the people.² He recognized a crucial relationship existed between the three and that if a balance was not maintained, the synergistic effect of the trinity as a powerful force becomes muted. His theory asserted that the three entities are inextricably linked and that neglect in one area equates to neglect in all areas. He stated:

These three tendencies are like three different codes of law, deep-rooted in their subject and yet variable in their relationship to one another. A theory that ignores any one of them or seeks to fix an arbitrary relationship between them would conflict with reality to such an extent that for this reason alone it would be totally useless.³

This belief can definitely be applied to the Air National Guard's "remarkable trinity," and is certainly something that needs to be paid attention to as we continue to transform our military forces. Although Clausewitz's trinity theory is more complex, the point is that all parts of the equation are important. Certainly a perfect balance cannot be maintained at all times, but the caution is that there is a limit. Airmen have and will continue to deploy for lengthy periods—and during that time the equation is obviously going to be out of balance. But there are things that can be done to lessen the imbalance and impact, and in turn give the Guard the opportunity to retain its most valuable asset—its people.

Thousands of dedicated guardsmen regularly perform an extraordinary balancing act in regard to their military, family, and employer related responsibilities. As the Air National Guard continues to participate in worldwide operations at a phenomenal pace, a clear strain has been placed on each of these three segments. To maintain the balance and to remain ready, reliable, and relevant, the ANG needs to infuse new ideas in preparation for future missions. Today's airman has incredible demands on his time. Indeed, as General Blum states, "without any one of those legs the stool is in jeopardy."

This paper will examine some of the challenges the Air National Guard faces as it transforms its force for the 21st century. Preparations for today's Guardsmen must advance beyond the traditional concept of one weekend a month and two weeks a year. Complex technology, coupled with a reduced force structure and expeditionary operations, drastically changes the time and training required to adequately prepare. Additionally, the ANG must also dedicate more time and resources to each airman's family and employer. The higher the OPSTEMPO, the more resources the ANG will need to spend educating and informing each aspect of the trinity. As the three are inextricably linked, all three areas need to be considered if we are to recruit and maintain a viable force for the 21st century.

Preparation requirements for airmen are the first area that this paper will concentrate on. Many requirements exist in order to prepare and maintain the force. Given the finite amount of time to accomplish ancillary training, Professional Military Education (PME), Air Force Specialty Code (AFSC) training, and other issues as well, the ANG needs to employ a variety of methods to efficiently and effectively accomplish these requirements.

Next, considerations for an airman's family—the backbone of any military outfit—will be discussed. Many studies have shown that families have a large influence on the decision for airmen to remain a part of the ANG. Educating families and allowing them to participate in as many ways as possible—in effect training them—is critical to each airman as they strive to maintain the proper balance.

Finally, employer considerations. From large corporations to individual owners, employers and employees have made a vast number of sacrifices, creating yet more potential imbalance and pressure for airmen to remain on duty. Although there are specific laws in place to help both the employee and employer, statutory changes need to be considered in order to support the ANG force of the 21st century.

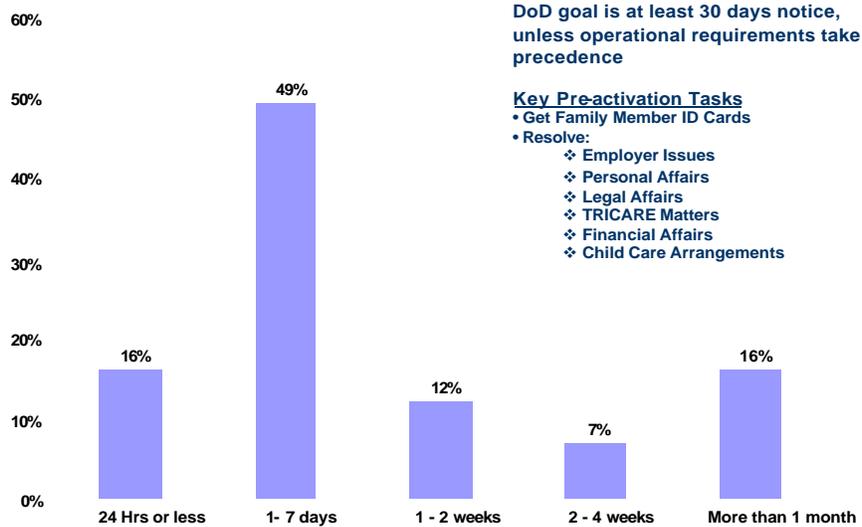
So, how does the ANG better prepare its airmen? Certainly the notion that you will have 30 days to prepare to deploy has gone out the window. Preparations to deploy on short notice, for potentially lengthy periods of time, bring new challenges to the ANG. How can the ANG better inform and support families that have experienced a significant increase in the time separated from their loved one? How can the ANG do a better job “training” and informing employers of impending interruptions in their work force?

Infusing new technologies, employing different training practices, and considering all aspects of the trinity, is the key to success in the future. The demands are great, and the demands for an ANG citizen-soldier come from three very different angles. Transforming the ANG must involve all three aspects of the ANG’s “remarkable trinity” if we are to successfully recruit, train, and retain the forces needed to fight and win America’s wars.

THE AIRMAN

Many in the Air National Guard will probably agree that, even before September 11, 2001, our forces already had a significant OPSTEMPO. As a key player in the Total Force, ANG units were heavily involved in the Air and Space Expeditionary Force (AEF) construct and other missions throughout the world. Certainly, the “traditional” Guard construct of “one weekend a month, two weeks a year” was already a foreign concept for many. The events of September 11, 2001, have more than likely ensured that—for all—that construct is now history. Another significant change is the amount of notice the RC received prior to mobilization. ANG units had in the past been comfortable with the notion that they would have 30 days to mobilize; however, only 16 percent of those mobilized were given that much time (Figure 1)⁴. More significant is the fact that 65 percent received seven days or less notification. In order to remain a relevant force, the ANG will need to transform its practices to ensure all airmen are prepared to deploy with little notice.

Advance Notice of Mobilization



Source: 2003 RC Status of Forces Survey (SOFS)

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FIGURE 1. ADVANCE NOTICE OF MOBILIZATION

AIRMAN ISSUES

The fundamental difficulty surrounding preparing for deployments is time. As the military incorporates increasingly complex and wide-ranging systems, more time is needed to learn and practice each function. On top of that, airmen need to balance training from three primary focus areas. First, there is core training specific to the AFSC each airman is assigned. Next, there is PME—education that is not only critical for an airman’s promotion, but also vital for the Air National Guard as a whole. Finally, there is ancillary training. This training ranges anywhere from chemical warfare training to diversity training or some other relevant contemporary issue.

A great example of change that is being incorporated today is found in a program called Force Development. Air Force Chief of Staff, General John P. Jumper, describes this program below⁵:

At CORONA we adopted a new vision for how we work with the most important resource we have, all of you. As we transformed our Cold War structure into an Air and Space Expeditionary Force, it follows that we transition the way we train, educate, promote, and assign our Total Force...Force Development will enable us to focus on each individual by emphasizing our common airman culture while offering a variety of choices that respects the distinctive elements of your career field.

Focusing on each individual is crucial. Force Development starts with a common foundation for all and then spans to, “offer qualified individuals in all career fields, advanced degrees in conjunction with tailored PME based on what we know they need for their jobs, period.”⁶ As the ANG continues to become more specialized—in the way we train, deploy, and fight—tailored training programs offer one of the keys to potential solutions for the 21st century ANG force.

Notification time isn’t the only reason to adapt training methods. The decrease in force structure, the Air Force’s emphasis on expeditionary operations, and the infusion of technology has impacted the way forces are organized. Blended units, associate units, and units such as the 480th Intelligence Wing, Langley AFB, Virginia, are examples as to how ANG forces will be presented to Combatant Commanders. The 480th includes more than 2,000 active duty, National Guard, and civilian personnel.⁷ As a “reach back” capability tasked to collect and interpret images from various platforms, the 480th signals the type of task-oriented units that will require a new way of preparing citizen-soldiers assigned to the ANG.⁸ Ultimately, these changes will drive the need to develop targeted training plans that make increased use of distributed learning and other methods. However, additional concerns arise out of the impact technology is having that directly impacts the time each airman has to train.

As more technologically complicated and expensive systems are being developed, a dilemma is created. Due to costs, some of the newest systems incorporated have forced the military to reduce manpower or eliminate service as a new system comes online. An example of this is a program called Virtual Record of Emergency Data, or vRED. This online system replaces paper methods and requires that each individual create an account in order to access and provide emergency data. Although there are many benefits to online databases, what has not been considered is the amount of time and effort required to learn, access, and update information. What typically was a ten-minute process at the unit for the airman has now become a process that requires additional individual time and effort. Having databases containing vital information is necessary, but the implementation philosophy of this and other programs is flawed. Ease of use, Internet access, and the overall time required by each individual to setup and maintain data was not considered when implementing this program.

The examples listed are only a few of the aspects that need to be considered as adjustments in how the ANG trains and prepares are contemplated. Issues involving the family will further exploit the need to create different methods to train.

THE FAMILY

Contingency operations have placed enormous strains on our service members and their families, and have helped demonstrate that mission readiness and family readiness are inextricably intertwined.⁹

—National Guard and Reserve Family Readiness Strategic Plan: 2000-2005

As the number and duration of deployments continues to rise, the Family aspect of the ANG trinity has become increasingly important. A recent General Accounting Office report highlights the reason why the ANG needs to pay more attention:

The proportion of military personnel with spouses and children has risen dramatically since the military eliminated the draft and established an all-volunteer force. For example, 60 percent of Gulf War veterans versus 16 percent of Vietnam veterans were married with children during their service in these conflicts.¹⁰

“A reserve member’s satisfaction with reserve service is directly related to the attitude of his or her family toward the member’s participation in the Reserve components.”¹¹ In addition, “a survey of reserve members indicated that a majority considered the burden placed on their spouse as the principle family problem related to a mobilization or call to active duty.”¹² An airman worried about his or her family will have a difficult time working safely and effectively. Separation brings change in the dynamics of the family as individuals go through many emotions before, during, and after a separation. Separation is never easy, but it can be a positive growth experience for everyone involved.¹³ Family support has obviously been around for a long time, but not until the 1985 Military Family Act was legislation enacted to address the importance of military families.

FAMILY ISSUES

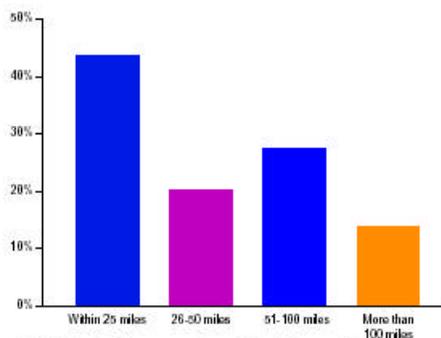
Many supporting agencies such as the United Service Organizations (USO) have existed for many years, but as the ANG continues to evolve and is tasked for more deployments, more attention needs to be paid to family concerns. The dramatic increase in the number of airmen married certainly adds to the stress both sides will experience during deployments. “The demands and stress of military life include frequent time away from family, recurrent moves that can disrupt family and social support networks, and the threat of family members’ death or injury due to military service.”¹⁴

Although there has been a long bond with programs such as the USO, legislative support for families has been around for less than 20 years. In 1985, Congress passed the Military Family Act.¹⁵ “The law established an Office of Family Policy (OFP) in the office of the Secretary of Defense to coordinate programs and activities of the military departments relating

to military families. The law also gives DoD authority to make recommendations to the secretaries of the military departments with respect to programs and policies regarding military families.”¹⁶ “In 1988, DoD guidance on Family Policy¹⁷ addressed quality of life issues for all DoD components, including the Guard and Reserve.”¹⁸ In 1994, DoD published “Family Readiness in the National Guard and Reserve Components.”¹⁹ “The Instruction directs the implementation of Guard and Reserve family programs and defines their relationship with active component programs.”²⁰ Additionally, “The Office of the Assistant Secretary for Reserve Affairs (OASD (RA)) and the OFP have formed a strategic partnership to develop a National Guard & Reserve Family Readiness Strategic Plan. This plan seeks to ensure that reservists and their families are prepared to cope with the strains associated with long or repeated deployments and are adequately served by military family care systems, networks and organizations.”²¹

Challenges that families face are that many families are geographically dispersed, with some living one or more states away.²² Figure 2²³ emphasizes this point. “Commanders and leaders have discovered that many Reservists do not share information with their families.”²⁴ Therefore, any solution considered should address both the availability of relevant information, as well as what services can be made available due to the geographic location of unit members.

DISTANCE TO NEAREST MILITARY INSTALLATION



**61.5% of Reserve families live > 25 miles
from installation**

**41.3% of Reserve families live > 50 miles
from installation**

FIGURE 2. RESERVE FAMILY DISTANCES TO NEAREST MILITARY INSTALLATION

THE EMPLOYER

Today, in both manpower and force capability, the Reserve Components comprise nearly half of the Total Force. In response to the attack on America on September 11th, 2001, Reserve forces are spending even more time away from the workplace defending the nation both at home and abroad.²⁵

—2003 National Guard Almanac

With the adoption of the Total Force policy in 1972, the draft was eliminated and full reliance was placed on voluntary military service.²⁶ At that time, the Reserve Components were truly a reserve force and citizen-soldiers received the minimum training essential to allow them to be integrated into military service.²⁷ “For most citizen-soldiers, this meant one weekend a month and two weeks a year of training, a commitment that was almost unnoticed by employers and only a slight inconvenience to civilian businesses.”²⁸ Change began with the end of the Cold War in 1989. As indicated in Figure 3²⁹, a dramatic decrease in the number of military personnel was experienced. “At the same time, an anticipated decrease in global commitments did not occur, resulting in an increased reliance upon the Reserve Components. Reserve utilization increased more than tenfold during this period.”³⁰ What once barely impacted became a major strain for employers. Fortunately, two programs are in place to support the relationship between each airman’s military and civilian workplace: the National Committee for Employer Support of the Guard and Reserve (ESGR), and the Uniformed Services Employment and Reemployment Rights Act (USERRA).

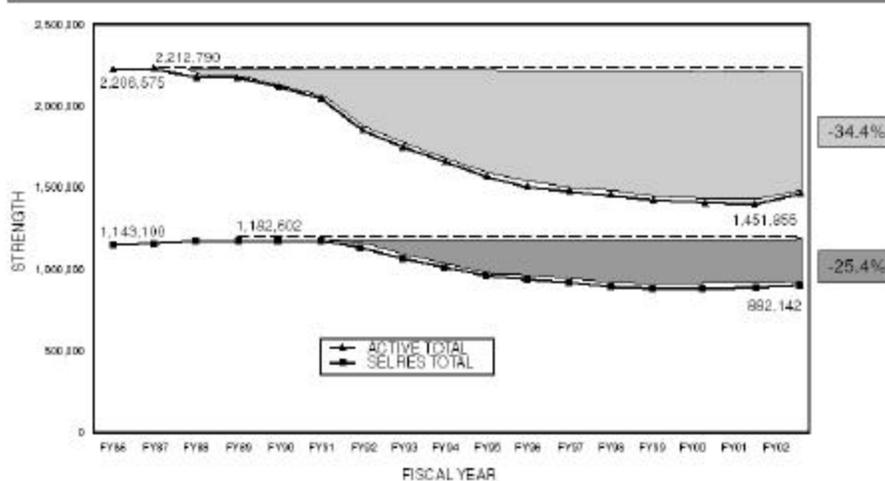
EMPLOYEE SUPPORT FOR THE GUARD AND RESERVE

Initiated in 1972—the same year the Total Force policy was adopted—ESGR is an operational committee within the Office of the Secretary of Defense. The primary purpose of ESGR is to:

Promote cooperation and understanding between Reserve component members and their civilian employers and to assist in the resolution of conflicts arising from an employee's military commitment. Today, ESGR operates through a network of more than 4,500 volunteers throughout 55 committees located in each state, the District of Columbia, Guam, Puerto Rico, the Virgin Islands, and Europe.³¹

ESGR has both a national and local structure that supports numerous functions.³² The most important point to understand about ESGR is why it was created. “When the end of the draft was initially anticipated, Defense planners foresaw a potential problem with the nation's Reserve service members and their civilian employers. Long accustomed to National Guard

THE TREND (FY86-FY02)
Active and Reserve Forces



Data as of September 30, 2002.

FIGURE 3. REDUCTION IN AC/RC PERSONNEL STRENGTH LEVELS FY 1986-2002

and Reserve membership as an alternative to compulsory active-duty service, it was believed that employers might question the necessity of service in a purely voluntary military system. The planners concluded that some employers might not be supportive of their workers serving voluntarily in uniform. ESGR seeks to gain and reinforce the support of America's employers for a strong National Guard and Reserve system.”³³

UNIFORMED SERVICES EMPLOYMENT AND REEMPLOYMENT RIGHTS ACT

“Enacted in October 1994, the Uniformed Services Employment and Reemployment Rights Act (USERRA) provides reemployment protection and other benefits for veterans and employees who perform military service. It clarifies the rights and responsibilities of National Guard and reserve members, as well as their civilian employers.”³⁴ USERRA applies to all employers in the United States, regardless of the size of their business. “‘Service’ includes active or inactive duty under federal authority (Title 10 or Title 32), but does not include state call-ups under state authority of members of the Army or Air National Guard.”³⁵

Duration of Call-ups

Tour lengths for RC members:

DESERT SHIELD/STORM	Average:	156 Days
PRCs (Kosovo, SWA, Bosnia, Haiti)	Majority:	200 Days +
<u>ONE/OEF/OIF</u>	Majority:	300 Days +

Note: Of the 300,000+ RC members called-up for ONE/OEF/OIF, about 30,000 have been extended from the standard 1 year tour to 2 year tours – more will occur

FIGURE 4. DURATION OF CALL-UPS

EMPLOYER ISSUES

Much as the OPSTEMPO has had a significant impact on families, the same can be said for employers. In the past, employers only expected to see their employees gone for a maximum of two weeks once a year. Clearly that standard has changed (Figure 4)³⁶. Another obvious concern with the increase in OPSTEMPO is the fact that more employers have to temporarily live without a certain percentage of their employees for an increasing length of time.

RECOMMENDATIONS

As we prepare for the future, we must think differently and develop the kinds of forces and capabilities that can adapt quickly to new challenges and to unexpected circumstances. We must transform not only the capabilities at our disposal, but also the way we think, the way we train, the way we exercise, and the way we fight.³⁷

As we develop our recommended legislative proposals for fiscal year 2005, we must continue to pursue changes in the law that may be necessary to modernize and transform the force.³⁸

The two statements above, written by Secretary of Defense, Donald H. Rumsfeld, echoes other senior military leader concerns and very much applies to the ANG. The notion that the ANG will remain a ready, reliable, and relevant force training once a month and two weeks a year is outdated thinking. The increased reliance on ANG airmen to deploy adds additional stress to the other two parts of the trinity—families and employers. In order to recruit and retain a viable force, the ANG must make changes to the way it trains and prepares all three parts of the trinity. As the DoD continues to emphasize the need to transform, and concerns itself with

the correct mix between the Active and Reserve components, ANG leadership should support changes that enhance the advantages the ANG offers while considering the impact these changes will have on the trinity.

Two primary conclusions may be drawn from the information prescribed. First, expeditionary operations and the complete integration of the RC have forever changed how commanders will employ the Air Force. No matter what the mix, the continual integration of technology has led to a highly educated and specialized force. Recent operations have proven that the ANG has the ability to deploy many parts of a unit to multiple places around the world. This fact not only emphasizes the need for a multitude of training options for unit members, but also has a major impact on all three parts of the ANG trinity.

Second, the increased reliance on the RC also drives the need to change the way we inform—essentially train—the families and the employers. Increased reliance on the RC results in increased reliance on families and employers for much needed support. Following Clausewitz’s belief that the trinity is inextricably linked, Figure 5 demonstrates how this translates to the ANG trinity. A value of “1” has been assigned to each part of the trinity. In a perfect world, the balance between the three parts equates to a maximum value of “1” for each. Numerous factors exist that will upset this balance—deployments, family situations, and

	<u>Airman</u>		<u>Family</u>		<u>Employer</u>		<u>TOTAL</u>
1	1.00	x	1.00	x	1.00	=	1.00
2	0.75	x	1.50	x	0.75	=	0.84
3	2.00	x	0.50	x	0.50	=	0.50
4	0.25	x	1.00	x	1.75	=	0.44
5	2.50	x	0.50	x	0.00	=	0.00

- **Assign each part of the trinity a factor**
 - *A "1" in each area equals perfect balance between all three*
- **The four subsequent examples depict different scenarios and the resultant effect on the overall balance (Total)**
 - *Deployment, Divorce, Work responsibilities*
- **Any area that reaches Zero equals a Zero overall, in effect a loss**

FIGURE 5. TRINITY RELATIONSHIP

employer responsibilities are simple examples. Of primary concern is to ensure—as best as possible—that the ANG does what it can to maintain a balance. Keeping families and

employers involved and informed is key. In short, the more out-of-balance one part becomes, the more impact it has on the trinity overall. If one part becomes overwhelming—in effect, reaches zero—it may lead an airman to the conclusion that military service can no longer be continued. Below are more specific recommendations:

- **DRILL TRAINING**– Currently, the method of training airmen is to conduct Drill once a month at the airman’s base of assignment along with the idea that two additional weeks will be allotted to additional training opportunities. Figure 6³⁹ shows this traditional format

Flexibility in Personnel Management

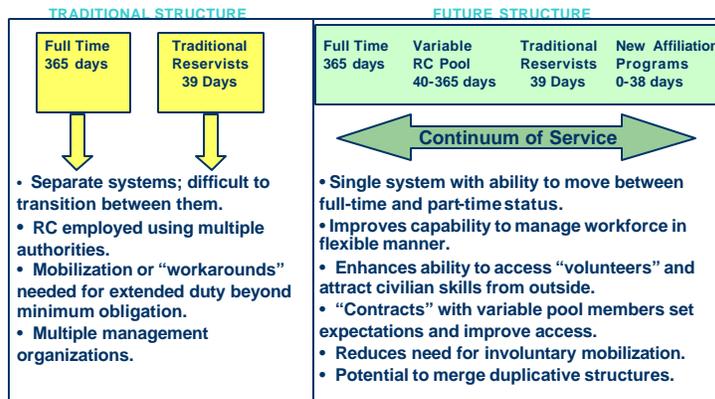


FIGURE 6. TRAINING STRUCTURES

compared to one potential solution. The 39-day construct for traditional guardsmen is inadequate and doesn’t reflect the reality of today’s world. In order to maintain the trust of families and employers, the ANG needs to “advertise” the reality of how much time is truly needed to train. Comments by Thomas F. Hall, the Assistant Secretary of Defense for Reserve Affairs, serve as another potential solution⁴⁰:

The days of the “weekend warrior” are gone. It’s a new world and we need to transition. In addition to a rebalanced force, the future holds a more flexible drilling schedule for Guardsmen and Reservists. Instead of the traditional weekend drill, there could be two two-week training periods. Reservists or Guardsmen might only go to the drill center once a year for administrative duty. Some might do all of their training at the same time. Virtual drilling may also be a possibility.

Two two-week training periods may work for some, but not all. I feel it is important to evaluate the training requirements of each AFSC (and perhaps unit) and decide on the number of drill periods each is to be allotted. With the continued incorporation of blended

units and other similar concepts, drill periods and days may vary from the traditional 39-day construct to many more periods for certain AFSC's. The key point is that requirements have increased. A complex system requires more complex and targeted solutions. The Unit Type Code based expeditionary structure means that requirements for each airman could be extremely different. Some may be able to train in the current time allotted, but others may need more drill periods or more mandays to accomplish required training. Additionally, more time may be required to "spin up" to a deployment. Conversely, less time may be required after a deployment.⁴¹ A give and take approach recognizes the fact that the other two factors in the trinity—families and employers—are equally important. Finally, virtual drilling and variable drilling concepts will need to be incorporated to ensure Guardsmen are prepared to deploy on a moments notice. Methods of training that need to be contemplated are primarily: live simulation, virtual simulation, distributed learning, and others. Fully supporting the ability to complete requirements remotely and getting paid is another important factor.

- **CONSOLIDATE PERSONNEL ACCOUNTABILITY TRACKING SYSTEMS IN ORDER TO STREAMLINE THE MOBILITY PROCESS** - One key to speeding up the deployment process is timely and accurate information. "No joint personnel accountability tracking system provides visibility of requirements, personnel to fill those requirements, or synchronization of transportation to move Reserve Component personnel into theater. Current service mobilization processes use many different automated and manual systems but what is needed is a system that provides for a global capabilities search for either individuals or units."⁴² An additional benefit of this type of system would be that each ANG unit could use this information in order to tailor their Drill schedules accordingly. Commanders, training monitors, and individuals could access information—even remotely—in order to understand what requirements need to be accomplished. Incorporating a system that allows commanders to quickly assess unit needs is critical for today's ANG operations, particularly since the time between when the order is received to deploy and the actual deployment date may be short. A potential solution is a program called Force Vector, which is outlined below⁴³:

Ineffective skills and training management processes throughout the Air Force compounds the difficulty of selecting and deploying qualified personnel to meet operational requirements. Commanders need to quickly assess the readiness of their personnel and take actions to assist those that have not met their requirements. Force Vector (formerly Personal Trainer) will provide the flexibility, agility, and responsiveness needed to quickly assess, by individual, where gaps in skills and knowledge exist.

Adopting a system that allows individuals to see changes and updates to their specific training requirements, as well as other information, will greatly enhance the mobility process and will maximize the limited time Guardsmen have to prepare.

- ***ALIGN ALL TRAINING, INSPECTION, AND OTHER REQUIREMENTS WITH THE AEF CYCLE TO THE MAXIMUM EXTENT POSSIBLE*** - Since the Air Force has fully accepted the AEF concept, aligning all requirements to the 15-month AEF cycle will provide many benefits. A successful example of this is the Total Force Training and Education Review Process (TFTERP). "For years, Air Force officials have wrestled with the problem of finding enough time in the day for airmen to do their regular job and accomplish all of the necessary training requirements. It's a problem felt throughout the entire Air Force, but one that's more acute in the reserve components because of the limited availability of reservists and guardsmen."⁴⁴ The goal of TFTERP is to:

Provide a systematic approach to address training and education issues and ensure a top-level review of Air Force requirements. The goal of TFTERP is to increase effectiveness and cost-efficiency in training and education by providing a corporate process to resolve issues, balance priorities, gain training efficiencies through use of Advanced Distributed Learning (ADL) when appropriate, and recognize civilian acquired skill equivalencies. The result of TFTERP is a sustained focus on training and education requirements to produce the skills and knowledge required to meet mission readiness expectations for the Total Force.⁴⁵

Alignment of all programs will preserve resources, help manage OPSTEMPO, and enhance predictability. Predictability is an important concern for each part of the trinity. Among other things, airmen will be able to pursue education as described in Force Development, families will be able to plan vacations, and employers will be able to plan for absences.

- ***MERGE THE CAPABILITIES OF ALL DOD FAMILY SUPPORT PROGRAMS*** - When you glance at the figures that are included in this paper, you can quickly understand the importance of involving the family. Minimal notification, long separations, and other factors add a lot of responsibility to family members of deployed airmen. "There is a direct relationship between family readiness and individual or unit readiness. Retention is strongly affected by the degree to which family members perceive that military leaders care about and provide support to reserve families."⁴⁶ Providing relevant and current information takes time, money, and manpower. Many Family Support centers exist in all of the services. Unfortunately, they are predominately service oriented. "Jointness" of military forces should translate into "jointness" of family support programs. Many Guardsmen live far away from their unit. Having the ability to assign a family support

center close to home will enhance an ANG commanders ability to provide appropriate information. This will require the entire Family Support network to transform in order to handle family requests no matter what service they are from.

- **USING APPROPRIATE MEDIA, DEVELOP AN INFORMATIONAL PACKET FOR FAMILIES** - Using computer technology that exists today, create a CD or DVD of vital information. This packet would contain pertinent documents—Wills, Powers of Attorney—and other information important to families, especially while their loved ones are deployed. To enhance this effort, units could sponsor a “family mobility line” during a Drill period. Base personnel could quickly review information from the packet, and answer any questions or concerns. Additionally, having the capability to accomplish this remotely through the Internet would afford members the opportunity to update their information at any time. Ensuring pertinent documents are up-to-date can go a long way in reducing a families concerns if a short-notice deployment were to come about.
- **CHANGE LAWS IN ORDER TO ENCOURAGE EMPLOYERS TO HIRE GUARDSMEN** - Many great contingency programs regarding RC members exist in the civilian world. Capitalizing on plans companies have developed will enhance the military’s understanding of the employers needs and may offer additional solutions. Small and individually owned businesses are probably of the most concern, as many do not have the same capability to absorb a temporary loss as larger companies (i.e., certain major airlines purposely hire additional pilots in order to cover their schedule while their RC employees are accomplishing their military duties). Obviously the loss of one employee at a small company has a greater impact than at larger companies. “One possible solution is to give each private employer a tax deduction as the employer makes up the difference in pay, up to a ceiling amount per month, for each employee who has been activated.”⁴⁷ Any incentive or tax break that encourages employers to hire Guardsmen will greatly enhance the relationship between the military and civilian sectors and should improve retention.
- **EDUCATE EMPLOYERS ON A MORE ROUTINE BASIS** - Nearly a third of airmen state that their employers are unaware of USERRA and other laws pertaining to service needs.⁴⁸ Tying this to the trinity, it becomes obvious that the more time you take away the employee from the employer, the more time you will need to spend informing and educating that employer. According to discussions with ESGR⁴⁹, the ESGR structure across the country consists of approximately 4000 people, currently all in a volunteer status. The organization’s desire is to assign at least one full-time position—military or contractor—in order to help formalize the process. Additionally, they mentioned that more

specific data from employers is needed (more information provided in the next recommendation). The same educational process described for families—briefings, information packets—applies to employers. Captain Samuel Wright⁵⁰, a Navy JAG who works for the Reserve Officers Association and wrote much of the USERRA laws, has several recommendations. In many cases, he found that the bulk of the problems he has heard between the military and employers were solved after discussing the situation and clarifying the rules. He emphasized that, “unit commanders should be the ones that answer the USERRA questions, and don’t tell your soldier to have his employer just call ESGR.” Again, more time at the unit level will abate many of the concerns and questions employers have. The ability to obtain and discuss information will go a long way in maintaining the balance.

- **FORM A COMMITTEE WITH EMPLOYERS TO DISCUSS IDEAS AND OPTIONS** - Many great ideas are out there, but there isn’t a process to capture this data. The OASD (RA) has dealt with committees, but the process needs to be brought to the action level—the wing—and then pushed up to the OASD (RA). A more formalized process with information coming from the ESGR, Guard Bureau, employers, and other sources, would allow commanders to provide seminars throughout the year. At these meetings, unit members and their employers would have the ability discuss concerns and offer recommendations. These efforts would allow creative solutions to surface while enhancing the military-employer relationship.

CONCLUSION

As significant an element of the Total Force as the Reserve components are, the reserves are not a panacea. There is a limit to what they or any other force can achieve in the face of overwhelming demands and limited assets. They are citizen-soldiers, not full-time soldiers, who must also be responsive to private sector employers, the vast majority of whom are not veterans. While DoD may capitalize upon the civilian skills and expertise of Reservists, DoD must recognize a limit to what it may routinely require of Reserve members. Injudicious use could render a great asset ineffective.⁵¹

A lot of change has and will take place for the ANG. The Guard must keep pace with the existing environment and develop creative solutions in order to maintain a motivated and ready force. Those solutions lie with each and every member at the unit level. Commanders of these units need to afford the time in order to create an environment that encourages creative thinking. The ability to formulate ideas, discuss them, and most importantly implement them, will allow each unit to tackle the unique issues relevant to their mission and base of operation.

For those who leave the military early, they very possibly leave because a controllable element of the trinity suffers a change. It is important to discern why. Certainly outside influences may have been the cause, but clearly certain elements are controllable. Balance is the key. Any area that turns into a zero equals a loss. The ANG needs to take steps to ensure a reasonable balance exists. In the end, the challenges, when they present themselves, will have less of an impact if all elements of the trinity—the airmen, the families, and the employers—are made aware and kept involved.

WORD COUNT= 5,986

ENDNOTES

¹ Steven Blum, "We need to get our own house in order," *National Guard*, July 2003, 23.

² Christopher Bassford and Edward J. Villacres, "Reclaiming the Clausewitzian Trinity," *Parameters* (Autumn 1995): 10-11.

This article explains the concept behind the trinity as follows: Far from comprising "the people, the army, and the government," Clausewitz's trinity is really made up of three categories of forces: irrational forces (violent emotion, i.e., "primordial violence, hatred, and enmity"); non-rational forces (i.e., forces not the product of human thought or intent, such as "friction" and "the play of chance and probability"); and rationality (war's subordination to reason, "as an instrument of policy"). Clausewitz then *connects* each of those forces "mainly" to one of three sets of human actors: the people, the army, and the government:

a. The people are paired mainly with irrational forces--the emotions of primordial violence, hatred, and enmity (or, by implication, the lack thereof--clearly, it is quite possible to fight and even win wars about which one's people don't give a damn, especially if that is the case on both sides.)

b. The army (which refers, of course, to military forces in general) and its commander are paired mainly with the non-rational forces of friction, chance, and probability. Fighting organizations deal with those factors under the creative guidance of the commander (and creativity depends on something more than mere rationality, including, hopefully, the divine spark of talent or genius).

c. The government is paired mainly with the rational force of calculation--policy is, ideally, driven by reason. This corresponds to the famous argument that "war is an instrument of policy." Clausewitz knew perfectly well, however, that this ideal of rational policy is not always met: "That [policy] can err, subserve the ambitions, private interests, and vanity of those in power, is neither here nor there...here we can only treat policy as representative of all interests of the community."

³ Carl Von Clausewitz, *On War*, trans. Michael Howard and Peter Paret (Princeton: Princeton University Press, 1976), 89.

⁴ David S. Chu, "Personnel & Readiness," briefing slides with scripted commentary, Office of the Secretary of Defense; Washington, D.C.; slide 19. The chart reflects the mobilization time RC units were given since 11 September 2001.

⁵ John Jumper, "Total Force Development," 6 November 2002; available from <http://www.af.mil/media/viewpoints/Total_Force_Development.pdf>; Internet; accessed 6 November 2003.

⁶ Ibid.

⁷ Matthew Dolan, "Wing For Intelligence Work Created," *Norfolk Virginia-Pilot*, 12 December 2003.

⁸ Ibid.

⁹ Department of Defense, *National Guard and Reserve Family Readiness Strategic Plan: 2000-2005* (Washington, D.C.); available from <<http://www.defenselink.mil/ra/secondary/annualreports.htm>>; Internet; accessed 15 October 2003, Introduction.

¹⁰ General Accounting Office, *Military Personnel: Actions Needed to Achieve Greater Results From Air Force Family Need Assessments* (Washington, D.C.: U.S. General Accounting Office, March 2001). Available from < <http://www.gao.gov/new.items/d0180.pdf> >; Internet; accessed 17 November 2003, 5.

¹¹ Department of Defense, *National Guard and Reserve Family Readiness Strategic Plan: 2000-2005* (Washington, D.C.), Goals and Strategies, 1. Readiness.

¹² Ibid.

¹³ Department of Defense, *The HELP Guide to Guard and Reserve Family Readiness* (Washington, D.C.); available from < <http://www.defenselink.mil/ra/family/toolkit/>>; Internet; accessed 15 October 2003, 8.

¹⁴ General Accounting Office, *Military Personnel: Actions Needed to Achieve Greater Results From Air Force Family Need Assessments* (Washington, D.C.: U.S. General Accounting Office, March 2001), 3.

¹⁵ Title VIII of the Department of Defense Authorization Act for Fiscal Year 1986, public law 99-145.

¹⁶ General Accounting Office, *Military Personnel: Actions Needed to Achieve Greater Results From Air Force Family Need Assessments* (Washington, D.C.: U.S. General Accounting Office, March 2001), 5.

¹⁷ Department of Defense, *Family Policy*, Department of Defense Instruction 1342.17 (Washington, D.C.: Department of Defense, 30 December 1988); available from < http://www.dtic.mil/whs/directives/corres/pdf/d134217_123088/d134217p.pdf>; Internet; accessed 14 December 2003.

¹⁸ Department of Defense, *National Guard and Reserve Family Readiness Strategic Plan: 2000-2005* (Washington, D.C.), Background.

¹⁹ Department of Defense, *Family Readiness in the National Guard and Reserve Components*, Department of Defense Instruction 1342.23 (Washington, D.C.: Department of Defense, 29 September 1994); available from < http://www.dtic.mil/whs/directives/corres/pdf/i134223_092994/i134223p.pdf>; Internet; accessed 14 December 2003.

²⁰ Department of Defense, *National Guard and Reserve Family Readiness Strategic Plan: 2000-2005* (Washington, D.C.), Background.

²¹ Ibid, Introduction.

²² Department of Defense, *The HELP Guide to Guard and Reserve Family Readiness* (Washington, D.C.), 1.

²³ Ibid., 2.

²⁴ Ibid.

²⁵ Dana L. Smith and Alicia R. Gordon, eds., *2003 National Guard Almanac* (Falls Church, VA: Uniformed Services Almanac, Inc., 2003), 66.

²⁶ *Ibid.*, 65.

²⁷ *Ibid.*

²⁸ *Ibid.*

²⁹ Department of Defense, *The Annual Report of the Reserve Forces Policy Board, Fiscal Year 2002*, (Washington, D.C.: Department of Defense, 25 June 2003); available from <<http://www.defenselink.mil/ra/rfpb/2002FYreport.pdf>>; Internet; accessed 20 November 2003, 23.

³⁰ Dana L. Smith and Alicia R. Gordon, eds., *2003 National Guard Almanac* (Falls Church, VA: Uniformed Services Almanac, Inc., 2003), 65-66.

³¹ Obtained from the National Committee for Employer Support of the Guard and Reserve website available from <<http://www.esgr.org/members2/aboutESGR.asp>>; Internet; accessed 20 November 2003.

³² The functions are listed here for your convenience. Additional information about ESGR can be obtained by referencing <http://www.esgr.org/>. Employer Support of the Guard and Reserve has a national and local organizational structure to support the following functions:

- a. Operate a proactive program directed at U.S. employers, employees, and communities that ensures understanding and appreciation of the role of the National Guard and Reserve in the context of the DoD Total Force Policy.
- b. Encourage and assist employee participation in National Guard and Reserve training programs and on military duty without civilian job impediments of any kind, to include encouraging voluntary compliance with federal and state statutes governing employment and reemployment rights of Reserve component members.
- c. Recruit and develop volunteer leaders at the national and local levels to promote the development of employer personnel policies and practices that accommodate and facilitate employee participation in National Guard and Reserve activities.
- d. Encourage interaction between National Guard and Reserve units and their communities to promote public understanding of the National Guard and Reserve and encourage partnerships between civilian organizations and military units in the community.
- e. Assist in preventing, resolving, or reducing employer and/or employee problems and misunderstandings that result from National Guard or Reserve membership, training, or duty requirements through information services and informal mediation.
- f. Assist in educating National Guard and Reserve members regarding their obligations and responsibilities to employers.

- g. Use the military chain of command to promote better understanding of the importance of maintaining positive working relations between employers and their Reserve component employees, in order to sustain National Guard and Reserve participation.
- h. Solicit the assistance of military agencies, military training schools, and military and civilian associations in educating the Reserve forces about their rights and responsibilities regarding terms and conditions of civilian employment, as stipulated in the Uniformed Services Employment and Reemployment Rights Act.
- i. Promote civilian and military personnel management practices that encourage membership in the National Guard or the Reserve. (DoD Directive 1250.1)

³³ Obtained from the National Committee for Employer Support of the Guard and Reserve website available from <<http://www.esgr.org/members2/aboutESGR.asp>>; Internet; accessed 20 November 2003.

³⁴ Dana L. Smith and Alicia R. Gordon, eds., *2003 National Guard Almanac* (Falls Church, VA: Uniformed Services Almanac, Inc., 2003), 69.

³⁵ Ibid.

³⁶ David S. Chu, "Personnel & Readiness," briefing slides with scripted commentary, Office of the Secretary of Defense; Washington, D.C.; slide 24.

³⁷ Donald H. Rumsfeld, *Transformation Planning Guidance* (Washington, D.C.: Department of Defense, April 2003), 1. Internet; available from <http://www.oft.osd.mil/library/library_files/document_129_Transformation_Planning_Guidance_April_2003_1.pdf>.

³⁸ Donald H. Rumsfeld, *Legislative Priorities for Fiscal Year 2005* (Washington, D.C.: Department of Defense), 24 September 2003 Memorandum.

³⁹ David S. Chu, "Personnel & Readiness," briefing slides with scripted commentary, Office of the Secretary of Defense; Washington, D.C.; slide 30.

⁴⁰ K.L. Vantran, "Officials Discuss Plans to Rebalance Guard, Reserve, Active Forces," American Forces Press Service, 26 August 2003. Available at <http://www.defenselink.mil/cgi-bin/dlprint.cgi?http://www.defenselink.mil/news/Aug2003/n08262003_200308265.html>

⁴¹ After a deployment, airmen are guaranteed a period of reconstitution (a set number of days to a number of weeks) dependant on the amount of time served. As the Air Force continues to push the AEF concept, units *may* be able to allow their members an extended period of time off based on the increased participation performed prior to a deployment (i.e., additional drills used to meet requirements before deployment). This break will shift the balance away from the Guard for a time, but the benefit for the family and/or employer could be a key retention factor.

⁴² Department of Defense, *The Annual Report of the Reserve Forces Policy Board, Fiscal Year 2002*, (Washington, D.C.: Department of Defense, 25 June 2003), 7.

⁴³ Akeel Amari, *Force Vector—An Enterprise Force Development Capability*, Background Paper on Force Vector, 6 March 2003 (Washington, D.C.: U.S. Department of the Air Force). Mr. Amari works for the Air Force Training Division at the Pentagon and can be reached at DSN 224-8646, or (703) 614-8646.

⁴⁴ Bo Joyner, "Not Enough Time, Review process seeks balance between training, availability," *Citizen Airmen*, June 2003. Available from < <http://www.afrc.af.mil/hq/citamn/jun03/training.html> >; Internet; accessed 11 February 2004.

⁴⁵ Department of the Air Force, *Total Force Training and Education Review Process (TFTERP)*, Air Force Instruction 36-2201, Volume 6 (Washington, D.C.: U.S. Department of the Air Force, 27 September 2002), 2; available from < <http://www.e-publishing.af.mil/pubfiles/af/36/afi36-2201v6/afi36-2201v6.pdf> >; Internet; accessed 15 September 2003.

⁴⁶ Department of Defense, *National Guard and Reserve Family Readiness Strategic Plan: 2000-2005* (Washington, D.C.), Readiness.

⁴⁷ Department of Defense, *The Annual Report of the Reserve Forces Policy Board, Fiscal Year 2002*, (Washington, D.C.: Department of Defense, 25 June 2003), 11.

⁴⁸ Fay Hansen, "It's the Law, But Not Everyone Follows It," *Workforce Management*, January 2003, 35.

⁴⁹ Employee Support for the Guard and Reserve, interview by author, 10 October 2003, with multiple members of the ESGR team, Arlington, Virginia. The ESGR website available at < <http://www.esgr.org/> >.

⁵⁰ Samuel Wright, Reserve Officers Association, telephone interview by author, 2 October 2003. Captain Wright's Law reviews available from < http://www.roa.org/home/law_review_archive.asp >.

⁵¹ Stephen Yusem, "The Roles and Missions of the Reserve Forces: A White Paper issued by the Reserve Officers Association of the United States," 4 July 2001; available from <http://www.roa.org/pdf/about_us/roles_mission.doc>; Internet; accessed 10 December 2003, 16.

GLOSSARY

Aerospace and Space Expeditionary Force (AEF) – An organizational structure composed of force packages of capabilities that provides warfighting Combatant Commanders with rapid and responsive aerospace power. These force packages are tailored to meet specific needs across the spectrum of response options and will deploy within an Aerospace Expeditionary Wing (AEWs), groups (AEGs), or squadrons (AESs). An AEF, by itself, is not a deployable or employable entity. (Air Force Doctrine Document 2, 17 Feb 00, p.133)

Associate Unit – A Reserve unit “associated” with an Active Duty unit. An example of this is the 39th Flying Training Squadron at Moody Air Force Base, Georgia. The unit is an associate unit to Air Education and Training Command’s 479th Flying Training Group. Administratively, the Reserve squadron belongs to the 340th FTG at Randolph AFB, Texas.

Blended Unit – A unit that consists of both Active and Reserve Component members “blended” together. An example of this is the 116th Air Control Wing, which flies the E-8C.

Combatant Command – A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Combatant commands typically have geographic or functional responsibilities. (Joint Publication 1-02, 12 Apr 01, amended through 5 Sep 03, p. 76).

Combatant Commander – A commander in chief of one of the unified or specified combatant commands established by the President. (Joint Publication 1-02, 12 Apr 01, amended through 5 Sep 03, p. 76).

CORONA – CORONA is a periodic conference held by and for senior Air Force leadership.

MilPDS – MilPDS stands for Military Personnel Database System.

National Command Authorities (NCA) – The President and the Secretary of Defense or their duly deputized alternates or successors. (Joint Publication 1-02, 12 Apr 01, amended through 5 Sep 03, p. 355).

Reach Back – The ability of forward deployed units to “reach back” for information via satellite or other means in order to acquire critical information rapidly. The advantage of this capability is that it reduces risk by allowing critical forces and equipment to remain back home. Additionally, the strain on logistics is decreased as a smaller number of forces forward deploy.

Reserve Components (RC) – Reserve Components of the Armed Forces of the United States are: a. the Army National Guard of the United States; b. the Army Reserve; c. the Naval Reserve; d. the Marine Corps Reserve; e. the Air National Guard of the United States; f. the Air Force Reserve; and g. the Coast Guard Reserve. (Joint Publication 1-02, 12 Apr 01, amended through 5 Sep 03, p. 454).

Title 10 and Title 32 – Title 10 and Title 32 are sections of the 50-part United States code. Title 10 (Armed Forces) details the structure and powers of the Department of Defense to include the Reserve forces. Title 32 (National Guard) further details the duties and responsibilities of the National Guard.

Total Force Policy – (short answer) The objective of the Total Force Policy was to integrate Active and Reserve forces in the most cost-effective manner possible. This allowed the United States to maintain as small an active peacetime force as commitments permit.

(long answer) During the Vietnam War, the national command authority made a conscious decision not to mobilize the National Guard and Reserves. The failure to mobilize the Guard and Reserves severed a key link between American hometowns and the military. Moreover, the failure to call upon America's citizen soldiers deprived the military of the training and skills that the Guard and Reserves practiced during peacetime.

The "Total Force Policy" as it came to be known, ensured that America could never again go to war without the Reserve components. As missions, equipment and funding were assigned to the Reserves, the relative importance of the Reserves to war planning increased significantly. By constructing a military that could never be deployed without the simultaneous deployment of the Reserves, America ensured that whenever an active duty unit deployed, its hometowns deployed to the theater. Thus, the Total Force Policy cemented the relationship between America and her forces in a theater of operations. (Additional information available at http://www.roa.org/pdf/about_us/roles_mission.doc)

Transformation – Transformation is "a process that shapes the changing nature of military competition and cooperation through new combinations of concepts, capabilities, people and organizations that exploit our nation's advantages and protect against our asymmetric vulnerabilities to sustain our strategic position, which helps underpin peace and stability in the world." Transformation is necessary to ensure U.S. Forces continue to operate from a position of overwhelming military advantage in support of strategic objectives. (Transformation Planning Guidance, p. 3-4)

Unit Type Codes (UTC's) – Unit Type Codes are "packages" of forces. Numerous UTC's are "packaged" according to the needs of the Combatant Commanders. This tailoring of forces exercises economy of force and allows for multiple options versus the previously utilized "whole unit" deployment concept.

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