

USAWC STRATEGY RESEARCH PROJECT

**THE ARMY NATIONAL GUARD UNIT MOBILIZATION PROCESS:
TRANSFORMING TO MEET THE NEEDS OF THE FUTURE FORCE**

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ABSTRACT

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The Army National Guard is one component of the U.S Total Army. The Army National Guard is composed of reservists – civilians who serve their country as soldiers on a part-time basis. Each state and territory has its own Army National Guard as provided by the United States Constitution.

The Army National Guard plays a crucial role in providing security to the nation and its citizens, and protecting the interests of the country overseas. The Army National Guard helps to implement the National Military Strategy by supporting combatant commanders and conducting exercises around the world. Within our borders, Guard soldiers continue to provide assistance to victims of disaster and protection from enemies.

In the future the Army National Guard will be structured and resourced to support any component of the 1-4-2-1 strategy. Units must be ready to load transportation for deployment 5-30 days after activation. The Total Force Policy and Strategy allows for continuous use of Army National Guard Forces on a rotational basis. This will require a transformation of mobilization processes in order for the National Guard to meet challenges of continuous mobilization.

This project reviews the current unit mobilization process used for the Army National Guard and proposes methods for improving that process. It provides a background of the mobilization process and describes the mobilization objectives of the Army and the Army National Guard. It proposes opportunities for improvement of the current mobilization process within the dimensions of time constraints, resources, and process management. This project concludes with a description of the proposed Direct Deployment Mobilization process and recommends the Army transformation include adoption of the process.

TABLE OF CONTENTS

ABSTRACT..... iii

LIST OF ILLUSTRATIONSvii

THE ARMY NATIONAL GUARD UNIT MOBILIZATION PROCESS: TRANSFORMING TO MEET THE
NEEDS OF THE FUTURE FORCE..... 1

UNIT MOBILIZATION PROCESS.....2

THE SIGNIFICANCE OF THE MOBILIZATION PROCESS.....2

WHY THE U.S. ARMY SHOULD CHANGE THE CURRENT PROCESS 3

BACKGROUND6

THE MOBILIZATION PROCESS 6

HISTORY OF THE PROCESS.....8

RECENT CHANGES AND CURRENT ISSUES10

ANALYSIS.....13

THE ARMY OBJECTIVES OF THE MOBILIZATION PROCESS.....13

THE ARMY NATIONAL GUARD OBJECTIVES OF THE MOBILIZATION PROCESS13

Time constraints..... 13

Resources 14

Process Management..... 14

OPPORTUNITIES FOR IMPROVEMENT WITH THE CURRENT MOBILIZATION
PROCESS.....15

Time Constraints 15

Resources 15

Process Management..... 16

DEFINING THE DIRECT UNIT DEPLOYMENT PROCESS17

CONCLUSION19

RECOMMENDATION19

ENDNOTES21

BIBLIOGRAPHY25

LIST OF ILLUSTRATIONS

FIGURE 1. GRADUATED RESPONSE 3
FIGURE 2. PHASES OF MOBILIZATION 7
FIGURE 3. STATE OF ARNG SINCE 9/11 11
FIGURE 4. NUMBER OF SOLDIERS DEPLOYED PER STATE 11
FIGURE 5. CURRENT CONUS ARMY INSTALLATIONS 12

THE ARMY NATIONAL GUARD UNIT MOBILIZATION PROCESS: TRANSFORMING TO MEET THE NEEDS OF THE FUTURE FORCE

We are in the beginning of a long, difficult war, the like of which this nation has never fought before. Since September 12, 2001, daily more than 100,000 Army National Guard Citizen Soldiers have been mobilized. We don't see any end in sight.¹ “

- LT. General H. Steven Blum, Chief
National Guard Bureau

The nation's mobilization process included a National Guard role from the very beginning of the Guard's history. The historical role and mission of the Army National Guard (ARNG) were established on December 13, 1636, when the General Court of Massachusetts Bay Colony ordered the organization of the Colony's militia companies into three regiments. The Militia Act of 1792 established a "Uniform Militia throughout the United States" of able-bodied citizens, age 18-45. These earliest citizen-soldiers were required to enroll and mobilize themselves with the appropriate weaponry.²

The ARNG is a community-based force, operating out of approximately 3200 armories located in nearly 2700 communities across the states and territories. Guard members often live in the community where they train. The bond to the community is part of the legacy of the citizen-soldier.

The ARNG is one of three components of the U.S. Total Army, which consists of Active, Guard, and Reserve components. The ARNG is composed of reservists, civilians who serve their country on a part-time basis. Each state and territory has its own ARNG as provided by the United States Constitution.

Both the states and the federal government control the ARNG, depending on the circumstance. However, the Active Army and Army Reserve (USAR) are completely controlled by the Federal Government, and Army Reserve soldiers serve solely as a federal reserve to the Active Army. On the other hand, the ARNG has unique missions, with both state and federal responsibilities.

During peacetime the governor, through the State Adjutant General, a Major General appointed by the governor, commands ARNG forces. The Governor can mobilize the Guard for local and statewide emergencies, such as storms, drought, civil disturbances, floods, hurricanes, to name a few. In addition, the President of the United States can activate and mobilize the National Guard to participate in Federal missions. When federalized, ARNG units are commanded by the Combatant Commander of the theater in which they are operating.³

As our nation adjusts to the post September 11th world, American military forces are in the midst of a significant transformation, which involves the structure, equipment, doctrine, and the mobilization process. The ARNG, under-funded for decades, now is a centerpiece in the nation's biggest, longest mobilization since World War II.⁴

No one was ready for what happened September 11. The ARNG was not organized, trained, equipped, or resourced properly for today's environment, yet the ARNG immediately became the 21st century minutemen. Eight thousand six hundred citizen soldiers and airmen out of the New York National Guard responded to September 11, most without written orders, in less than 24 hours. Maryland, Virginia, and the D.C. National Guard responded within hours of the attack on the Pentagon.⁵

This study reviews the role of the ARNG and the unit mobilization process. It describes the current unit mobilization process and proposes adoption of a future process referred to as Direct Deployment. Our current process of alert, mobilize, train and deploy-given current time constraints, resources, and the unit mobilization process-is outdated. It is time to transform the unit mobilization process.

UNIT MOBILIZATION PROCESS

THE SIGNIFICANCE OF THE MOBILIZATION PROCESS

From a national strategic perspective, a responsive mobilization capability fundamentally contributes to our national security, as indicated in the President's National Security Strategy and its derivative military strategy. The national process of graduated response (GR) provides the framework for achieving the desired mobilization capability; it provides a model for coordinating resources and plans for military and national mobilization. It triggers five levels of response options that can be adjusted according to the degree of severity and ambiguity of warning indicators or events. These options allow the government to take small or large, often reversible, steps to increase our national security emergency preparedness posture.⁶

GR actions enhance deterrence, mitigate the impact of an untoward event or crisis, and significantly reduce the lead time associated with a mobilization if the crisis intensifies. GR is the process by which the United States responds to early ambiguous or explicit warnings of an emerging national security emergency. It includes preplanned measures in the areas of force readiness and operations. Mobilization is a function of the joint command and control process. Consistent with the Department of Defense Total Force Policy, GR provides our current procedures for joint military mobilization planning and execution.⁷ Figure 1 depicts the GR process for achieving the desired Military and National Mobilization.

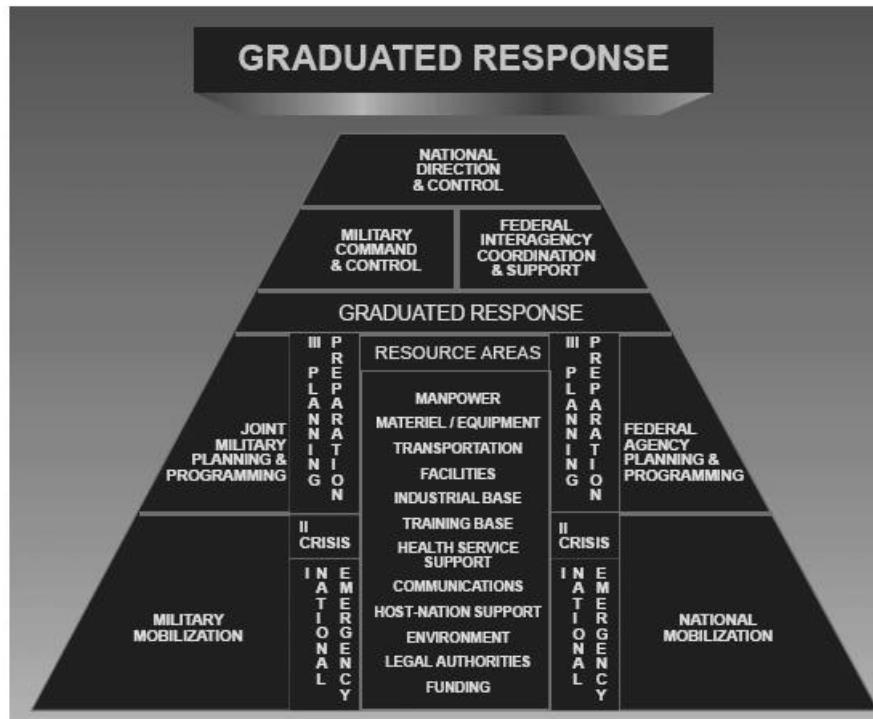


FIGURE 1. GRADUATED RESPONSE⁸

But is this process of GR adequately supporting the current national strategy? GR assumes a gradual increase in threat. But GR does not provide adequate response to preemptive strike and does not support a quick preemptive war. If preemptive war or preemptive strikes are our future then GR makes little sense. The Guard must provide the kind of forces that America needs, when America needs them. One of Secretary Rumsfeld's key mandates to the Services is to find ways to make the National Guard more ready and accessible in its federal warfighting role. In response to this mandate, the Army and Joint Forces Command are now working to dramatically improve the current mobilization process.

WHY THE U.S. ARMY SHOULD CHANGE THE CURRENT PROCESS

The ARNG must provide the kind of forces that America needs, when America needs them. One of Secretary Rumsfeld's key mandates to the Services is to find ways to make the National Guard more ready and accessible in its federal warfighting role. Working in conjunction with the other Army Components and Joint Forces Command, ARNG seeks to dramatically improve the current mobilization and demobilization process. Under current

guidelines, it can take several weeks to months to prepare an ARNG unit to mobilize and deploy, compared to the Air Guard model that enables units to deploy in a matter of hours or days. The ARNG must study and adapt the Air Guard model where possible.⁹

The current unit mobilization process does not consider the effects of the pre-deployment time constraints imposed by reserve soldiers' families and employers. Deployed Guard soldiers should have the opportunity to go home on a weekend or an evening when duties allow. Why should an active duty organization have the ability to mobilize from their permanent duty station installation when an ARNG organization cannot?

Army Transformation must retain the Army's unique capability of mobilizing, training and deploying forces necessary to meet any crisis, to include protracted, large-scale wars. The capability to expand the Army provides the essential means to confront unforeseen challenges and ensure America's security. Future stationing actions must ensure sufficient infrastructure, maneuver space, and ranges to provide timely responses to military contingencies. To ensure this, the Army needs to look at the efficiencies that may be gained by collocating multiple functions and activities, including uses of state-owned facilities.¹⁰

The current process requires each ARNG State Headquarters, commonly referred to as Joint Forces Headquarters – State, to coordinate with each mobilization station for funding, arrival dates, in-processing schedules and procedures, equipment technical inspection (TI) requirements, and other operating processes unique to that mobilization station. Each state completes the necessary Soldier Readiness Processing (SRP) and equipment inspections, including personnel clothing and Organization Clothing and Individual Equipment (OCIE) prior to movement to the mobilization station. These processes are again required at the Mobilization Station. This is a duplication of processes, a waste of resources, and makes meeting time constraints more difficult. One solution might be for the State to cease preparation for deployments, but this is no way to take care of the soldier. Arguments that the state should be the one to complete these processes are:

1. Cross-leveling of personnel will be completed prior to departing the state. So personnel will not be placed on medical hold or cross leveled after reaching the mobilization station. Later Mobilization Station cross leveling would require new soldiers to catch up with the organization's training.

2. All OCIE and personal clothing will be inspected and requisitioned prior to departing the state. This allows soldiers to have their duffle bags marked for deployment and insures equipment is not shipped back from the mobilization sites or held in shortage containers. State

Central Issue Facilities, located in each state or territory, should have the appropriate inventory available for immediate exchange or issue to the soldier.

3. All equipment will be inspected and cross leveled, if necessary, prior to departing the state. This will allow the state to fix equipment prior to its deployment and save transportation costs if the equipment does not meet the readiness standards.

Additional issues with the mobilization stations have been published by the National Guard Affairs, which offered the following observations:¹¹ The mobilization stations are not issuing some required equipment and addressing the finance and personnel issues prior to deployments. Units must insure they are deploying from the mobilization station with all organizational and individual equipment and SRP requirements fulfilled.

ARNG Commanders were given the following advice: First and foremost do not accept "You will get it in theater", you won't. The following requirements will not be available in theater: OCIE for soldiers, RFI (rapid fielding initiative), and organizational equipment. Bottom line is, if you do not leave CONUS with an item, you could wait some time before it is received. For example Belleville winter boots, the only desert boot authorized for flight, was not received by the unit for over 100 days and even then 30 Aviator were flying in black boots. Bring anything you think you need, to include computers and automation equipment, vehicles and tents. It is better to leave something not needed in the CONNEX than to have an item left at home station and needed in theater. The commander should review plans to ship everything and a plan should be developed to ship excess equipment back to the home station. States do a good job mobilizing their units, however the MOB sites have had problems with finance. Fix any problems with finance, including pay problems, before MOB station. SIDPERS needs to be 100% accurate before departing home station.

National Guard Affairs implies that mobilization stations do not exhibit the same ownership of the soldiers as state leaders do. Currently Ft. Benning is housing soldiers in a fabricated billeting area (a tent city) made up of a plastic nylon reinforced material, with a connex shower unit and chemical latrines, because of lack of space for the mobilizing soldiers.¹² Mobilization installations are tasked to support additional soldiers, but are not prepared for the increase. If the mobilization station cannot acquire the resources to care for the soldier or to ensure the soldier can do his mission, the soldier will spread the word to his family or the media. Operation Iraq Freedom (OIF) and Operation Enduring Freedom (OEF) provided the first extended tests of the all-volunteer force. We have not adequately responded to lessons learned from these operations in order to improve mobilizations of ARNG soldiers. We must transform the

mobilization process and address the concerns of reserve soldiers and their families to make the all-volunteer reserve force continue to effectively support the national military strategy.

BACKGROUND

THE MOBILIZATION PROCESS

The nation's continuing reliance on Reserve Components heightens the need for intensive, detailed mobilization planning. The Joint Operation Planning and Execution System (JOPES) provides for definitive planning in the form of the Time-Phased Force and Deployment Data (TPFDD), which is required for all Joint Strategic Capabilities Plan (JSCP)-directed Operational Plans (OPLANS). Mobilization planning requires assessment of existing capabilities and identification of available resources to support the requirement.

The mobilization process of preparing for war and other emergencies includes assembling and organizing personnel and materiel for active duty military forces; activating the Reserve Component, including federalizing the National Guard; extending terms of service; surging and mobilizing the industrial base; and bringing the Armed Forces to a state of readiness for war or other national emergency. There are two processes implied in the mobilization process. These are the National Mobilization Processes of mobilizing the national economy to meet non-defense requirements as well as sustain the Armed Forces in war or military operations other than war and the Military Mobilization Process, which brings the nation's Armed Forces to an increased state of readiness.¹³

The military strategy depends in large part on the ability of the United States to generate forces. For the US Army, mobilization is the process by which it provides the supported combatant commander with three basic components required for mission accomplishment: forces (units), manpower (individuals), and logistics. A phased process, mobilization is designed to be concurrent and continuous, rather than sequential. It is designed to rapidly expand and enhance the Army's response to a military operation or response to a crisis or natural disaster.¹⁴

Although mobilization involves both the active and reserve component structure, it mostly impacts the Army Reserve structure. During active mobilization, the National Command Authority has the option to exercise, with concurrence of the U.S. Congress, one or more of the five authorized levels of mobilization.

As they plan, commanders should be aware that a lower level of mobilization does not necessarily precede a higher level of mobilization. The current levels of mobilization are

Selective Mobilization, Presidential Reserve Call-up, Partial Mobilization, Full Mobilization, and Total Mobilization.¹⁵

The five phases of individual or unit mobilization include planning, alert, home station, mobilization station, and port embarkation:

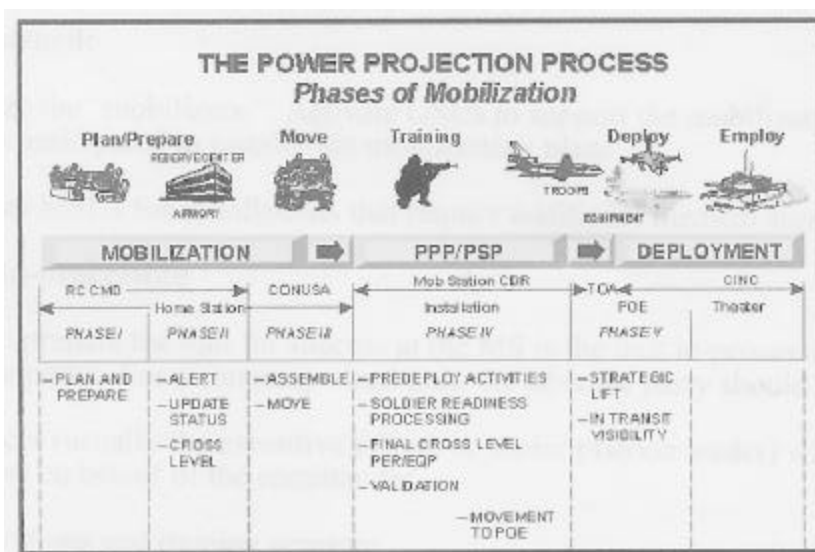


FIGURE 2. PHASES OF MOBILIZATION¹⁶

Phase I – Planning: This phase concerns all AC and RC efforts during peacetime. Both components must plan, train, and prepare to accomplish assigned mobilization and deployment tasks. Force planning is designed to identify Combat, Combat Support (CS) and Combat Service Support (CSS) forces and to identify logistics requirements to support Combatant Commanders’ OPLAN.

Phase II – Alert: This phase begins when a unit receives a notice of a pending order. To ease the burden on mobilization stations after mobilization is declared, Joint Forces Headquarters – State (JFHQ) and the Army Reserve Readiness Commands (RRC), following DA approval, bring alerted units to minimum deployability criteria. Phase II includes final screening of personnel, unit inspections and accountability of OCIE, preparation to move to mobilization station, and coordination with the assigned mobilization station.

Phase III – Home station: This phase begins with the RC unit’s entry on active federal duty and the AC preparation for deployment. Inventory of property, movement to the mobilization station by the advance and the main body, convoys and Identification of shortages

of critical personnel and equipment must be completed at the home station. This phase ends when the main body of the unit arrives at the mobilization station.

Phase IV – Mobilization station: This phase begins when the unit arrives at the mobilization station or mobilization site and encompasses all actions required to meet deployment criteria or other unit validation criteria, thereby assuring the unit's mission capability.

Phase V – Port of embarkation (POE): This phase begins with arrival of the unit at its POE. Actions at the Sea Port of Embarkation (SPOE) or Aerial Port of Embarkation (APOE) include preparing and loading equipment, as well as manifesting and loading personnel. The POE phase ends with departure of personnel and equipment from the POE, which ever departs later. The personnel and equipment may not leave at the same time.¹⁷

This five-phase mobilization process seems to offer a simple approach to mobilization. In fact, the process is challenging through all of the phases. The JFHQ-State is usually notified prior to the unit receiving its alert order, triggering the process of evaluating the unit's readiness. The J3 Mobilization Section then starts to coordinate with the JFHQ – State staff to ensure the unit's personnel and equipment meets the required readiness objectives. Then the J3 will coordinate with the JFHQ staff for actions necessary to ensure the unit receives the required preparation, which includes: Soldier Readiness Processing; OCIE and personal clothing inspection and issue; equipment inspection; equipment maintenance; equipment shortages or substitutions', requests for equipment to National Guard Bureau (NGB); personnel transfers; budget estimate for home station training (includes lodging and meals); and transportation to the mobilization station. This process is completed by National Guard unit members, usually with support from the JFHQ – State and the States Medical Detachments, whose soldiers have the skills required for the readiness processes. The process begins when the unit has been alerted and must be completed before the unit's reporting date at the Mobilization Station. After the completion of Phase III, the JFHQ – State usually sends an assistance team to the mobilization station with the advance party to help with the transportation of the advance party soldiers around the installation, which then coordinates the arrival of the unit's equipment and personnel. The JFHQ –State Assistance Team will usually stay through the SRP process. The process requires much coordination. Figure 2 illustrates the current process.¹⁸

HISTORY OF THE PROCESS

The modern process of preparing armies for war originated in the middle of the nineteenth century, when recruitment of volunteers to fill the ranks no longer sufficed. Governments turned to conscription, created huge forces, and harnessed their national economies to conduct

war. The word “mobilization” was first used in the 1850s to describe the preparation of the Prussian Army for deployment. The American Civil War marked the appearance in the United States of the draft and mass armies, along with the development and organization of productive resources to sustain them. The volunteer tradition of the minutemen was on its way to becoming little more than a sacred memory, and the logistical simplicity of the American Revolution was gradually falling by the wayside. The era of mobilization, the reallocation of a nation’s resources for the assembly, preparation, and equipping of forces for war had arrived.¹⁹

The very size of the forces assembled during the Civil War, when millions of men bore arms, signaled the start of a new era. Moreover, both sides successfully asserted the principle of a national military obligation, and the Confederacy sought to organize its economy to prosecute the war. In the years that followed as the United States became an industrial power with interests beyond its borders, this growing stature and the nation’s wartime experience in Cuba, the Philippines, and along the Mexican border compelled Congress and the nation’s military to think more about mobilization issues. In 1903, the Army acquired a General Staff, whose mission included planning for mobilization and defense.

The United States has been reluctant to maintain a large active or reserve military organization during peacetime. It was not until after World War II that the United States finally acknowledged the risk of being unprepared. As seen with the attack at Pearl Harbor we needed a ready force. Responding to this realization, the U.S. Congress passed the National Security Act in 1947. Through this legislation, the US attempted to institutionalize government wide mobilization planning, linking it to the national strategy. But these efforts fell short as the strategic needs continued to be revised and military requirements tended to exceed available means. Units’ inadequate training came to haunt the U.S. in 1950 when Task Force Smith failed to stop the aggression of a better-trained and armed North Korean force.²⁰

In the early 1960s, the national strategy was revised from massive retaliation to flexible response. During this period the Army improved considerably. In response to the Berlin crisis, some 60,000 Army Reservists mobilized in what the Department of Defense, in its 1962 report, categorized as the most efficient mobilization to date. This mobilization may have helped deter Soviet aggression.²¹

From the 1960s until the present, the priority placed on mobilization planning depended on the resources available to our military. The US Army, using lessons learned from studies and exercises, worked to increase the ability of the US to mobilize its resources and to enhance its capability to respond with military measures to wide-ranging geographical contingencies.

RECENT CHANGES AND CURRENT ISSUES

The five-phase unit mobilization system has remained essentially the same during the past few years. The process developed during WWII has changed very little, other than adding automation and changes in Power Projection (PPP) and Support Projection Platforms (SPP). Power Projection Platforms are designed to facilitate mobilization, deployment, redeployment, and demobilization of Active Army and Reserve Component organizations.

Transformation is changing the entire force, and the ARNG will transform to support the new structure. "The Army's modular brigade force structure will result in no difference in structure between active components and ARNG counterparts" according to National Guard Bureau Chief Lt. Gen Steven Blum. Transformation will include fielding new equipment and conducting required training.

Recent mobilizations have responded to operations across the operational spectrum; they have responded to every contingency operation since 1990. The average time from Alert through activities at Home Station to departure from Mobilization Station has been reduced. This improvement was achieved despite many mobilized units having no TPFDD specifying forces, no measured build-up, no combatant commander driving requirements, and use of derivative units (task organizations instead of the entire organization).

Minnesota ARNG soldiers are currently serving on more than 40 deployments, coordinated with five or more PPP/SPPs. The PPP/SPPs are located in both 1st Army and 5th Army areas of responsibility. Although FORSCOM is the proponent for the mobilization process, its subordinate 1st and 5th Armies and each of its installations require different documents, have different budget procedures, and other minor procedural differences. Because of uncertainty created by these differences, in addition to TSB Assistance Teams, the Minnesota ARNG sends Mobilization Assistance teams with each of the deployments to the PPP/SPP to coordinate & assist the deploying organizations.²² Other states and territories are faced with the same bureaucratic challenges. Figures 3-5 graphically illustrates the number of deployed ARNG soldiers since September 11, 2001, the number of ARNG soldiers deployed by state, and the current CONUS Army Installations.

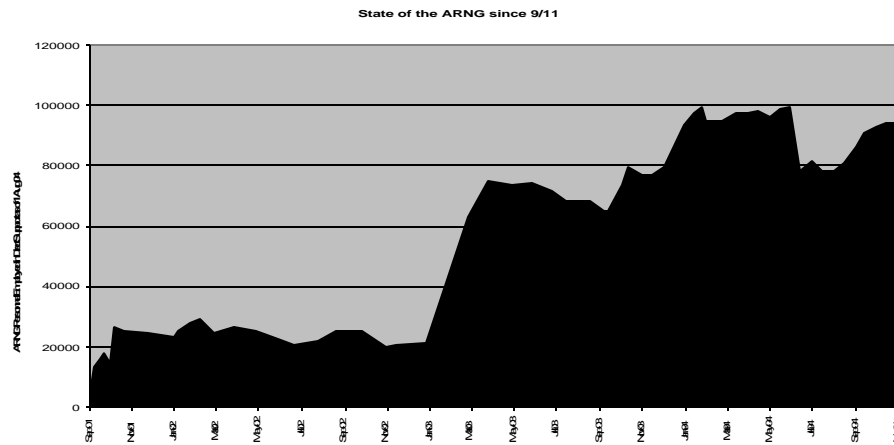


FIGURE 3. STATE OF ARNG SINCE 9/11²³



FIGURE 4. NUMBER OF SOLDIERS DEPLOYED PER STATE

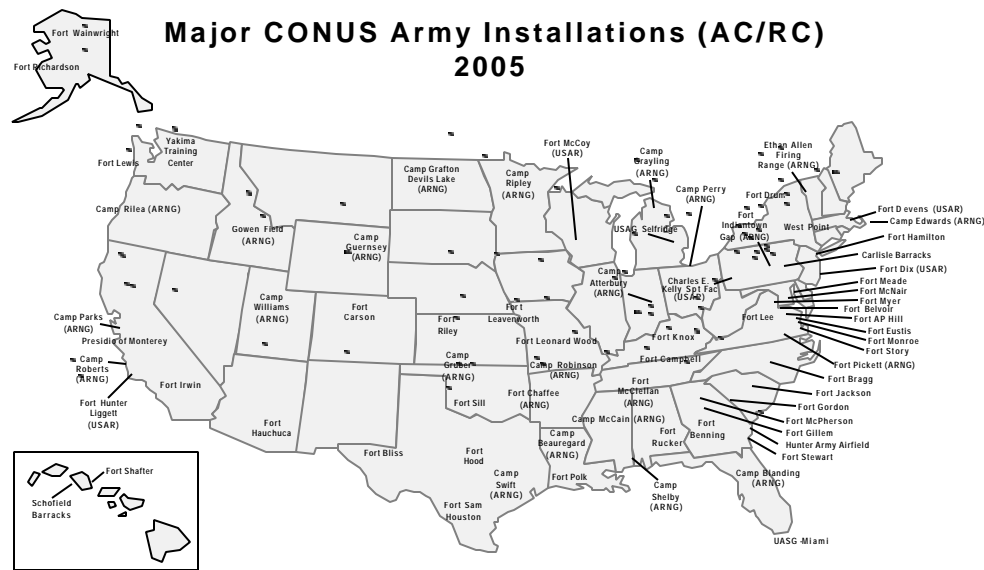


FIGURE 5. CURRENT CONUS ARMY INSTALLATIONS²⁴

According to reports in *National Guard Affairs*²⁵, it appears the mobilization stations do not have the proper resources to equip the soldiers properly. Installations were apparently willing to take the risk that the equipment would be available in theater. But If these installations had the same sense of ownership and responsibility to the soldiers that state leader have, they would not take the risk of deploying them without proper equipment.²⁶ Given the choice, state leaders would not allow soldiers or their units to deploy to a theater without the proper OCIE and equipment. Current evidence indicates that mobilizations stations are still not prepared for all unit mobilizations. An After Action Review (AAR) stated Ft. Benning quickly constructed billeting areas for soldiers-but with no laundry facilities and no administrative areas. Sleeping quarters lacked electrical outlets, proper heating, and telephone connections. Chemical latrines were unsanitary.²⁷ Another AAR stated Camp Atterbury provided no evening meals for the ADVON when they arrived, despite prior arrangements (Pizza was ordered off the local economy). Keys for the lodging were supposed to be delivered, however they were not provided. Linen was received from the Installation Support Unit (ISU) which supports the military schools on the installation, because mobilization support was not available. Mobilization Unit In-processing Center (MUIC) did not effectively coordinate reception of the unit. The Forward Mobilization files, built prior to the soldiers' arrival, were not used, due to Camp Atterbury operating procedures. Camp Atterbury then built their own files, which wasted time.²⁸

ANALYSIS

THE ARMY OBJECTIVES OF THE MOBILIZATION PROCESS

The Army objectives in the mobilization process are identified in the four mobilization tenets that collectively identify the characteristics of successful mobilizations. These four tenets should provide the foundations for mobilization doctrine: objective, unity of effort, flexibility, and timeliness.

The first tenet requires clearly defined attainable and decisive objectives that are imperative to joint operations. Commanders and operational and mobilization planners must coordinate their efforts to ensure that the time necessary for mobilization actions is clearly understood and that resulting impacts must be clearly identified. Unity of effort assures the integrated efforts of the nation's military and supporting resource areas toward achievement of common objectives established by the President. Flexibility is necessary to develop an appropriate response to a crisis, to overcome unforeseen problems, to adapt to uncertainties, and to adjust to the fog of war. Timeliness is essential to achieving overwhelming force on the battlefield at the right time and place; it requires the coordination of resources, personnel, and information in order to react faster than the enemy.²⁹

THE ARMY NATIONAL GUARD OBJECTIVES OF THE MOBILIZATION PROCESS

The ARNG objectives to mobilization are to activate the right reservists and to deliver them to the right place, at the right time, with the right equipment, for the right mission to support a combatant commander - and then to return them home again as soon as it is judiciously possible.³⁰ Another objective is to have predictable operating cycles and advance notification to provide units with time to prepare for mobilizations.

Time constraints.

The ARNG plays a crucial role in providing security to the nation and its citizens and to protect the interests of the country overseas. They fulfill their role in the National Military Strategy by supporting combatant commanders and conducting exercises around the world. In the future, ARNG formations will be structured and resourced to support any aspect of the 1-4-2-1 strategy. Units must be ready to load 5-30 days after the Alert.³¹ Mobilization Plans allowed the ARNG sufficient time to mobilize prior to the September 11th attack. But after that attack the nation realized that it was vulnerable within its own borders and must be organized, trained, equipped, and resourced to mobilize more rapidly to meet Army requirements. We need to be prepared to respond to national emergencies with less preparation time. Given the event of

September 11th we may no longer have the luxury to take 30 – 90 days to train and prepare at a mobilization station. The urgency to project the types of units required and apply the proper resources demands reduced time for mobilizations.

Resources

Resources and readiness begin with people. The triad of soldiers, families, and employers are key to ARNG success. A career in the ARNG requires Army class entitlements. ARNG should recruit members from all segments of U.S. society. Guard soldiers and officers should split initial tours between active and a traditional reserve assignments. For retention, ARNG soldiers and their families should receive additional incentives, including health and dental care, along with additional retirement options. ARNG's goal is to provide trained and ready Soldiers with modern and operational equipment. ARNG units must maintain a level of P1 (85% DMOSQ of required strength) and have equipment that is supportable for operations, maintained at the S1 level for Equipment on Hand and R1 for Equipment Readiness. Training must be validated to reach a T1 level. Personnel levels must be maintained in all units at 100% of TOE requirements, and full time support at 100% of validated requirements.³² Readiness rating is determined by following the guidance in the U.S. Department of Army Regulation AR 220-1, *Unit Status Reporting*. The objective is to provide equipment for the ARNG with the transformation of the organizations to Units of Action (UA) and Units of Employment (UE) at the same level as the Active Component.

Process Management

Soldier readiness is a peacetime responsibility; health care for soldiers with emphasis on dental and medical readiness, is a priority for readiness. Health Care must be integrated into Initial Entry Training (IET), One Station Unit Training (OSUT). Eliminate redundancies in the unit by conducting one Soldier Ready Processing operation, one equipment showdown prior to mobilization.³³

The objective is to reduce the duplication of effort by preparing the organizations for mobilization and enabling the organization and the soldiers to be prepared through a review and, if required, preparation of their legal, medical, dental and personnel records. If the Army provides medical and dental care for the ARNG organizations to insure the soldiers are ready for deployment, the Army will benefit with higher readiness and retention rates.

OPPORTUNITIES FOR IMPROVEMENT WITH THE CURRENT MOBILIZATION PROCESS

Some of the significant mobilization processes that need improvement, as identified in the Mobilization Reform study, are automation systems; employer support; family readiness; pay and compensation; readiness; and policy, legal, doctrinal, and plans directives and documents.³⁴

Time Constraints

Utilize Local Training Areas (LTA): Pre-deployment training can be accomplished at the local training area. All states and territories have LTA available to their organizations for their annual training periods. Organizations can use the LTA to conduct the pre-deployment training required for their organization.

Mobilization Standard Operating Procedures: FORSCOM must set one standard operating procedure for all mobilization sites. The 54 states and territories directed to send their organizations to various mobilization sites should not need to review each installations' procedures; FORSCOM must simplify and standardize the process to insure only one procedure exists. The Mobilization Stations have separate mobilization procedures, requiring different procedures for personnel reporting, equipment reporting, and funding.³⁵

Every state and territory must place additional emphasis on the soldier readiness process. Medical, dental, personnel, and pay records must be checked and corrected before deployment. Equipment and personnel must be cross leveled.

Resources

Funding Priorities: The Army's unit funding priorities prior to mobilization did not match the units selected for deployment. Units selected for mobilization received less funding than those not mobilized.

Equipment: Lack of modernized equipment in selected units caused NGB to transfer equipment nationwide, requiring additional funds and training time. NGB expended funds and manpower to move equipment from state to state to improve the readiness of deploying units.³⁶ This resulted in a need for more manpower at the units, and a corresponding need for warehouses and maintenance facilities to prepare, ship, and receive equipment prior to mobilization. When the equipment reaches the organization, soldiers then need new equipment training, which delayed the deployments. A 1 December 2004 memorandum states the installations are still having problems with distributing equipment to organizations.³⁷ A recent AAR from Company A Commander 1-194 Armor at Ft. Dix stated: "State is responsible for identifying and providing all equipment. When units show up with shortages Ft. Dix picks up the

phone, calls the State, and asks them what they are doing to fix it.” The only exception to this is equipment provided by Rapid Fielding Initiative (RFI).

Housing assignments: ARNG and AC units should have the same priority for housing assignments at the mobilization sites. ARNG units reporting to mobilization stations are assigned housing that is not maintained at the same level as the AC housing assignments. Units reporting to Ft. Stewart are assigned to the NG area of the installation, where the older facilities used by ARNG units during their annual training periods are located. Units reporting to Ft. Hood are put in the North Ft. Hood housing. Units reporting to Ft. Benning are assigned to the tent city, units reporting to Ft. Carson were assigned to a Maintenance Building prior to their deployments. Deploying units should be housed meeting the same standards as the other components of the Army.

Mobilization Stations should receive additional funding for the preparation and execution of the mobilization process. If the states are given responsibility for conducting pre-deployment training and SRP's, a review of funding will determine whether additional funding should be provided to the states and territories.

Process Management

The ARNG and the Mobilization Stations are duplicating portions of the mobilization processes: The majority of the Joint Forces Headquarters (JFHQ) -State are processing soldiers and equipment for deployment prior to reaching the mobilization station. This duplicated processes include: Soldier Readiness Processing; OCIE and personal clothing inspections and issues; equipment inspection; validating of equipment maintenance; identification of equipment shortages or substitutions; and weapons qualification.

Soldier Readiness Processing enables the commander to determine if his unit personnel are ready for deployment. The SRP validates that soldiers' personnel files are available on the unit data bases and Standard Installation/Division Personnel System (SIDPERS) data; that soldiers are screened to identify members not available for deployment; that soldiers have completed Family Care Plans; that all unit members have appropriate identification documents; and that soldiers with permanent medical profiles of P3 or lower are identified. This process is necessary before the unit arrives at the mobilization station because it identifies non-deployable soldiers and allows the state to fulfill its responsibility to cross-level units prior to deployment of the organization. During the SRP the organization accomplishes processing through several different stations, including Personnel, Training, Medical, Finance, Security, Legal and Logistics.

The organization performs OCIE and personal clothing inspections to verify that proper equipment and clothing is on hand. The soldier leaves the Central Issue Facility (CIF) with the proper OCIE. Otherwise, missing personal clothing is ordered through their unit or, if required, the requisition for any shortages is processed.

Major end items receive a technical inspection. If required, parts are requested and installed, time permitting, by the supporting maintenance site. If equipment is cross-leveled from NGB, the site that receives the equipment will perform the Technical Inspection (TI). If completed at the mobilization station, unit maintenance personnel usually perform this function and provide new equipment training.³⁸

Weapons qualification is conducted to ensure the organization meets the readiness standard. Soldiers are also required to qualify at the mobilization station on their assigned weapon.

The JFHQ –State is sending Mobilization Station Assistance Teams to each site to verify what they completed prior to the mobilization and coordinate the arrival of the main body. The unit remains at the mobilization station until their training is completed and they are certified for mobilization.

Mobilization stations should require the same unit and individual information in the same format. Mobilization stations need to build a trust with each of the states they support. Lack of uniformity and trust are the reasons states are inclined to send a SMAT to each mobilization station.³⁹

DEFINING THE DIRECT UNIT DEPLOYMENT PROCESS

An effective method for the ARNG to implement opportunities to improve the mobilization process is the Direct Deployment process. The Direct Unit Deployment process is an initiative that empowers the Joint Force Headquarters-State with greater responsibilities for the mobilization of units deploying to war for transformed Units of Action, smaller sized organizations, P2 organizations, and units with a mission that matches their peace-time METL.⁴⁰ The Joint Force Headquarters - State will assume responsibility for all mobilization process activities that are currently used to validate units at the Power Projection Platforms/Mobilization Stations. Units will mobilize from an approved local training area; they will complete their training prior to validation and deployment with the support of the assigned TSB. The validation will be completed by the JFHQ-State and provided to the CONUSA/FORSCOM. The Combatant Commander will project the requirements ahead of the mobilizations by adapting the Army Force General Model Concept.⁴¹ This will allow the organizations to focus on the training

and mobilization requirements that need to be validated prior to the alert phase. Unit funding is based on their needs in the projected mobilization cycle. All components of the Army will maintain the same automation processes and programs for personnel and equipment readiness.

The Five Phases of mobilization will change to: Phase I, Preparation for Mobilization; Phase II, Alert the Force for Mobilization; Phase III, Mobilization at Home Station; Phase IV, Local Training Area Validation, and Phase V, Port of Embarkation.

During Phase I, Preparation for Mobilization the unit receives the required preparation that includes: the Soldier Readiness Processing; OCIE and personal clothing inspection and issue; equipment inspection; validating equipment maintenance; identifying equipment shortages; and weapons qualification. Resources and funding are provided to ensure soldiers remain deployable.

Phase II, Alert will include final screening of personnel, unit showdown of OCIE, cross leveling of personnel and equipment, ordering the CBE required, preparation to move to the Local Training Area, and coordination with the Local Training Area.

Phase III, Home station begins with the RC unit's assignment to active federal duty and the CONUSA/FORSCOM preparation for deployment. Inventory of property, movement to the LTA or mobilization station by the advance and the main body, and convoys, identification of shortages of critical personnel and equipment must be completed at the home station. Cross-leveling completed and all equipment is validated. The unit can be validated during this phase if the JFHQ – State has verification of the unit's proficiency and all mobilization tasks and training requirements for the AOR have been completed during the current training year. This phase ends when the main body of the unit arrives at the LTA after validation at Home Station. This phase will end at the mobilization station or the port of embarkation for the units deployed directly from the LTA.

Phase IV, Local Training Area applies to organizations selected to deploy direct from the LTA. This phase begins when the unit arrives at the Local Training Area and encompasses all actions required to meet deployment criteria or other unit validation criteria, thereby assuring the unit's mission capability. This phase is not required if the unit is validated at the home station.

Phase V, Port of embarkation begins with arrival of the unit at its POE. Actions at the SPOE or APOE include preparing and loading equipment, as well as manifesting and loading personnel. The POE phase ends with departure of personnel and equipment from the POE.

CONCLUSION

The Direct Unit Deployment process will expedite the mobilization of ARNG units and their deployment into theaters of operation, while allowing soldiers to have more time available with families and employers. The Direct Deployment process is currently used by the Air National Guard (ANG). The process will work for the ANG and is currently recommended for smaller, CS/CSS P2 organizations in the ARNG. This process eliminates current duplication in the mobilization process, but does require additional staffing from the JFHQ-State. The Direct Deployment process will free up space, resources, and manpower at the mobilization stations. Improved efficiencies in mobilization enable the Army to maximize the operational capability of the force. The projection of unit mobilizations will allow the states to be better prepared for natural disasters and homeland security by enhancing predictability of troop strength available in their state or surrounding states. This process will allow FORSCOM to realize cost savings at the mobilization stations, and alleviate time constraints. State-owned training sites are more available because of the increased deployments. The Army could better utilize these sites to reduce the number of soldiers at the mobilization stations. The additional mobilization funding could be utilized prior to mobilization to prepare the organizations before alerts. The additional manning the PPP/SPP utilize for mobilization should be reviewed to determine if reductions are necessary. The PPP/SPP's will be used for the AC units, but not necessarily for the ARNG. Direct deployments of ARNG units to the AOR save resources. The costs are reduced through transporting equipment directly from the LTA to the port instead of to the mobilization station and then to the port. Manpower is reduced by the elimination of redundancies. Vehicles are inspected at the Local Training Area (LTA) and verified, all personal clothing and OCIE is inspected at the LTA, and only one SRP conducted. Efficiencies can be gained by providing resources to the projected forces prior to the deployments. The JFHQ-State and the organization will then be able to focus on their mission; they will have the resources and training they require prior to mobilization.

RECOMMENDATION

Recommend the ARNG change to a Direct Deployment as it transforms to Units of Action and Units of Employment. In addition to the Direct Deployment Process, I recommend the Army utilize LTA's and standardize Mobilization Standard Operating Procedures. The Army will save resources by taking care of the soldier immediately rather than replacing him at the end of a tour. The current transformation process includes the equipment and training funding. If the Combatant Commander projects the unit mobilization cycles, opportunities for improvement will

increase. Redundancies will be reduced or eliminated; units will have their training validated prior to the deployment; and their funding will be based on projected mobilization cycles. Their families, their employers, and their states will have time to prepare for the absence of the soldier and organization. Recommend the Direct Deployment process for the benefit of the soldiers, their families, their employers, and their ARNG organizations.

WORD COUNT=6,725

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