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27 FEB '20

MEMORANDUM FOR Army Reserve Leaders

SUBJECT: America's Army Reserve Readiness Strategy

1. America's Army Reserve Readiness Strategy (ARRS). ARRS shapes the terrain to achieve and sustain the Readiness required – in our mission essential capabilities – to execute the Army's Mission. The ARRS describes the ends, ways, means and risk to drive decisions and the supporting actions by Leaders at-echelon in America's Army Reserve, and to inform Army decision-making as a Force Provider to the Global Combatant Commands. Informed by an array of authoritative documents, the ARRS will drive the readiness necessary to rapidly generate formations and capabilities that are lethal, maneuverable and survivable in high-end military conflict. Through the deliberate focus on readiness and modernization, America's Army Reserve will be capable of rapidly generating forces to meet warfighting requirements. As a force comprised of Soldiers who, for the most part, are pulled from the private sector of the US economy, our fundamental challenge is to meet that demand with units that are ready enough to be relevant, but not so ready that our Soldiers cannot sustain good, meaningful employment and healthy, sustaining family lives. The ARRS is not an end state; it is a guide for America's Army Reserve as we continue to evolve and improve in sustaining readiness as we stay on pace with Army modernization. It informs how we focus on an infinite journey of a relentless push to generate and sustain the most capable, combat-ready and lethal Federal Reserve force in American history. It is the azimuth on the Road to Awesome.

2. The Strategic Environment.

a. The contemporary environment is as complex as it is ambiguous. Nation-states as well as other technologically enabled non-state actors with transnational reach act to erode or disrupt U.S. influence internationally, as well as public confidence in governance, generally at home. Competitive forces will increasingly contest the current global order, expand their sphere of influence and seek to weaken international institutions. Global friction, arguably characterized by a decline in the long-standing rules-based international order, creates a security environment that is more challenging and unstable than we have seen in recent history. Rapid technological advancements and an increasingly interconnected global economy create an unprecedented level of complexity, setting conditions for highly adaptive and innovative adversaries to alter the battlespace significantly.

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b. These challenges affect the strategic and operative environments in four fundamental ways: adversaries will contest U.S. Forces across all domains, future warfare will become more lethal, operational complexity will increase, and deterring aggression will be more difficult. The multi-domain environments of Space, Cyber, Air, Land, and Maritime are no longer the sole province of the American military. Weapon systems will continue to become more autonomous, disruptive, and lethal, necessitating an increased focus on operational speed, agility and resilience in all formations. Broadly, these political, economic and technological evolutions challenge our ability to maintain long-term, multi-domain dominance, requiring the US military to become ever-more invested in developing the art of mission-command as we grow adaptive Leaders at echelon.

3. The Threat.

a. As we have discussed for the past three-plus years, we have entered another era of great power competition. Our National Defense Strategy (NDS) articulates and embraces that reality and governs priorities accordingly. Over the past two decades, while we have been largely focused on asymmetric operations in Southwest Asia, Russia and China have "gone to school" on our capabilities and made massive investments in the modernization of their forces while at the same time – perhaps more importantly – increasing their proficiency and propensity to leverage those capabilities within an operational framework. This is precisely why we have maintained for years that, "where we are going is not where we have been." Their advances in long-range fires, space-based sensors, anti-space weapons, hyper-sonics, bio-medical engineering, cyber operations, artificial intelligence, autonomously cued fire control systems, etc., enable peer competitors to challenge US military dominance and over-match across domains, and throughout entire theaters of operation. This emerging threat environment demands a new paradigm in both how the Army operates and fights, as well as how and when it employs the capabilities that reside on the Army Reserve team. Readiness is the key to relevance. It is as simple as that.

b. Russia is our pacing threat. Its sophisticated Anti-Access/Area-Denial capability challenges the Joint Force's traditional multi-domain dominance and extends its ability to secure its regional interests. Direct combat operations with this threat, should it happen, would be at a scale of speed and violence unprecedented in warfare. Its implications from a force-projection perspective alone are daunting, and it is hard to overstate the stress it will place on our enabling support formations.

c. In order to produce Army Reserve capabilities to meet the warfighting demands in a high-end contested environment, the future force has to be able to rapidly generate and deploy ready units-of-action at scale. Our decades-old rotational readiness model, which produced forces episodically, overtime and progressively on a "patch-chart" will not survive contact with this new threat paradigm. While we will still have a "known

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demand" to generate certain units of action to support ongoing operations, the rotational readiness methodology will not provide the expeditionary surge capacity the NDS requires. We must focus manning, training and equipping priorities to meet the challenge of generating full-spectrum readiness focused on mobilizing and deploying from an expeditionary posture against a peer competitor.

4. How we roll on the Road to Awesome - Ready Force X (RFX).

a. Over three years ago, America's Army Reserve began the process of organizing itself – and developing the requisite culture and ethos – to meet the challenges presented by the threat environment articulated above. Ready Force X (RFX) is *the way we*: (1) match our critical warfighting capabilities to the theater-specific war plans of the Combatant Commands (CCMDs) or Army Service Component Command (ASCC), (2) assess their current tactical readiness, (3) develop a "fight fast" aggregation strategy to rapidly bring manning levels of key formation to P2 or better, (4) prioritize equipping, modernization, and full-time support, and (5) articulate what, if any, legal authorities may be needed to mobilize certain capabilities/formations prior to the beginning of kinetic conflict. RFX enables us to assess and anticipate where we will need *time* to organize and make-ready forces prior to conflict so we can articulate the *risk* associated with Joint Force planning assumptions that expect immediate access to and deployment of our capabilities on very short notice. It forecasts the demands of large-scale combat operations, analyzes the warfighter's requirement, and translates the "tactical readiness" measurement of the Unit Status Report's (USR's) PSR&T data into the "strategic readiness" capabilities or posture of our entire Component.

b. As noted above, the first step is to know which capabilities inside America's Army Reserve will be expected to move quickly in the event of a major conflict. The chart below (see fig 1) depicts the G3's analytics – informed by key war plans – of those enablers, theater opening capabilities, and other support formations that we will be expected to "source" fast in order to meet the Time Phased Force Deployment (TPFD) expectations of a CCMD or ASCC. While the bins speak for themselves, the magnitude of its totality illustrates the reason we have embraced, refined and expanded RFX as relevant war plans become more well-developed; it represents over 700 units-of-action and over 38,000 Soldiers who will need to be able to aggregate, train and deploy into full spectrum combat operations in less than three months. Put bluntly, for the first time in history, America's Army Reserve has done the tough analytics to understand and anticipate what it will need to be able to do – at campaign scale – to support the Army and the theater in a major war. The emerging threat environment in which we would fight demands no less.

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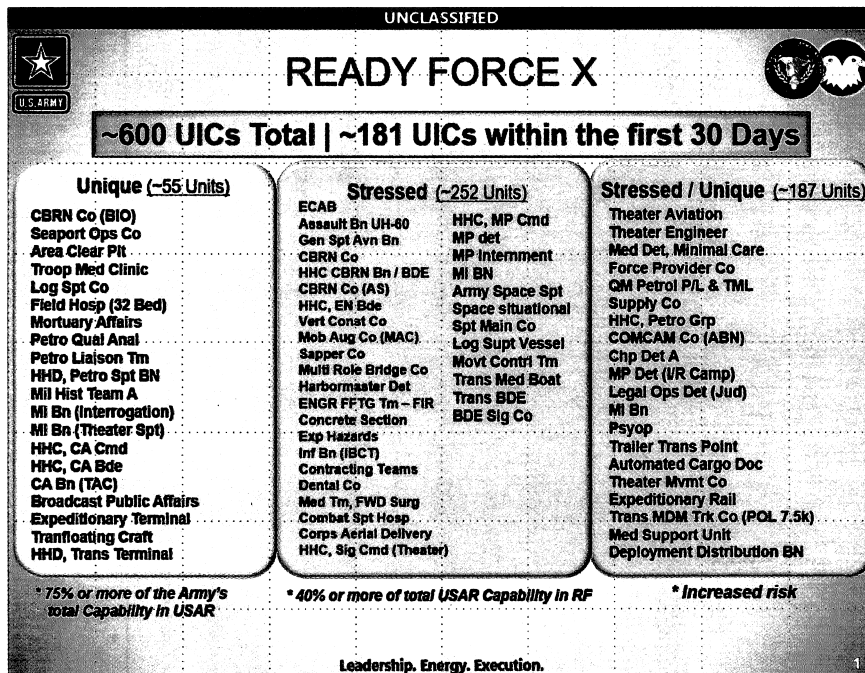


Figure 1.

c. Standing alone, USR data (P, S, R and T) fails to paint the true picture of our operational and strategic readiness; fundamentally it is the point-of-departure for informing us as to which UICs should be the lead formation(s) – within required capabilities – to aggregate other Soldiers or units in order to rapidly increase unit manning for follow-on training upon mobilization. This is because, unlike our Active Component teammates, we do not at steady-state have the legal authority to move Soldiers to structure by directing their movement over any appreciable distance. We move structure to talent; not talent to structure. Time, geography and a lack of certain authorities represent America's Army Reserve's biggest challenges during the Multi Domain Operations competition phase and our most critical metrics for assessing deployment readiness. Through RFX we assess, calculate and "see" our strategic readiness, and mitigate risks for the warfighter by mapping our capabilities to their requirements. The key to its success is for individual Soldiers to be deployable and ready to aggregate critical capabilities quickly upon notification. That is why it is essential that each Soldier on the team understand that ***we are all in RFX.***

d. While many Soldiers, and even some senior Leaders, tend to see RFX as a noun – a unit or a thing – it is arguably more like a *verb* in the sense that it is largely a process of organizing ourselves for mobilization and deployment on an unprecedented scale. (Some Leaders have commented that we should actually discuss it as a gerund...as in "we are RFX'ing to meet a requirement.") As a noun, RFX is a framework in which Army Reserve forces are arrayed or "binned" based on their capabilities and/or anticipated flow in a war plan's TPDF scheme. RFX 1 formations are deploying capabilities that support specific contingencies, and are further delineated as

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RFX1A, RFX1B, RFX1C, etc., “units” based on required deployment timelines. RFX 2 capabilities directly support the Surface Deployment and Distribution Command (SDDC) to enable global deployment of US military forces. RFX 3 formations and capabilities constitute Mission Support Forces (MSFs) in support of First Army’s mission to mobilize, validate, and deploy Reserve Component forces through the Mobilization Force Generation Installation (MFGI) construct. RFX 4 consists of forces required to meet operational demands that are not included in RFX 1. As noted above, those Soldiers and units-of-action that are not designated for early mobilization in support of theater-specific RFX capabilities remain very much a part of a process that is not driven by any one war plan or theater. Not only does the “X keep changing,” but both the realities of attrition, as well as new and evolving warfighting concepts such as Multi-Domain Operations (MDO), demand flexibility and agility in the model. Non-RFX designated capabilities are essential enablers for the manning and equipping aggregation strategy for the entire force.

e. As a *verb* – or gerund – the process of “RFX’ing” America’s Army Reserve is generally depicted in Figure 2 below. It illustrates the art of identifying potential Decision Points (DP’s) which highlight choices, investments and authorities, which if leveraged, further increase the strategic readiness of our force.

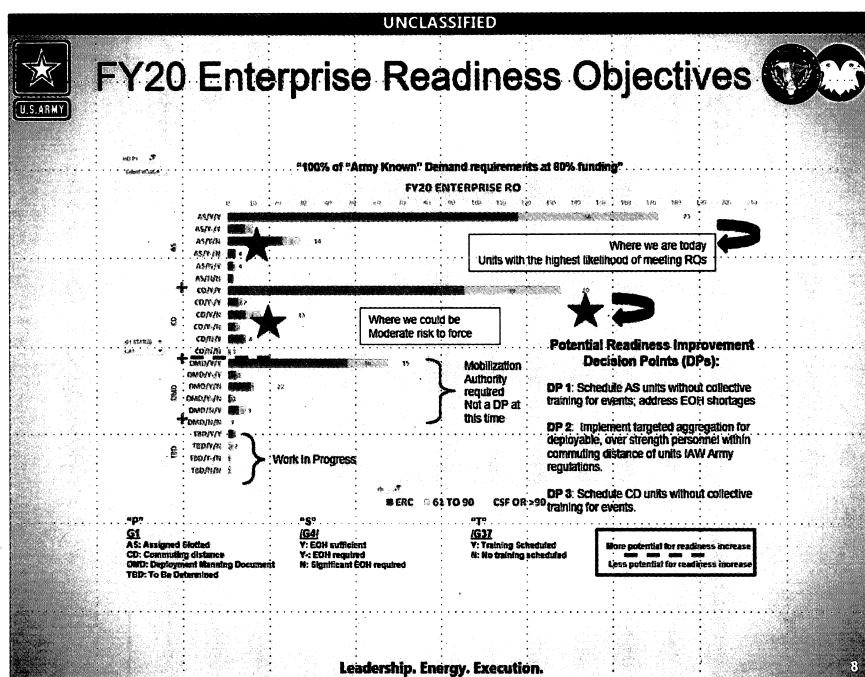


Figure 2.

f. Some of the options or decisions are within our current authority to control but if exercised, prematurely or unnecessarily, may increase risk-to-force without significantly reducing risk-to-mission. An example would be a decision to re-assign Soldiers involuntarily to a formation that is within 50 miles of their current unit-of-assignment or

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Home of Record in order to increase the USR "P rating" of the gaining formation. This authority resides with the Chief of Army Reserve. This decision, unless clearly understood to be mission-essential, arguably increases long term risk-to-force by being perceived, at least potentially, as "subsidizing" a unit that has not recruited or trained/promoted the right personnel at the expense of another formation, for no actual increase in the overall strategic readiness of the force. It may also unnecessarily disrupt cohesion or generate inconveniences for a Soldier or her Family. Other options, also within our authority, consume resources that may be better invested against more compelling requirements unless combat operations are imminent; still others require legal authorities well-above this echelon and require national level political decisions. That said, Figure 2 illuminates the various options, and the specific analytics of "what generates what" in terms of increased readiness – across P, S, R and T – for America's Army Reserve. It is the map for RFX'ing for a major conflict.

g. A related, but more CCMD OPLAN-centric analysis, again through the lens of RFX, gives fidelity – by capability, TPDF flow, and current USR-readiness of units-of-action – to the approximate number of pre-conflict days certain capabilities require, to mobilize, aggregate, organize and equip, train and deploy in order to meet the warfighter's timeline requirements for those formations. Figure 3 below illustrates the ongoing analysis, routinely updated, that articulates the temporal aspects of risk mitigation from an RFX perspective.

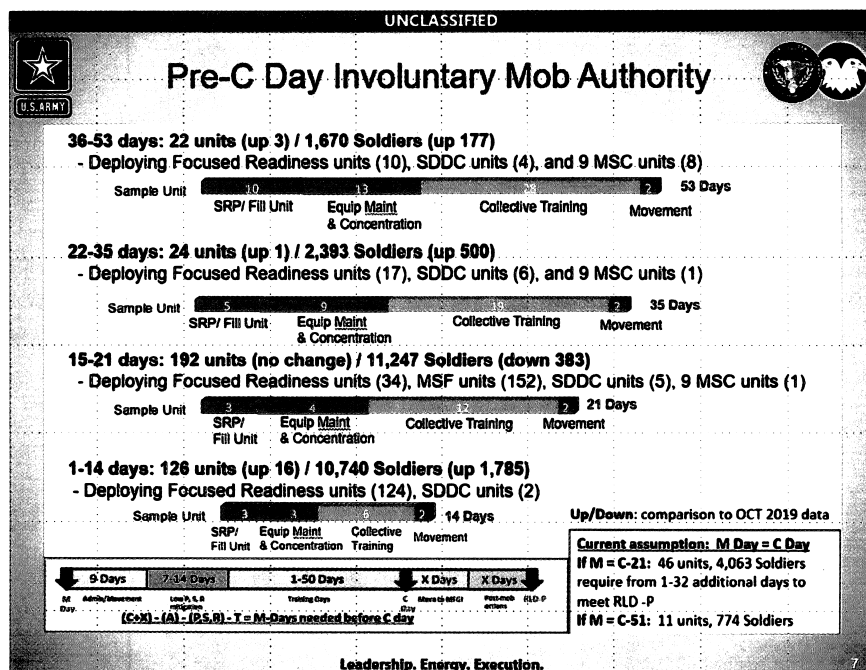


Figure 3.

h. Leveraging this analytical perspective, RFX enables America's Army Reserve to articulate risk-to-mission, in terms of post-mobilization days by unit type and combat-

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related mission, with high fidelity. Our ability to do this is as powerful as it is unprecedented.

Conceptual “enablers” for RFX

5. Authorities. At its essence, RFX identifies, clarifies and gives a fact-based context to senior level discussions that link legal authorities — or lack thereof — to strategic risk, by highlighting that, for the Total Army, legal authorities are an integral component of Strategic Readiness. Simply put, RFX recognizes and incorporates the legal authorities of the Chief of Army Reserve as a variable in building and delivering readiness while also identifying the significant limitations of those authorities — absent mobilization — in order to manage expectations up-echelon. It also “pre-chambers” the Army Reserve to rapidly execute aggregation activities upon invocation of those mobilization authorities in preparation for large-scale combat. As captured above in Figure 2, RFX analytics provide the Army, OSD and Congress a strategic readiness lens through which to assess risk to mission and force within the context of a legal and political decision — regarding by some as potentially provocative, and others as a viable Flexible Deterrent Option (FDO) — to enact expanded mobilization authority for the Reserve Components.

6. Manning: It all begins w/ “P” (or) Demographics are Destiny.

a. As noted above, our Squad lacks the luxury of the legal basis, without additional authorities, to relocate our Soldiers without their consent. America's Army Reserve is recruited and retained where our Soldiers (and Families) live and work. The cornerstone of RFX is an aggregation strategy that mitigates risk to force (maintaining assigned strength) while also organizing us to be able to assemble quickly, at an enhanced state of readiness, in order to reduce risk to mission (meeting war plan timeline requirements) within the larger context of a team that spans twenty time zones. We begin manning units (UICs) through aggressively recruiting and training the right Soldier into the right billet. Early in Soldiers' careers, these formations are likely to be reasonably close to home, but that convenience tends to give way to opportunities overtime. RFX enables us to identify and upon mobilization, involuntarily aggregate RFX formations thereby building strength by adding Soldiers or smaller units from non-RFX designated formations into the deploying capabilities.

b. Looking to the future, as awesome as RFX is, we will make it better, easier, more responsive and less disruptive by analyzing emerging demographic trends to inform where we move (or add) structure in order to better capture the right talent in the right place. As noted above, we allow structure to flow to the ball and, in this case, the ball is human capital. Moving forward, we will locate structure, Reserve Centers and/or leased facilities, and other supporting infrastructure to where the talent lives. As RFX evolves and matures to meet the demands of MDO requirements, we will need to continue to

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move "units" to people with speed and agility. Part of this agility requires initiative at echelon to leverage split stationing and innovative "with duty at" statuses to organize and station quickly with paperwork to follow.

c. As influential as demographics are in shaping our future strength, recruiting will continue to play the pivotal role in our ability to assess and grow the right talent for the team. The idea that "every Soldier is a recruiter" is not a slogan; it is an imperative. Self-help recruiting has always been the mainstay of high-performing units and it is an essential element in the DNA of America's Army Reserve. As we continue to develop and upgrade the Double Eagle application for various "smart phone" platforms, every Soldier will have the ability to immediately link a potential recruit into a responsive network of Army recruiters in the local area who will be able to immediately follow-up and potentially, turn a "lead" into a Soldier. At the end of the day, each of us is a talent scout for this Squad. Never forget it.

7. Optimizing Training, Leader Development, and Time.

a. As noted above, from a readiness perspective, RFX is the way we assess and mitigate risk and prioritize our investments, both in money and time, in education, leader development and training. The part-time status of over 92% of this team requires us to be disciplined and ruthless in how we manage time and prioritize the "absolutely essential" ahead of less compelling requirements. While there is always a healthy tension between individual Soldier development and the collective proficiency of units-of-action, make no mistake: building and sustaining individual Soldier readiness and deployability is always Job One. At scale, individual readiness is the decisive factor for implementing our strategy by enabling us to aggregate capability and generate combat-ready RFX units in the post-mobilization phase at speed. Leaders, across all echelons, must continue to get after the pragmatic, logically progressive and demandingly realistic training of their units, but they must also prioritize the basic building block — the individually ready Soldier — above all else.

b. Commanders: reach two levels down to coach, teach, oversee, assess and improve the training and readiness of the units under your command. This is the Army way: it is our way. Set standards for training expectations, insure that METL tasks make sense for the unit's mission in a highly lethal and contested environment and do not walk past mistakes. Master the fundamentals and do not push harder than a motivated unit can move. Always assess the degree to which there may be a mismatch between what we are training our Soldiers to execute and the conditions that the emerging threat environment will impose upon us. (As an example, if we find units conducting Counter-Insurgency type tasks within twenty-five miles of a peer adversary's artillery, we are probably training Soldiers to get killed quickly.)

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c. All of this — individual Soldier readiness, basic field craft, collective training to standard, etc. — must always be balanced with our Soldiers' need to keep quality civilian employment and healthy, sustaining Family lives. Leaders must understand and embrace this reality; we are always balancing risk-to-mission with risk-to-force. Pragmatically optimize training time. Consistently enforce standards and discipline as Soldiers execute the Army Physical Fitness Test (APFT), the Army Combat Fitness Test (ACFT), Duty Military Occupational Specialty Qualification (DMOSQ), Professional Military Education (PME), Annual Weapons Qualification (AWQ) and Leader Development programs.

d. Leaders need to aggressively lean forward to set conditions for our Soldiers to get qualified in their MOS within two years of assignment while generating combat capable formations. As we always aspire to meet HQDA directed readiness tables, we may often have to assume some risk in that regard. Many units will simply not have the time or readiness foundation to reach that far; the key is for leaders to openly articulate this capability gap up the chain-of-command when they assess that post-mobilization timelines will be impacted by shortfalls in individual readiness, collective training time or funding. Our CTCs, WFX, CSTX, CPX-F and Defender exercises will remain the optimal training events to prepare units and hone operational readiness against a near-peer threat in the Decisive Action Training Environment.

8. Equipping: Maintenance Prioritization and Modernization.

a. Our strategy for equipment and maintenance readiness prioritizes equipping and maintenance resources toward RFX formations in those cases when we have to make tough choices and it looks to posture our equipment as efficiently and effectively as possible for a major war. Commanders must continue to cut unnecessary or excessive transportation costs and look to optimize where we move equipment so that it is more effectively staged for post-mobilization training or combat operations. Take essential equipment to Annual Training — or, better, draw it from a pre-positioned node near the training site— but do not drag everything a thousand miles “just in case.” We are wasting money that can be better invested elsewhere. Equipment positioning and readiness are paramount; having the right kit, in the right place to expedite expeditionary operations is a huge combat multiplier when speed matters most.

b. Well-maintained equipment and the ability to rapidly deploy and maneuver are essential aspects of lethality and survivability. Our modernization priorities look to ensure that early deploying RFX units are fully interoperable with the formations they support as part of the total force and Mission Command systems (C2) are the most compelling aspect of this requirement. We must be able to communicate with friendly forces across the battle-space and be “seen” by them as part of the Joint Team. Where appropriate, America's Army Reserve will continue to proactively procure limited quantities of new equipment years ahead of the Army funding plan in order to operate

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and train on the newest capabilities and to familiarize our operators/maintainers as a hedge against a large-scale war in the near future. This is all about taking care of our team and investing our resources to reduce both risk-to-mission and risk-to-force.

9. Conclusion: Leadership. Energy. Execution. America's Army Reserve has covered some ground over the past three and a half years. More than ever, it is a critical piece of the Army and the Joint Force, providing integral and unique capabilities at a mere fraction of the cost of Active Duty formations. This Readiness Strategy helps to shape the journey as we continue to press down the Road to Awesome in delivering that capability to the American people. Your Leadership makes RFX the most effective force-generating construct in the history of our Component. It gets after and delivers Strategic Readiness for the Army. Your Energy is the critical ingredient in sustaining our pace and enthusiasm. Stay focused on Execution; embrace its spirit. In the end, it makes the decisive difference between noble effort and devastating effects. Understand the threat and watch it. It will never remain still. Optimize time. Care for our Soldiers and their Families; help them achieve balance in all aspects of their lives. Enforce standards and discipline. Practice field craft. Lead with compassion, commitment and selflessness. Be present in the moment; your team will sense your authenticity. Take pride — always — as we continue to lean forward and build the most capable, combat-ready and lethal Federal Reserve force in American history.

Keep Pounding

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