United States Marine Corps Command and Staff College Marine Corps University 2076 South Street Marine Corps Combat Development Command Quantico, Virginia 22134-5068

### MASTER OF MILITARY STUDIES

## **Operational Reserve:**

The Need to Improve the Contractual Obligations in the Selected Marine Corps Reserve

> SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF MILITARY STUDIES

Major Mark J. Peters, United States Marine Corps

AY 2018-19

Mentor and Oral Defense Committee Member:

Dr. Donald F. Bittner, Ph.D., Professor Emeritus, Marine Corps Command and Staff College

Approved:

Date:

Oral Defense Committee Member:

Approved:

Date:

### **Disclaimer**

THE OPINIONS AND CONCLUSIONS EXPRESSED HEREIN ARE THOSE OF THE INDIVIDUAL STUDENT AUTHOR AND DO NOT NECESSARILY REPRESENT THE VIEWS OF EITHER THE MARINE CORPS COMMAND AND STAFF COLLEGE OR ANY OTHER GOVERNMENTAL AGENCY. REFERENCES TO THIS STUDY SHOULD INCLUDE THE FOREGOING STATEMENT.

QUOTATION FROM, ABSTRACTION FROM, OR REPRODUCTION OF ALL OR ANY PART OF THIS DOCUMENT IS PERMITTED PROVIDED PROPER ACKNOWLEDGEMENT IS MADE.

## **Executive Summary**

**Title:** Operational Reserve: The Need to Improve the Contractual Obligations in the Selected Marine Corps Reserve

**Author:** Major Mark J. Peters, United States Marine Corps

**Thesis:** The Reserve Component of the United States Marine Corps continues to augment and reinforce the active component. To improve the operational capability of the Marine Corps Reserve, adjustments must be made to the contractual obligations of Marines serving in the SMCR.

**Discussion:** The mission of the reserve component of the United States Marine Corps is to "augment, reinforce, and sustain the active component with trained units and qualified individuals in times of war or national emergency and at other times as national security may require." The individual reserve Marines are the most vital element that enable the reserve component to accomplish its mission. These Marines can serve in the reserve component in numerous capacities, specifically in the Ready Reserve, Stand-by Reserve, or Retired Reserve, and members in each element can be called upon to be activated. The Ready Reserve serves as the primary force supplier for the reserve component and the Selected Marine Corps Reserves (SMCR) provides the bulk of the units for mobilization. Marines serving in the SMCR can serve in either an obligated or non-obligated status, meaning that a Marine can hold a billet within a unit and have no contractual obligation to the Marine Corps Reserve. Marines in a non-obligated status can elect to not mobilize with their unit if they depart prior to the unit receiving a notification of activation. Marines who typically fill the non-obligated ranks have completed their initial Military Service Obligation. By virtue of time-in-service, these Marines will be NCO's, SNCO's, and officers occupying leadership positions within the unit. The flexibility provided to such Marines serving without a contractual obligation can be detrimental to a unit's readiness and cohesion. Marine Forces Reserve utilizes a force generation model that is based on a 5:1 dwell to mobilization ratio, meaning that every fifth-year, designated units will be placed on the proverbial "ready bench" for mobilization. The predictability of this model provides a level of certainty for both Marines and units for when they can be called upon to activate. This consistency enables Marines to get their affairs in order if called upon to activate, but also allows Marines to depart a unit prior to entering their ready year. The force generation model can also be utilized as the basis for adjusting the contractual obligation system of Marines serving in the SMCR. The fiveyear rotation can be used to establish contractual obligations for Marines serving in an SMCR for a predetermined amount of time prior to the "ready" year and ending upon completion of that year. A second option for adjusting the contractual obligations of Marines serving in an SMCR unit is to mandate each Marine be obligated. While Marines can be activated involuntarily and stop loss/move can be enacted to prevent Marines from departing a unit, a change in contractual requirements would reduce to the need to utilize such extreme measures.

**Conclusion:** Requiring Marines serving in an SMCR unit to be contractually obligated to the reserve component will improve unit readiness, cohesion, and ultimately the operational capability of the SMCR. The enhanced operational capability would be directly correlated to the stabilization of a unit's manpower prior to entering their "ready" year.

# **Table of Contents**

Executive Summary	ii
Table of Contents	iii
Preface	iv
Introduction – The History of the Marine Corps Reserve	1
The Mission and Types of Service in the Marine Corps Reserve Component	3
Marine Forces Reserve Force Generation Model	10
Contractual Obligations in the Selected Reserve	12
Small Unit Leadership	15
Mobilization Process and Case Studies	17
Potential Solution to Contractual Obligations	20
Conclusion	23
Appendix A – Organization of the Marine Corps Reserve	26
Appendix B - Acronyms	27
Appendix C – Mobilization, Activation, Integration, Deactivation Phases	29
Endnotes	30
Bibliography	32

#### **Preface**

The numerous types of service in the Ready Reserve each contribute to the operational capability of Marine Forces Reserve (MFR). The Marine Corps benefits from these programs, but the potential for significant setbacks to readiness arises within the Selected Marine Corps Reserve from Marines who are in a non-obligated status. Without a contractual obligation these Marines have the ability to create substantial manning shortfalls when/if their unit is activated. MFR currently has one infantry battalion mobilized in support of the Unit Deployment Program and is preparing to send another unit forward, with each of these units experiencing challenges staffing their manning documents. This paper seeks to explore methods to address contractual obligations of Marines filling a Billet Identification Code (BIC) in their unit. I understand that there are policies in place to ensure a non-obligated Marines activates with their unit, but will offer a possible solution to prevent invoking one of these measures.

I became interested in this topic while serving on Inspector-Instructor (I&I) duty with a reserve infantry battalion. While on I&I duty, I served as a Company I&I, responsible for mentoring the reserve company commander and ensuring all training was properly coordinated and conducted to standard. Over the course of a 30-month tour, I was simultaneously responsible for both Headquarters & Service Company, Weapons Company, and performing duties as the Assistant Inspector-Instructor of the Battalion. While holding these billets, I was intimately involved with staffing the Battalion as it prepared for annual training exercises and an upcoming mobilization. Throughout these processes, I observed non-obligated Marines in key billets drop to the Individual Ready Reserve (IRR) to prevent conflict with their civilian obligations. I intend to explore the validity of non-obligated service and if its purpose supports MFR's mission.

To explore the validity of non-obligated service, this paper will examine the SMCR's mission and how each element of reserve service supports mission accomplishment.

Additionally, this paper will examine the impact Marines with no contractual obligation had on two recently mobilized reserve infantry battalions. Finally, the focus will shift to alternatives to non-obligated service in the SMCR. These issues may be similar in the reserve air wing and logistics group; however, within the scope of this project, the focus of effort will be based on the 4th Marine Division.

It is important for me to thank family. As I have dedicated my life to the service of this great country, my family has been my foundation. My wife, Connie, has stood by my side through multiple deployments and is a phenomenal mother to our daughter Madeline. My parents have always provided support, words of encouragement, and been a sounding board through all of life's curveballs. I would be remiss if I did not thank my mentors throughout the Corps, from the commanders who have shaped my approach to leadership, peers who have been my friends and confidantes, and the Staff Non-Commissioned Officers who have kept me grounded while providing invaluable council. Finally, I thank Dr. Donald F. Bittner, whose knowledge, experience, and dedication to this project have been an invaluable resource to ensuring mission accomplishment.

## Introduction - The History of the Marine Corps Reserve<sup>1</sup>

The reserve component of the United States Marine Corps was established on 29 August 1916 by the Naval Appropriations Act of 1916. The signing of this Act by President Woodrow Wilson was a preemptive move to ensure the Naval services had the requisite manpower to participate in the Great War, as United States involvement appeared inevitable. The ranks of the reserve forces swelled to more than 6,400 Marines. These Marines distinguished themselves in the air, on land, and sea, fighting alongside active component Marines at Belleau Wood, Soissons, St. Mihiel, and Meusse-Argonne. It was in these early days of their existence that the Marine Corps Reserve began to establish its legacy and necessity to the total force. Following the end of World War I, the reserves were demobilized leaving less than 600 Marines in the Reserve Forces.

With strong recommendations from the Commandant of the Marine Corps, Major General John A. Lejeune, Congress passed the Naval Appropriations Act of 1925. This Act superseded its predecessor, mandated the creation of the Marine Corps Reserve, and enabled the ranks to surpass 10,000 Marines by 1930. With war on the horizon in both Europe and the Pacific, Congress again passed an act to shape the Marine Corps reserve component. The Naval Reserve Act of 1938 established the Organized Marine Corps Reserve and Volunteer Marine Corps Reserve. The former consisted of drilling reservists who received training and pay, while the latter allowed individuals to maintain affiliation with the Marine Corps and be available for mobilization.

The Marine Corps Reserve truly established its legacy during the Pacific Campaign of the Second World War. Throughout the course of the war, more than 589,000 Marines donned the eagle, globe, and anchor, of which roughly 70 percent were reserve Marines. These Marines

served in ground combat units, which took part in the island-hopping campaigns, in aviation units providing close air support to their brethren on the ground, and in numerous combat service support roles, both forward deployed and at home in the United States. The mobilization of the reserve component during World War II demonstrated the need and importance of maintaining a well-trained, manned, and equipped reserve force that possesses the ability to mobilize and seamlessly integrate with the active component.

The reserve component was again called upon to reinforce the active component during the Korean War, where more than 130,000 reserve Marines were mobilized. In excess of 30,000 of these Marines were sent to 1st Marine Division and proved instrumental to the division's combat action at Pusan, the amphibious landing at Inchon, and brutal fighting at Chosin Reservoir. Following the Korea War, the Marine Corps Reserve underwent numerous changes. The first came as a result of the Armed Force Reserve Act of 1955, which established a standardized training program for reservists. The schedule of one drill weekend a month was established in 1958. Lastly, the 4th Marine Division and 4th Marine Air Wing were established in 1962. These changes enabled entire reserve units to be mobilized together to maintain unit integrity, improving on the previous system of individual augments.

Reserve Marines were once again mobilized in support of Operation *Desert Storm*. This conflict marked the largest activation of the reserve component since the Korean War, with approximately 15 percent of Marines in theater coming from the reserve component. Following the Gulf War, Marine Forces Reserve was created in 1992 to serve as the command element for the reserve division, wing, and logistics group, a move designed to mirror the active component. The Global War on Terror created the new normal for Marine Forces Reserve, with a focus on providing relief to the active component's high operational tempo. To accomplish this feat,

every reserve battalion and squadron has mobilized at least once to serve in Iraq, Afghanistan, or in support of other real-world missions.

The reserve component remains a key element of the Marine Corps' total force system and will continue to provide much needed support to the operational forces. Manpower is the primary resource provided by the reserve component, as demonstrated throughout its century long history. The reserve component sources its manpower requirements through the activation of either individual augments and/or by mobilizing entire units to support the active component.<sup>2</sup> The primary element responsible for providing forces to the active component is the Selected Reserve, whose units and detachments have been designated to receive training and equipment to support operational missions. The Selected Marine Corps Reserve is the section of the Selected Reserve that consists of units organized to perform specific functions (infantry, artillery, etc.) and are designed to augment the active component.<sup>3</sup> The personnel who fill the ranks of reserve units are typically Marines who have spent their entire career in the reserve component or have joined the reserves after a successful contract on active duty. The contractual obligations of these Marines vary by each individual and have the potential to cause significant friction for a unit when/if it is called upon to mobilize. To improve the readiness, unit cohesion, leadership, and overall operational capability of the Selected Marine Corps Reserve, changes must be made to the contractual obligations of Marines serving in units that are eligible to activate.

## The Mission and Types of Service in the Marine Corps Reserve Component

The mission of the Marine Corps Reserve is to "augment, reinforce, and sustain the active component with trained units and qualified individuals in times of war or national emergency and at other times as national security may require." To achieve this mission, the reserve component has organized its forces to the mirror that of the active component. The benefit to

this system ensures that a reserve Marine is trained within the same organizational structure, utilizing the same equipment, and to the same standard as the active component. By following this model, the reserve component can augment an existing Marine Air-Ground Task Force (MAGTF), establish a reserve centric MAGTF, or provide individual augments to the active component in support of a real-world mission. To further support the execution of its mission, the reserve component is comprised of three different elements: Ready Reserve, Standby Reserve, and the Retired Reserve. Each category within the reserve component has numerous sub-categories that are designed to ensure the force is trained, manned, and equipped to support its assigned mission.<sup>5</sup> (See Appendix A)

As defined by Title 10 of United States Code, the Ready Reserve consists of units or members of the reserve component who are eligible for service on active duty. To ensure Marine Forces Reserve is able to maintain a force capable of providing Marines to augment the active component, the Ready Reserve is further broken down into the Selected Reserve and Individual Ready Reserve (IRR). The Marine Corps' Selected Reserve consists of the Selected Marine Corps Reserve (SMCR) units and detachments throughout Marine Forces Reserve, Individual Mobilization Augmentees (IMA), Active-Reserve Marines, and Marines receiving their Initial Active Duty Training (IADT) (boot camp and MOS school). While the ranks of the IRR are filled primarily with Marines who have completed their military service obligation, the SMCR consists of Marines who still participate in training and are members of a unit.

The SMCR provides the basis for the reserve component's operational forces with its units falling under the command of Marine Forces Reserve (MFR). The four Major Subordinate Commands (MSC) in MFR are Headquarters Battalion; 4th Marine Division; 4th Marine Aircraft Wing; and 4th Marine Logistics Group. Members of an SMCR unit are required to perform 48

Inactive Duty Training (IDT) periods and 14 days of Active Duty for Training (ADT) in order to earn enough points to qualify for a satisfactory year. A satisfactory year is directly correlated to the reserve retirement system and a critical element to promote service in the reserve forces of the United States. A Marine serving in the Ready Reserve is also able to achieve a satisfactory year by serving in an Individual Mobilization Augmentees billet or detachment.

The IMA exists and is designed to provide the active component with reserve Marines to fill critical billets during times of crisis. The readiness of the IMA is essential to providing a manpower solution in support of a real-world threat. The IMA is designed to be employed prior to the mobilization of an SMCR unit or recall of personnel in the IRR. To aid in the rapid utilization of the IMA, the billets are tied directly to units throughout the Department of Defense and the supporting establishment. This structure enables the individual Marine to activate and quickly integrate during a crisis or war time scenario. A Marine holding an IMA billet is required to perform up to 48 IDT periods and at least 12 days of ADT throughout the course of a fiscal year in order to meet the requirements for a satisfactory year. Combining the SMCR and IMA's are critical to the Marine Corps' Ready Reserve and its ability to support the operating forces.

The Active Reserve (AR) program is the final element of the Ready Reserve that ensures the reserve component is prepared to strengthen the active component. The mission of the Active Reserve program is to "provide a cadre of well-trained and experienced reserve component Marines to serve as a critical piece of the Marine Corps' full-time support to the reserve component system." Members of the AR serve in full-time active duty billets that are designed to support the readiness of a Marine serving in the Ready Reserve. The AR program accomplishes this by ensuring its Marines fill billets that are responsible for the administration,

training, recruiting, and retention of reserve component Marines.<sup>13</sup> AR Marines are typically assigned to Inspector-Instructor duty or site support at a reserve training center. Inspector-Instructor Marines are another integral element of the Ready Reserve. These Marines can be either active duty or active reserve Marines and their primary duty is to ensure SMCR units maintain a high level of readiness. These Marines accomplish this task by providing instruction and assistance in all matters pertaining to training, maintenance, administration, logistics, and public affairs.<sup>14</sup> While serving in these units, an AR Marine can be assigned to either an integrated or non-integrated billet. An integrated Marine will mobilize with their unit, while a non-integrated Marine will remain behind to provide support from the reserve training center or at an active component base.<sup>15</sup>

The three main elements of the Selected Reserve provide both the majority of the capabilities and the manpower for the Ready Reserve. The Individual Ready Reserve's primary purpose is to serve as a manpower consortium for the Marine Corps. Its ranks are filled with Marines who have completed training, served in either the active or reserve component, and are an available resource during a national emergency or other crisis. Additionally, the majority of these Marine have either completed their service obligation and desire to maintain their affiliation with the Marine Corps or have yet to complete their contractual obligation. The IRR enables members of the reserve component to maintain affiliation with the Marine Corps when they are not holding a billet within an SMCR unit or IMA detachment. This capability provides the individual Marine with flexibility to manage their civilian and military careers upon completion of their obligated service. Additionally, the IRR provides the reserve unit a pool of qualified individuals to contact when experiencing troop shortages. The IRR is a key sourcing

element for SMCR units and IMA detachments to ensure the reserve component can accomplish its mission.

The Standby Reserve provides an additional sourcing tool for use by the reserve component. The Standby Reserve's ranks are filled with reserve component Marines who maintain their affiliation to the Marine Corps but are not able to meet the participation requirements expected of members in the Ready Reserve. As a result, these Marines are not required to complete IDT or ADT periods, but are eligible for mobilization to fill critical gaps associated with a specific skillset or military specialty. The Standby Reserve has two major components, the Active Status List (ASL) and Inactive Status List (ISL), with each element having its own criteria for assignment. <sup>17</sup>

The Active Status List is designed to enable Marines who meet a specific set of criteria to maintain their reserve affiliation, their eligibility for mobilization, and potential for reassignment to the ready reserve. The requirements for an individual to be assigned to the ASL are as follows: be designated as a key federal employee, have not completed their service obligation, identified hardship reasons, failed to provide proof of physical examination, or meet criteria established by the Secretary of the Navy or Commandant of the Marine Corps that prevents participation in regular training. Critical employees are established by the federal key position guidelines and are designed to prevent conflicts between civilian and military responsibilities during a national emergency. The threshold that defines when hardship is breached is if during an emergency activation would create extreme adversity for the individual or their community. Each member of the Ready Reserve is required to submit proof of annual physical examination and failing to do so may result in assignment to the ASL and, subsequently, administrative separation.

Members assigned to the ASL can still participate in training to earn retirement points, but will

do so without financial compensation. Additionally, members of the ASL will remain in consideration for promotion, will not be assigned to a mobilization position, and can apply for assignment to the ready reserve. <sup>18</sup> The ASL provides a manpower resource for active duty service during national emergencies with certain limitations and enables its members to return to the Ready Reserves when or if their situation changes.

The Inactive Service List provides a similar resource with considerably more limiting factors associated with mobilization. The ISL's members are not permitted to participate in training and thus not permitted to receive points for retirement. Additionally, Marines on the ISL cannot be considered for promotion or incorporated into end strength totals. Marines are typically assigned to the ISL for at least one of the following circumstances: to maintain affiliation to the reserves, possession of skills that may be of use to the Marine Corps, having served for more than 20 years and have a disability rating of 30 percent or less, the results of a board determination, or are HIV positive. Members can be considered for reassignment to the ASL or Ready Reserve if there is a need or if the Marine has a desire to return to a drilling status. <sup>19</sup> The ISL enables Marines to maintain affiliation with the reserve component during periods that prevent them from being a contributing member to a unit and enables the Marine Corps to retain such Marines who possess a specific skillset that could be utilized during times of crisis.

The final element of the reserve component is the Retired Reserve. This element consists of five different categories of Marines who fill its roles: retired reserve Marines who have completed at least 20 years of service and are awaiting retirement pay; Marines who have completed at least 20 years of service and are in receipt of retirement pay; reserve Marines who have been approved for active duty retirement as a result of completing at least 20 years of active

service; reserve Marines who have been medically retired; and Marines who have been retired for reasons other than service, age, or medical.<sup>20</sup> A member of the retired reserve can be ordered to return to duty by the Secretary of the Navy to fill a critical manpower shortfall during periods of war or national emergency.<sup>21</sup>

A Marine serving in the Ready Reserves can serve in either an obligated or non-obligated status. An obligated status refers to the member's Military Service Obligation (MSO), which is their initial eight-year contractual obligation in the Ready Reserve. A typical initial reserve contract consists of six years in the SMCR and two years in the IRR, with the initial six years being obligated. Each Marine is assigned a Mandatory Drill Participation Stop Date (MDPSD) with his or her initial contract. This date identifies when the member has fulfilled their contractual obligation. A Marine can establish a new MDPSD by accepting a bonus, conducting a lateral move, participating in a refresher program, or on a voluntary basis.

Herein lies a potential problem: upon reaching their MDPSD, a Marine can continue to serve in SMCR with no contractual obligation. The non-obligated service member stands the potential to create an issue when a unit is called up to activate. Marines without a contractual obligation can voluntarily drop to the IRR prior to their unit receiving an order of intent to mobilize to avoid activation. If a Marine in this situation fails to shift to the IRR prior to receipt of the letter of intent, he or she can submit a request for a Delay, Deferment, or Exemption (DD&E).<sup>22</sup> A Marine can apply for a DD&E on grounds of medical, schooling, judicial, or personal reasons.<sup>23</sup> These contractual obligations will continue to pose a threat to readiness as Marine Forces Reserve applies its force generation model.

#### Marine Forces Reserve Force Generation Model

Marine Forces Reserve has demonstrated throughout its history the value of having a well-trained, manned, and equipped force of Marines ready to provide assistance to the active component in support of national security. To ensure the Marine Forces Reserve provides a force that is combat ready, it has developed a force generation model based on a five-year training and readiness plan. Each MSC in Marine Forces Reserve follows this model to ensure that all elements of the Marine Air Ground Task Force (MAGTF) are able to augment the active component or forward deploy as a reserve component MAGTF. Each year in excess of 4,000 reserve Marines are prepared to rapidly mobilize in support of a myriad of different mission types.<sup>24</sup> As Lieutenant General Rex C. McMillian informed the House Armed Services Subcommittee on Readiness in March 2018, the composition of these forces includes "Air Naval Gunfire Liaison Companies, Civil Affairs Groups, large-scale logistical augmentation, four infantry battalions, artillery and aviation capabilities, as well as other critical enablers."<sup>25</sup> This force generation model offers a rather stable environment for the reserve component.

The level of predictability created from the five-year rotation stemming from the force generation model is designed to accomplishment multiple tasks. First and foremost, it enables Manpower and Reserve Affairs to address manning shortfalls in units preparing to enter their window of mobilization. Second, it allows for the reserve Marine to coordinate their personal lives and civilian careers with their military obligation. Finally, it enables employers of reserve Marines to develop contingency plans for the extended absence of an employee.<sup>26</sup> The force generation model does not exclude the use of units not in their fifth year of the cycle, but creates a pool of "ready" units to draw from to increase the responsiveness of the reserve component to a

crisis. 4th Marine Division has fully embraced this model and ensured the complete integration of it into its fiscal years 2017-2020 Campaign Plan.

The 4th Marine Division has applied Marine Forces Reserve's force generation model to prepare their units to support a complex and demanding operational environment. By mirroring MFR's model, the Division has created the "Ready Battalion" construct. This ensures that every year it has units entering the fifth year of the readiness cycle. By using the "Ready Battalion" concept, the Division is able to ensure its units receive the necessary training to provide the active component with a fully trained ground combat element. In order to support the force generation model, the Division has established four Lines of Operation (LOO) that support the completion of its four campaign objectives to ensure the "Ready Battalion" is prepared to mobilize. The four LOOs of Manpower and Retention, Training and Readiness, Equip and Sustain the Force, and Provide Forces provide a detailed roadmap to accomplish the campaign objectives of Provide Forces, Improve Readiness, Long-Term Viability, and Keep Faith.<sup>27</sup>

The 4th Marine Division's LOOs provide a framework for subordinate commanders to shape their unit's campaign plan to ensure it supports the division's objectives. The first LOO of Manpower and Retention is designed to guarantee units are properly manned at all levels of the chain of command. This will be accomplished through accessions, both prior-service and non-prior-service, retention, and sustaining the transformation from civilian to Marine. The second LOO of Training and Readiness refers to assigning specific Mission Essential Tasks (METs) to units in each stage of the force generation model to make sure appropriate training standards are met. Equip and Sustain the Force is the third LOO and is based on the maintenance of facilities and equipment, and ensuring the Marines receive the most up to date equipment to maintain parody with the active component. The final LOO of Provide Forces is designed to manage the

"ready" elements of the Division and ensure the right Marines are supporting the right missions.<sup>28</sup>

The 4th Marine Division's campaign objectives enable subordinate units to align their training plans to support the Division's end state of a ready and relevant reserve ground combat element. The first objective of Provide Ready Forces supports the "Ready Battalion" concept and prepares fully trained Marines to augment the active component. The objective of Improve Readiness is grounded in MET based training and command inspection programs that make sure Marines receive the appropriate training as designated by the Division. The third objective of Ensure Long-term Viability is focused on retaining the right Marines, maintaining upkeep on individual gear, rolling stock, and facilities, and fiscal responsibility. The final campaign objective of Keep Faith is centered around the individual Marines, sailors, families and local communities to determine if Marines are morally and mentally ready for the rigors of mobilization. <sup>29</sup> The driving factor behind each of these LOOs and campaign objectives is manpower, specifically on the enlisted and officer leadership who will enable mission accomplishment. The manpower oriented goals of training Marines to standard, placing the right Marines in the right positions, and retaining quality Marines throughout the organization all support the Division's end state of a ready and relevant reserve ground combat element. The majority of these tasks cannot be accomplished without small unit leaders overseeing these efforts.

#### Contractual Obligations in the Selected Reserve

Reserve Marine personnel serve in an SMCR unit in either an obligated or non-obligated status. A Marine in an obligated status is either on his or her initial six-year Military Service Obligation contract or has completed their initial MSO and garnered an additional obligation,

typically due to accepting some form of incentive. Upon completion of their Mandatory Drill Participation Stop Date, a Marine can choose to continue service in the ranks of an SMCR unit as a non-obligated member or drop to the IRR upon completion of contractual IDT obligations.<sup>30</sup> Both Marine enlisted and officers can join the reserve component as non-prior service accessions or as prior service accessions, with each group accruing different lengths in their MSO.<sup>31</sup>

A non-prior service Marine who enlists into the reserve component typically makes an eight-year commitment to serve. This obligation is usually designed for completion within the Ready Reserve, with a mandatory of six-years in the Selected Reserve and the remaining two year can be served in either the Selected Reserve or IRR.<sup>32</sup> Non-prior service officer accession is predominately conducted through the Reserve Officer Commissioning Program (ROCP). The program was established in 2007 to aid in filling critical manpower shortfalls of company grade officers in SMCR units. Upon completion of Military Occupational Specialty (MOS) school, the newly commissioned Second Lieutenant will report to an active component unit to conduct a one year experience tour.<sup>33</sup> Marines commissioned through this program will also incur an eight-year MSO, but their obligation consists of a four-year tour in the Selected Reserve with the option to serve the remaining four years in any element of the Ready Reserve (SMCR/IMA,/IRR).<sup>34</sup>

Marines from both the enlisted and officer ranks who have prior service are eligible to join the reserve component. The two primary means of accession for a prior service Marine is through the direct affiliation program or through recruitment via a prior service recruiter. The direct affiliation program enables both an enlisted Marine or an officer who has completed their active duty obligation to immediately transition to the reserve component. This program guarantees the Marine a Billet Identification Code (BIC) and prevents a gap in insurance

coverage. A Marine utilizing the direct affiliation program can incur an obligation if he or she must be retrained to fill a BIC or accepts a bonus.<sup>35</sup> Prior service recruiters are responsible for recruiting and processing prior service Marines to fill BICs within the reserve component. The same stipulations are present with regards to whether or not a prior service Marine incurs an obligation for joining the reserve component after a break in service as the direct affiliation program.<sup>36</sup> The potential for issues begins to surface as Marines continue service within the SMCR in a non-obligated status upon completion of their MSO or join as a prior service Marine in a non-obligated status.

As non-prior service enlisted Marines reach their initial MDPSD, they will have served in the SMCR for a period of six years and have two years remaining on their MSO. This Marine will at a minimum be the rank of lance corporal by virtue of time in service. They stand a high probability of holding the rank of a corporal or sergeant based on time in grade and time in service requirements for each grade, provided the Marine's performance meets the appropriate standards.<sup>37</sup> Officers who have joined the SMCR via the ROCP will have achieved the rank of First Lieutenant and be in consideration for promotion to the rank of Captain based on both time in service and grade requirements as they reach the end of their obligation in the selected reserve.<sup>38</sup> The same assessments of rank and experience can be made for the prior service accessions who are joining the SMCR following their Expiration of Active Service (EAS). If these Marines chose to continue their service in the reserve component as a non-obligated member, they will occupy a key leadership position from team leader to the company commander in an SMCR unit.

#### Small Unit Leadership

The Marine Corps emphasizes the importance of small unit leaders throughout its ranks and continuously strives to improve the leadership capabilities and retention of its most qualified Marines. This element is highlighted in Marine Corps Tactical Publication 6-10A when discussing the Non-Commissioned Officer (NCO): "Marine Corps NCO's are the primary leaders of our first term Marines and must emulate the high standards of what small unit effective leadership requires."<sup>39</sup> The Marine Corps has placed an emphasis on preparing its NCO and Staff Non-Commissioned Officers (SNCO) for the rigors of holding leadership positions. For example, the creation of the Squad Leader Development Program (SLDP), which identifies junior infantry leaders who have demonstrated significant leadership potential and trains them to be a well-rounded and proficient squad leader. 40 Another noteworthy example is the renaming of the SNCO Academy to the College of Enlisted Education. This simple nuance highlights the importance of educating and preparing the Marine Corps' enlisted leadership to take on the responsibility of holding key billets within a unit and leading Marines.<sup>41</sup> Finally, the Marines Corps places a high level of importance on the officer corps' Professional Military Education (PME).

In the Marine Corps all newly commissioned officers attend The Basic School (TBS) to begin their transformation into leaders of Marines. TBS is a six month school whose mission is to "train and educate newly commissioned or appointed officers in the high standards of professional knowledge, esprit-de-corps, and leadership to prepare them for duty as company grade officers in the operating forces…"<sup>42</sup> In 2011, the Commandant of the Marine Corps created the Commandant's education boards. The two boards that emerged from this program were the Commandant's Career Level Education Board (CCLEB), designed to screen and choose

the most highly qualified company grade officers for career level PME and the Commandant's Professional Intermediate-Level Education Board (CPIB), designed to perform the same function for Marines holding the rank of Major. These two boards screen both active duty and reserve officers for resident PME courses, graduate-level education, or special duty assignment. PME is applicable to the total force; hence, it is a requirement for reserve officers and enlisted personnel to complete the same curriculum as their peers in the active component to ensure parody among the two components. Reserve Marines are afforded the opportunity to attend resident courses or complete the courses through distance education programs. The Marine Corps has thus established the importance of training and educating its Marines, who will occupy the key leadership billets within a unit.

Directly correlating to the importance of emphasizing training and educating Marines on leadership is retaining this talent in a unit as it prepares for deployment. General Joseph Dunford addressed the issue when he held the office of the Commandant of the Marine Corps in his planning guidance for 2015. He stated, "The practice of moving Marines between units to meet manning goals for deployments creates personnel turbulence, inhibits cohesion, and is not visible in our current readiness assessment tools." The concept of maintaining personnel stability in a unit as it prepares for deployment is further supported by the Marine Corps' basic doctrinal publication, MCDP-1 *Warfighting*, published in 1991 and still current. The publication states, "the personnel management system should seek to achieve personnel stability within units and staffs as a means of fostering cohesion, teamwork, and implicit understanding." The Marine Corps as an organization has identified the importance of small unit leaders and the impact they can have on a unit. Hence, it is imperative to equip NCO's, SNCO's, and company grade

officers with the leadership tools necessary to perform their duties and to retain these individuals in a unit preparing to forward deploy.

The impact a leader has on a unit is felt throughout the ranks. This factor has been identified and codified by the Marine Corps to ensure this impact is exploited. The importance of retaining talent in an SMCR unit is perhaps even greater than that of its active component counterparts. A SMCR unit is able to conduct 48 IDT's and 14 days of ADT in a fiscal year, equivalent to roughly 38 training days per year. The challenge for small unit leaders is the requirement to train to standard in assigned Mission Essential Tasks (METs), a myriad of annual training requirements, and build unit cohesion with a limited number of training days.

Furthermore, not just the potential but the reality exists for a majority of the leaders filling these leadership positions to have reached their MDSPD and not have required contractual obligation for continued service. The impact of having non-obligated Marines filling key billets has been felt by two infantry battalions holding the title of "Ready Battalion" who have been mobilized or are preparing to mobilize in support of the Unit Deployment Program (UDP).

#### Mobilization Process and Case Studies

Before exploring the impacts of non-obligated service on an SMCR unit, the process for activation of an SMCR unit must be explained. This is a six-phase process that is broken down as follows:

Phase I: Pre-Activation

• Phase II: Activation and Movement

• Phase III: Pre-Deployment and Force Integration

• Phase IV: Deployment and Employment

• Phase V: Redeployment

• Phase VI: Deactivation.<sup>48</sup>

Each phase has specific milestones that must be met and by following this construct the reserve component ensures that all requirements are achieved throughout the entirety of the mobilization process. The pre-activation phase is arguably the most critical to ensuring the mobilizing unit(s) are identified, staffed, and administratively prepared to activate.

Phase I: Pre-Activation is initiated when the combatant commander identifies the forces required to accomplish their assigned mission. This request is forwarded to the supporting Marine Corps Command, to the Deputy Commandant Plans, Policies, & Operations (DC PP&O), and eventually to the Commandant for approval via Marine Corps Bulletin (MCBUL) 3120, which identifies the required reserve forces. This MCBUL is approved by either the Secretary of the Navy or Defense who will in turn issue a "Notification of Intent to Activate" message to the Commander of Marine Forces Reserve (COMMARFORRES). Marine Forces Reserve will then issue an "activation of SMCR units/detachment" message to all units participating in the activation, satisfying the requirement to alert the Marines. During this phase, there is the potential for the Secretary of the Navy to approve stop loss and/or stop move to prevent either Marines with critical skills or all Marines from departing the designated unit.<sup>49</sup> The "activation of SMCR units/detachments" message also signifies that any Marine in the unit at the time of receipt should be activated or submit for a DD&E.<sup>50</sup> The remaining five phases, while critical to the mobilization process, occur after the battalion has been manned and have minimal impact on the staffing of an SMCR unit as it prepares to activate. (See Annex C for information regarding additional phases).

The force generation model employed by Marines Forces Reserve and embraced by the 4th Marine Division in the "Ready Battalion" concept provides a level of predictability and organization of training for the Marines and sailors serving in SMCR units. It also enables Marines to predict with some level of certainty when their unit stands the greatest chance for mobilization. These factors had significant impacts on two infantry battalions that were tasked to activate during their "ready" year. For the purpose of this study, the units will remain anonymous to prevent any negative opinions being formed and will be referred to as Infantry Battalion "A" and "B". As these battalions entered their year as one of 4th Marine Division's "Ready Battalions", the pitfalls of non-obligated service were emphasized as Marines in leadership positions departed each unit.

Prior to Infantry Battalion "A" entering its year as a "Ready Battalion", the unit anticipated that it would receive the order to activate in support of the UDP. With this knowledge, the unit experienced a significant spike in Marines dropping to the IRR or requesting an Inter-Unit Transfer (IUT), as approximately 50 Marines exercised this option. Upon receipt of the message notifying their unit of activation, all members of the Battalion were slated for activation. Following the receipt of this message, the unit received 87 DD&E packages, with 42 of those coming from non-obligated Marines and 21 being approved. Once all of the Marines were stabilized for mobilization, the battalion required 156 augmentees from across MFR, 82 of which were NCO's, SNCO's, or Officers. The battalion received approximately 100 of these augmentees upon activation and one month prior to conducting an Integrated Training Exercise (ITX). <sup>51</sup> ITX is a service level exercise designed to "train battalion sized MAGTF units in the tactics, techniques, and procedures required to execute their core, and selected core-plus METs." <sup>52</sup>

Infantry Battalion "B" experienced similar issues to Battalion "A" as it entered its year as a "Ready Battalion" with an anticipated activation on the horizon. Battalion "B" experienced a large amount of turmoil within the ranks of its SNCO and Officer Corps prior to receiving the activation message. The unit had 23 officers (First Lieutenants to Major) and 13 SNCOs (SSgt to 1stSgt) request to depart the unit by either requesting an IUT, requesting retirement for those eligible, or dropping to the IRR. The 36 Marines departing the unit offered multiple reasons for their decision to not participate in the mobilization. The breakdown was as follows: fourteen cited conflicts with civilian employment, eight transferred upon completing their tour, three retired, three are being processed for administrative separation, two had family issues, and the remaining six were for a variety of other reasons. Of the Marines leaving the unit, 61% failed to serve the required 36 months with the unit.<sup>53</sup> Significant to this departure is that the "normal" tour length for officers in an SMCR unit is 36 months.<sup>54</sup> The lack of a contractual obligation is a major contributing factor that enabled these Marines to depart their battalion when the unit needed them most. Both infantry battalions experienced significant loss of personnel as a result of the unit mobilizing and were forced to source critical staffing shortfalls from elements throughout MFR. With the majority of the manning shortfalls stemming from the NCO, SNCO, and officer ranks, the units were defunct on Marines in essential leadership positions and unit cohesion and readiness suffered.

#### Potential Solution to Contractual Obligations

As identified through the case studies of the two infantry battalions, the contractual obligations of Marines filling the key billets within an SMCR unit can create significant manning shortfalls for the unit when called upon to activate. The Marines who occupy the leadership billets within a unit are typically well established within their civilian careers and find it

challenging to depart for an extended period of time. The predictability of the force generation model is the proverbial double-edged sword for the reserve component because it enables the contractually obligated Marines, their families, and employers to plan for a potential mobilization. However, it also allows non-obligated Marines to plan their reserve and civilian career moves. A non-obligated Marine, who is typically an NCO or higher, is able to request an IUT or drop to the IRR instead of occupying a BIC when entering the "ready" year or prior to receipt of the message of unit activation. A significant issue arises when a Marine is occupying a critical leadership billet or has a mission critical MOS but has no intention of mobilizing with the unit during the "ready" year. This prevents the unit from actively recruiting to fill a billet that will soon be vacated. The solutions to this problem reside in Phase I of the unit activation process.

During Phase I: Pre-Activation, either the Secretary of the Navy or Defense will issue a "Notification of Intent to Activate" to COMMARFORRES, who in turn issues an "Activation of SMCR Unit/det" message. Once received these messages prevent any member of that unit from departing prior to activation.<sup>55</sup> Another method is to seek permission from the Secretary of the Navy to implement "stop loss" and/or "stop move." These two policies enable the unit to suspend the promotion, retirement, or separation of any member of the unit deemed essential.<sup>56</sup> While the options listed above are all viable methods to ensure critical billets are filled within a unit when activated, they are time sensitive and geared to supporting activations in times of national crisis vice providing augmentation to the active component to meet the combatant commanders force requirement. Also, if enforced they could create morale problems with personnel who lack the desire to be activated.

Hence, another option is needed to best increase the readiness and operational capability on an SMCR unit. The reserve component must address the contractual obligations of Marines serving in the Selected Reserve. The current system for non-prior service Marines requires an obligation in the Selected Reserve of four years for officers and six years for enlisted. Following their initial contractual obligation, Marines can continue to serve within the selected reserve in a non-obligated status. The potential solution to improving the readiness of the SMCR through contractual obligations is to eliminate non-obligated service in the SMCR. The second option relies upon the predictability of the force generation model and will require a Marine to be contractually obligated during the two years prior to and including the "ready" year.

By eliminating non-obligated service in the SMCR, all Marines holding a BIC would be contractually obligated to the unit and the service. Upon completion of their initial MDPSD, Marines who desire to continue their service in the SMCR are required to re-enlist. With the removal of non-obligated service, these Marines would receive an updated MDPSD upon re-enlistment, obligating them to service within the SMCR. Similar circumstances would be applied to officers who accept an assignment to fill a BIC within an SMCR unit and the officer would receive an updated MDPSD. This method has the potential to increase unit readiness, cohesion, and ensure critical MOS and leadership billets are filled if a unit is called upon to mobilize in support of the active component or a national emergency.

The risks associated with shocking the system so drastically are relatively high, with several potential outcomes. Retention and recruitment of prior service Marines are two of the areas that will most likely be affected. Marines are familiar with the current system and the restraints of obligated service may serve as a deterrent for retention; however, this course of action can be justified by examining the detrimental impacts that occur if Marines leave when

they are needed most. Likewise, prior service Marines attempting to have a civilian career may be hesitant to enter into a contractually binding service commitment that requires them to perform the 48 IDTs, 14-day ADT, and activate as required of a member of the SMCR. Eliminating non-obligated service in the SMCR may have the most beneficial long-term effects, but the short-term risks may be too great to pursue this option.

Utilizing MFR's five-year readiness cycle established in its force generation model as the basis for adjusting the contractual obligations of the SMCR has a higher probability of success when compared to the complete removal of non-obligated service. Specifically, relying on the model's predictability to address the contractual obligations of Marines holding BICs in an SMCR unit will require Marines of all ranks to serve in an obligated status for the two years prior to and for the "ready" year itself and will achieve a variety of beneficial outcomes. First, it will uphold MCDP-1's emphasis on the importance of achieving stability within the unit to promote cohesion and a common operational understanding. Second, it ensures the unit does not experience a significant manning shortfall, especially in regard to key billet holders when/if called upon to support a real-world mission during its "ready" year. Finally, it has the potential to have less of an impact on the retention and recruitment, as Marines will not be forced to serve in an obligated status in the SMCR. This method is not as drastic as completely eliminating non-obligated service, but has a similar impact by ensuring a unit's manpower is stabilized prior to and during their "ready" year.

#### Conclusion

The Marine Corps Reserve has been providing support to the active component throughout its century of history. Their assistance has been critical to the Marine Corps' success in every major conflict for the United States since the First World War. The precedent

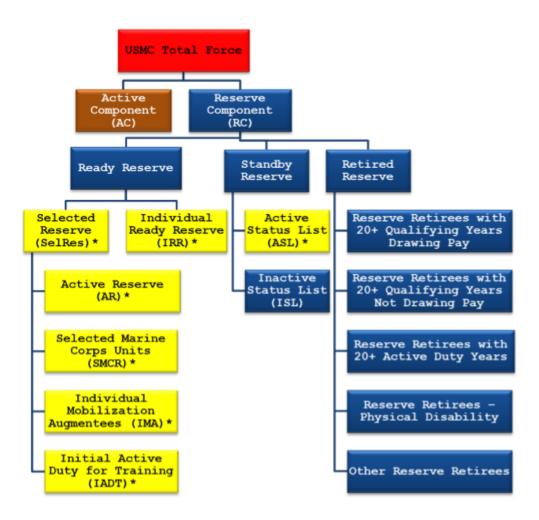
established by the reserve component of providing well-trained and well-led Marines is vital to mission accomplishment. Reserve units will continue to augment or reinforce the active component during times of crisis or to provide relief of the pressures associated with the high operational tempo in the operating forces.<sup>57</sup> The key element that enables the reserve component to accomplish its mission is manpower, especially personnel in key leadership billets. This will continue to be an enduring factor whenever a reserve unit is called upon to mobilize.

The Marine Corps has established the positive impact NCO, SNCO, and officer leadership has on both the active and reserve units. This is evident in the annual planning guidance issued by numerous Commandants of Marine Corps, in the organization's doctrinal publications, the creation of new MOSs, and emphasis on increasing attendance at schools that focus on improving the Marine leader. Effective leadership in a unit directly correlates to that unit's success. Thus, a unit must be equipped with every means possible to ensure it has the capability to train and retain key leaders as it prepares for deployment. These concepts hold true for both active and reserve component units.

The reserve component follows a predictable force generation model that is centered on a 5:1 dwell ration, meaning that a reserve unit is eligible for mobilization every fifth year. This model aids the higher headquarters in assigning key METs and ensuring the unit is achieving milestones in their training as they prepare for a potential mobilization. The certainty that this model provides the reserve component would enable the organization to make changes to the current system of contractual obligations within the SMCR. These adjustments to the MDPSD of Marines serving in an SMCR unit would be based on readiness. The Marines who are typically in a non-obligated status have completed their initial MSO and have chosen to continue their service in the Selected Reserve. By virtue of time-in-service, the majority of these Marines

will be NCO's, SNCO's, and officers who will hold key leadership positions throughout a unit. Mandating that these Marines are contractually obligated to their SMCR unit will ensure leadership positions are filled and continuity is established. They will be there when most needed. The by-products of this will uphold the tenets of cohesion, teamwork, and mutual understanding outlined in MCDP-1: *Warfighting* and will continue the Reserve Component's tradition of readiness and contribution to the active component in peace and during war.<sup>58</sup> After all, a Marine is a Marine, whether he or she is active, reserve, or retired.

## Appendix A – Organization of the Marine Corps Reserve



The wire diagram displays the various components of the United States Marine Corps Reserve. For the purpose of this paper the yellow boxes portray the majority of the elements discussed and will aid the reader in visualizing the elements of the Selected Reserve.<sup>59</sup>

## Appendix B - Acronyms

ADT Active Duty for Training

AR Active Reserve

ASL Active Status List

BIC Billet Identification Code

CCLEB Commandant's Career Level Education Board

COMMARFORRES Commander of Marine Forces Reserve

DD&E Delay, Deferment, and Exemption

DC PP&O Deputy Commandant Plans, Policies, & Operations

EAS Expiration of Active Service

I&I Inspector-Instructor

IADT Initial Active Duty Training

IDT Inactive Duty Training

IMA Individual Marine Augmentee

IRR Individual Ready Reserve

ISL Inactive Status List

ITX Integrated Training Exercise

IUT Inter-Unit TransferLOO Lines of Operation

MAGTF Marine Air Ground Task Force

MCBUL Marine Corps Bulletin

MCDP Marine Corps Doctrinal Publication

MCO Marine Corps Order

MDPSD Mandatory Drill Participation Stop Date

MET Mission Essential Task

MFR Marine Forces Reserve

MOS Military Occupational Specialty

MSC Major Subordinate Command

NCO Non-Commissioned Officer

PME Professional Military Education

ROCP Reserve Officer Commissioning Program

SLDP Squad Leader Development Program

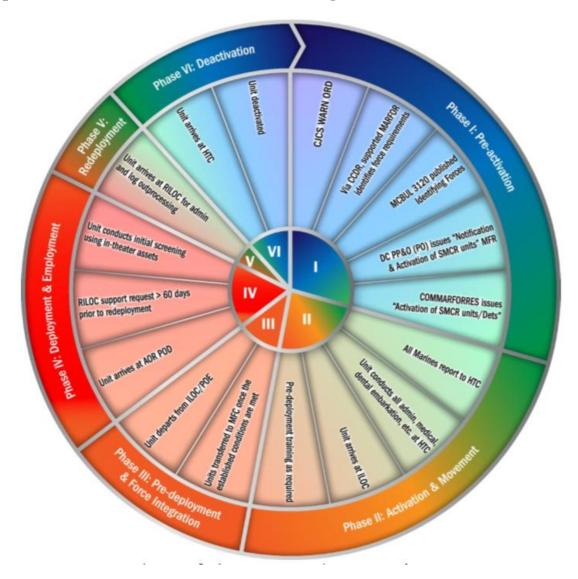
SMCR Selected Marine Corps Reserve

SNCO Staff Non-Commissioned Officer

TBS The Basic School

UDP Unit Deployment Program

Appendix C – Mobilization, Activation, Integration, Deactivation Phases



The MAID-P pie-chart illustrates the specific milestones that must be achieved during each phase of the mobilization process. Phase-I is the most relevant for this paper, but the remainder of the diagram expands on critical achievements that must be accomplished throughout the mobilization process. The presence of key leaders with a familiarity of their unit is an important element to ensuring the accomplishment of these objectives. <sup>60</sup>

#### **Endnotes**

https://www.marines.mil/News/Publications/MCPEL/Electronic-Library-Display/Article/900286/mco-300019b/, 3-1, 4-1.

Docs.house.gov/meetings/AS/.../HHRG-115-AS03-Wstate-McMillianR-20180306.pdf

<sup>&</sup>lt;sup>1</sup> Staff of the Marine Corps Reserve Centennial Project, "The Marine Corps Reserve – 100 Years," (2016). https://www.marforres.marines.mil/usmcr100/history/ The material found in first section of this paper was sourced from this webpage.

<sup>&</sup>lt;sup>2</sup> Commandant of the Marine Corps, *Marine Corps Total Force Mobilization*, *Activation, Integration, and Deactivation Plan*, MCO 3000.19B, December 20, 2013.

<sup>&</sup>lt;sup>3</sup> Department of Defense Instruction, *Accessing the Reserve Component (RC)*, DoDI 1235.12 February 4, 2010, https://www.hsdl.org/?abstract&did=705857, 25.

<sup>&</sup>lt;sup>4</sup> Commandant of the Marine Corps, *Marine Corps Reserve Administrative Management Manual*, MCO 1001R.1L Ch 1, March 15, 2018. https://www.marines.mil/News/Publications/MCPEL/electronic-library-display/article/900627/mco-1001rl1-w-ch1/, 1-1.

<sup>&</sup>lt;sup>5</sup> MCO 1001R.1L, MCRAMM, 1-1.

<sup>&</sup>lt;sup>6</sup> Title 10 USC section 10142 page 4768

<sup>&</sup>lt;sup>7</sup> MCO 1001R.1L, MCRAMM, 1-1.

<sup>&</sup>lt;sup>8</sup> MCO 1001R.1L, MCRAMM, 1-3.

<sup>&</sup>lt;sup>9</sup> MCO 1001R.1L, MCRAMM, 1-2.

<sup>&</sup>lt;sup>10</sup> Armed Forces, Title 10 U.S.C. § 12732.

<sup>&</sup>lt;sup>11</sup> MCO 1001R.1L, MCRAMM, 1-2.

<sup>&</sup>lt;sup>12</sup> Commandant of the Marine Corps, *Active Reserve (AR) Support to the United States Marine Corps* Reserve, MCO 1001.52J, June 6, 2011. https://www.marines.mil/News/Publications/MCPEL/Electronic-Library-Display/Article/899415/mco-100152j/, 1-3.

<sup>&</sup>lt;sup>13</sup> MCO 1001R.1L, MCRAMM, 1-3.

<sup>&</sup>lt;sup>14</sup> MCO 1001R.1L, MCRAMM, 4.

<sup>&</sup>lt;sup>15</sup> MCO 1001.52J AR Support to USMCR, 3-6.

<sup>&</sup>lt;sup>16</sup> MCO 1001R.1L, MCRAMM, 1-3.

<sup>&</sup>lt;sup>17</sup> MCO 1001R.1L, MCRAMM, 9-1 – 9-2.

<sup>&</sup>lt;sup>18</sup> MCO 1001R.1L, MCRAMM, 1-4, 9-1 – 9-4.

<sup>&</sup>lt;sup>19</sup> MCO 1001R.1L, MCRAMM, 1-4 – 1-5, 9-4 – 9-6.

<sup>&</sup>lt;sup>20</sup> MCO 1001R.1L, MCRAMM, 1-5 – 1-6.

<sup>&</sup>lt;sup>21</sup> Armed Forces, Title 10 U.S.C. § 12307.

<sup>&</sup>lt;sup>22</sup> MCO 1001R.1L, MCRAMM, 2-1 – 2-2.

<sup>&</sup>lt;sup>23</sup> MCO 3000.19B, MAID-P, G-1 – G-2.

<sup>&</sup>lt;sup>24</sup> Marine Corps Reserve: Hearing Before the House Armed Services Subcommittee on Readiness (March 6, 2018) (statement of Lieutenant General Rex C. McMillian, Commander Marine Forces Reserve),

<sup>&</sup>lt;sup>25</sup> Rex C. McMillian, "Readiness on Marine Corps Reserve."

<sup>&</sup>lt;sup>26</sup> Rex C. McMillian, "Readiness on Marine Corps Reserve."

<sup>&</sup>lt;sup>27</sup> Commanding General 4th Marine Division, 4th Marine Division FY17-20 Campaign Plan, September 3, 2016, 4-6.

<sup>&</sup>lt;sup>28</sup> Commanding General 4th Marine Division, 4th Marine Division FY17-20 Campaign Plan, September 3, 2016, 7.

<sup>&</sup>lt;sup>29</sup> Commanding General 4th Marine Division, 4th Marine Division FY17-20 Campaign Plan, September 3, 2016, 6.

<sup>&</sup>lt;sup>30</sup> MCO 1001R.1L, MCRAMM, 2-1 − 2-2.

<sup>&</sup>lt;sup>31</sup> MCO 1001R.1L, MCRAMM, 2-3 – 2-7.

<sup>&</sup>lt;sup>32</sup> Commandant of the Marine Corps, *Marine Corps Individual Records Administration* Manual, MCO P1070.12k W Ch 1, July 14, 2000, https://www.marines.mil/News/Publications/MCPEL/Electronic-Library-Display/Article/899281/mco-p107012k-wch-1/, 2-21.

<sup>&</sup>lt;sup>33</sup> Commandant of the Marine Corps, Reserve Officer Commissioning Program (ROCP) One Year Experience Tour-2017 Guidance, MarAdmin 021/17, January 1, 2017, https://www.marines.mil/News/Messages/Messages-Display/Article/1048404/reserve-officer-commissioning-program-rocp-one-year-experience-tour-2017-guidan/.

<sup>&</sup>lt;sup>34</sup> MCO 1001R.1L, MCRAMM, 2-6.

https://www.marines.mil/News/Messages/Messages-Display/Article/898023/the-active-component-ac-to-selected-marine-corps-reserve-smcr-direct-affiliatio/.

https://doni.documentservices.dla.mil/Directives/01000%20Military%20Personnel%20Support/01-400%20Promotion%20and%20Advancement%20Programs/1412.6L.pdf, 2-3.

- <sup>41</sup> Marine Corps University, *Modernizing EPME*, PowerPoint Presentation, MCU, Quantico, VA, February 27, 2019.
- 42 https://www.trngcmd.marines.mil/Northeast/The-Basic-School/
- <sup>43</sup> Jerry A. Godfry, *Commandant Education* Boards, PowerPoint Presentation, Manpower Management Officer Assignments, Quantico, VA, January 24, 2018.

www.hqmc.marines.mil% 2 FP ortals% 2 F61% 2 FD ocs% 2 FOLA% 2 FMar Admin% 2520488-11% 2 C% 2520 FY 12.

- <sup>44</sup> Commandant of the Marine Corps, *Professional Military Education (PME)*, MCO 1553.4B, January 25, 2008, https://www.marines.mil/portals/59/MCO%201553.4B.pdf, 9.
- <sup>45</sup> Commandant of the Marine Corps, 36th Commandant's Planning Guidance 2015, 7.
- <sup>46</sup> Headquarters US Marine Corps, *Warfighting*, MCDP 1 (Washington, DC: Headquarters US Marine Corps, June 30, 1991), 64.
- <sup>47</sup> MCO 1001R.1L, MCRAMM, 1-2.
- <sup>48</sup> MCO 3000.19B, MAID-P, 3-3 3-8.
- <sup>49</sup> MCO 3000.19B, MAID-P, 3-3 3-6.
- <sup>50</sup> MCO 1001R.1L, MCRAMM, 2-2.
- <sup>51</sup> Phillip Skillman, email message to author, November 4, 2018.
- 52 https://www.29palms.marines.mil/Units/Tactical-Training-Exercise-Control-Group/
- <sup>53</sup> Christopher DeVires, *SMCR Officer/SNCO Non-deploying data 1/25*, PowerPoint Presentation, 1st Battalion, 25<sup>th</sup> Marines, Fort Devens, MA, October 1, 2018
- <sup>54</sup> MCO 1001R.1L, MCRAMM, 4-13 4-14.
- <sup>55</sup> MCO 3000.19B, MAID-P, 3-3 3-6.
- <sup>56</sup> Department of Defense Instruction, *Accessing the Reserve Component (RC)*, DoDI 1235.12 February 4, 2010, https://www.hsdl.org/?abstract&did=705857, 6.
- <sup>57</sup> Rex C. McMillian, "Readiness on Marine Corps Reserve."
- <sup>58</sup> Warfighting, MCDP 1, 64.
- <sup>59</sup> MCO 1001R.1L, MCRAMM, 1-7
- <sup>60</sup> MCO 3000.19B, MAID-P, 3-1.

<sup>&</sup>lt;sup>35</sup> Commandant of the Marine Corps, The Active Component (AC) To Selected Marine Corps Reserve (SMCR) Direct Affiliation Program (DAP), MarAdmin 317/16, June 21, 2016,

<sup>&</sup>lt;sup>36</sup> MCO 1001R.1L, MCRAMM, 2-4.

<sup>&</sup>lt;sup>37</sup> Commandant of the Marine Corps, *Marine Corps Promotion Manual, Volume 2, Enlisted Promotions*, MCO P1400.32D w Ch 1, June 14, 2012, https://www.marines.mil/News/Publications/MCPEL/Electronic-Library-Display/Article/899517/mco-p140032d-wch-1-2/, 2-6 – 2-7, 2-16.

<sup>&</sup>lt;sup>38</sup> Secretary of the Navy, Promotion of Officers to the Grade of Lieutenant (Junior Grade) In the Navy and to the Grade of First Lieutenant in the Marine Corps, SECNAVINST 1412.6L,

<sup>&</sup>lt;sup>39</sup> Headquarters US Marine Corps, *Sustaining the Transformation*, MCTP 6-10A (Washington, DC: Headquarters US Marine Corps, April 4, 2018), 2-8.

<sup>&</sup>lt;sup>40</sup> Commandant of the Marine Corps, Fiscal Year 2017 Squad Leader Development Program Guidance, MarAdmin 393/16, August 3, 2016, https://www.marines.mil/News/Messages/Messages-Display/Article/900850/fiscal-year-2017-squad-leader-development-program-guidance/.

## **Bibliography**

Armed Forces, Title 10 U.S.C. § 12732.

Title 10 provides the authorities that govern the Armed Forces of the United States, serving as a valuable resource when validating information.

Commandant of the Marine Corps, 36th Commandant's Planning Guidance 2015.

The current CMC General Robert Neller's planning guidance highlights the importance of small unit leadership, unit cohesion, and maintenance of unit integrity as a unit prepares for deployment.

Commandant of the Marine Corps. *The Active Component (AC) To Selected Marine Corps Reserve (SMCR) Direct Affiliation Program (DAP)*. MarAdmin 317/16, June 21, 2016, https://www.marines.mil/News/Messages/Messages-Display/Article/898023/the-active-component-ac-to-selected-marine-corps-reserve-smcr-direct-affiliatio/.

This MarAdmin provides details on the DAP and provided insight into how Marines leaving active duty are able to assess into the reserve component.

Commandant of the Marine Corps. *Active Reserve (AR) Support to the United States Marine Corps* Reserve. MCO 1001.52J, June 6, 2011.

https://www.marines.mil/News/Publications/MCPEL/Electronic-Library-Display/Article/899415/mco-100152j/.

This Marine Corps Order outlines the support that AR Marines provide to the reserve component.

Commandant of the Marine Corps. FY19 Commandant's Career-Level Education Board. MarAdmin 314/18, June 6, 2018.

https://www.marines.mil/News/Messages/MARADMINS/Article/1541931/fy19-commandants-career-level-education-board/

The MarAdmin provides information on the target audience and the programs included in the CCLEB. It highlights the emphasis placed on educating company grade officers to improve their professional knowledge and leadership capabilities.

Commandant of the Marine Corps. FY19 Commandant's Career-Level Education Board. MarAdmin 312/18, June 5, 2018.

https://www.marines.mil/News/Messages/MARADMINS/Article/1541141/fy19-commandants-professional-intermediate-level-education/

The MarAdmin provides information on the target audience and the programs included in the CPIB. The value of continued education of the officer ranks in highlighted in this MarAdmin and continues to demonstrate the Marine Corps emphasis on educating both active duty and reserve officers.

Commandant of the Marine Corps. *Fiscal Year 2017 Squad Leader Development Program Guidance*. MarAdmin 393/16, August 3, 2016,

https://www.marines.mil/News/Messages/Messages-Display/Article/900850/fiscal-year-2017-squad-leader-development-program-guidance/.

This MarAdmin aided in highlighting the emphasis the Marine Corps is placing on its small unit leadership development and how these Marines will provide the foundations of training in an infantry battalion.

Commandant of the Marine Corps. *Marine Corps Individual Records Administration* Manual. MCO P1070.12k W Ch 1, July 14, 2000.

https://www.marines.mil/News/Publications/MCPEL/Electronic-Library-Display/Article/899281/mco-p107012k-wch-1/.

This order, which is still current despite being nearly 19 years old, was used to verify Military Service Obligations and how that will factor into contractual obligations of Marines serving in the SMCR.

Commandant of the Marine Corps. *Marine Corps Promotion Manual, Volume 2, Enlisted Promotions*. MCO P1400.32D w Ch 1, June 14, 2012, https://www.marines.mil/News/Publications/MCPEL/Electronic-Library-

Display/Article/899517/mco-p140032d-wch-1-2/.

This current Marine Corps Order was utilized to get information regarding time-in-service and time-in-grade requirements for enlisted promotions to help determine what rank enlisted Marines would be upon reaching their MSO.

Commandant of the Marine Corps. *Marine Corps Reserve Administrative Management Manual*. MCO 1001R.1L Ch 1, March 15, 2018.

https://www.marines.mil/News/Publications/MCPEL/Electronic-Library-Display/Article/900627/mco-1001r1l-w-ch1/.

This Marine Corps Order provides policy and procedural guidance for the management and administration of the reserve component in order to maximize training and mobilization readiness. This document provided of information regarding all aspects of the reserve component of the United States Marine Corps.

Commandant of the Marine Corps. *Marine Corps Total Force Mobilization, Activation, Integration, and Deactivation Plan.* MCO 3000.19B, December 20, 2013. https://www.marines.mil/News/Publications/MCPEL/Electronic-Library-Display/Article/900286/mco-300019b/.

This Marine Corps Order details the process for activating Marines and units within the reserve component. It especially proved useful in explaining the process and how Marines

can be activated from the various elements of the reserve component.

Commandant of the Marine Corps, *Professional Military Education (PME)*, MCO 1553.4B, January 25, 2008, https://www.marines.mil/portals/59/MCO%201553.4B.pdf

This Marine Corps Order provides information on the PME requirements for each rank in both the active and reserve components. It establishes parody between the two components and emphasizes the importance of educating leaders within the Marine Corps.

Commandant of the Marine Corps. *Reserve Officer Commissioning Program (ROCP) One Year Experience Tour- 2017 Guidance*. MarAdmin 021/17, January 1, 2017, https://www.marines.mil/News/Messages/Messages-Display/Article/1048404/reserve-officer-commissioning-program-rocp-one-year-experience-tour-2017-guidan/.

This MarAdmin outlines the policies and procedures associated with the ROCP to address shortages of lieutenants in the reserve component. It was useful to this study in outlining the service obligations of newly commissioned reserve officers.

Commanding General 4th Marine Division, 4th Marine Division FY17-20 Campaign Plan, September 3, 2016.

The 4thMarDiv campaign plans outlines how the division will train its units in support of the force generation model. It explains how units must meet specific milestones during the five year plan to meet the requirements of a ready battalion.

Department of Defense Instruction. *Accessing the Reserve Component (RC)*. DoDI 1235.12 February 4, 2010, https://www.hsdl.org/?abstract&did=705857.

The DoDI was essential in providing information regarding the mobilization/activation of reserve Marines.

DeVries, Christopher. *SMCR Officer/SNCO Non-Deploying Data 1/25*. PowerPoint Presentation, 1st Battalion, 25th Marines, Fort Devens, MA, October 1, 2018.

The brief provided by 1st Battalion, 25th Marines illustrates the attrition rate of their Officer and Staff Non-Commissioned Officers as the unit prepares to deploy in support of the Unit Deployment Program.

Godfry, Jerry A. *Commandant Education* Boards. PowerPoint Presentation, Manpower Management Officer Assignments, Quantico, VA, January 24, 2018.

The brief developed my MMOA was essential in outlining the requirements and parameters of the Commandant's Education Boards. It aided in establishing the importance placed by the Marine Corps on educating both company and field grade officers.

Headquarters US Marine Corps. Marine Corps Operating Concept (MOC): How an

Expeditionary Force Operates in the 21st Century. Washington, DC: Headquarters US Marine Corps, September 2016.

The Marine Operating Concept describes in broad terms how the Marine Corps will operate, fight, and win in 2025. It also outlines how the Marine Corps will design and develop the capabilities of the future force.

Headquarters US Marine Corps. *Warfighting*. MCDP 1. Washington, DC: Headquarters US Marine Corps, June 30, 1991.

The still current MCDP 1 was utilized to emphasis the importance that staffing a unit and maintaining integrity has on readiness and the units operational capability.

Headquarters US Marine Corps. *Sustaining the Transformation*. MCTP 6-10A. Washington, DC: Headquarters US Marine Corps, April 4, 2018.

This MCTP was utilized to help capture the importance of small unit leadership to a unit in the Marine Corps.

Headquarters US Marine Corps. *Organization of the Marine Corps*. MCRP 1-10.1 Washington, DC: Headquarters US Marine Corps, February 15, 2016.

This reference publication outlines the table of organization for Marine Forces Reserve and provides insight into deployable units.

"Historical Attempts to Reorganize Reserve Components" A Report Prepared by the Federal Research Division, Library of Congress under an Interagency Agreement with the Commission on the National Guard and Reserves, (October 2007)

The study highlights the multiple attempts made to reorganize the reserve component of the United States Armed Forces. It provides accurate historical information about the efforts that have either succeeded or failed when addressing organizational changes to the reserve component.

Marine Corps University, *Modernizing EPME*, PowerPoint Presentation, MCU, Quantico, VA, February 27, 2019.

The PowerPoint presentation provides the updates do the Marine Corps enlisted professional military education program. This source aiding in highlighting the importance the Marine Corps has placed on educating its leaders at all levels.

McMillian, Rex C., Statement of LtGen Rex C. McMillan United States Marine Corps Reserve Before the House Armed Services Subcommittee on Readiness on Marine Corps Reserve (statement, United States Congress, Washington, DC, March 6, 2018).

Docs.house.gov/meetings/AS/.../HHRG-115-AS03-Wstate-McMillianR-20180306.pdf

LtGen McMillian's statement to congress provides a great deal of information in regards to the force generation model, recent employment of the reserve component, and anticipated usage of reserve Marines to augment the active component.

Secretary of the Navy. *Promotion of Officers to the Grade of Lieutenant (Junior Grade) In the Navy and to the Grade of First Lieutenant in the Marine Corps.* SECNAVINST 1412.6L, https://doni.documentservices.dla.mil/Directives/01000%20Military%20Personnel%20Support/01-400%20Promotion%20and%20Advancement%20Programs/1412.6L.pdf.

This SECNAVINST was utilized to get information regarding time-in-service and time-in-grade requirements for officers who will be considered promotions to the next rank. It was useful for this project by aiding in the determination of the ranks that Marine Officers would hold upon reaching their MSO.

Staff of the Marine Corps Reserve Centennial Project. "The Marine Corps Reserve – 100 Years," (2016). https://www.marforres.marines.mil/usmcr100/history/.

This source provided a significant amount of historical data relating to the employment of the reserve component of the Marine Corps Reserve. Specifically, detailing their use in each major conflict in US history since WWI.