

# Joint Publication 4-05



## Joint Mobilization Planning



22 March 2010



# EXECUTIVE SUMMARY

## COMMANDER'S OVERVIEW

- **Discusses Mobilization and the National Security Strategy**
  - **Describes the Objectives of Mobilization Tenets**
  - **Covers the Roles and Responsibilities of Mobilization Planning**
  - **Discusses the Resource Areas Required for Mobilization Planning**
  - **Discusses the Planning and Execution of Mobilization**
  - **Considers the Joint Planning and Execution of Demobilization**
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### Overview

*Mobilization is the process of assembling and organizing national resources to support national objectives in time of war or other emergencies.*

Mobilization includes assembling and organizing personnel and materiel for active duty military forces, activating the Reserve Component (RC) (including federalizing the National Guard), extending terms of service, surging and mobilizing the industrial base and training bases, and bringing the Armed Forces of the United States to a state of readiness for war or other national emergency. There are two implied processes: The military mobilization process and the national mobilization process.

### Mobilization And National Security

*The National Perspective.*

The National Security Strategy, National Defense Strategy, and the National Military Strategy detail national objectives and interests. Implicit is the need to maintain and improve a capability to rapidly and efficiently mobilize forces and resources to respond to threats across the range of military operations.

*Global Force Management.*

Global Force Management is a process that integrates force assignment, apportionment, and allocation. It provides insights into the global availability of US forces and capabilities, and a process to quickly and accurately assess the impact and risk of assigning, apportioning, and allocating forces and capabilities among combatant commands. The two key components are: Consolidated force allocation under specific joint force providers, and a quarterly Global Force Management Board.

***Total Force Policy.***

The Total Force Policy guides mobilization planning and the development of procedures for the employment of reserve military power. Military retirees, Department of Defense (DOD) civilian personnel, contractor personnel, and force multipliers (e.g., employer and community support) are also considered.

***The Joint Military Perspective.***

Mobilization and demobilization in joint planning and operations rely upon the Joint Operation Planning and Execution System as the principal system for translating policy decisions into operation plans (OPLANs) and operation orders (OPORDs) in support of national security objectives.

**Mobilization Tenets**

***Tenets of Mobilization.***

There are five mobilization tenets: objective, timeliness, unity of effort, flexibility, and sustainability.

***Objective.***

Joint operations are directed toward clearly defined objectives. Planning for joint operations provides the basis for determining the role mobilization is required to play in order to achieve the objectives.

***Timeliness.***

Timely mobilization of resources is essential to achieving overwhelming force on the battlefield at the right time and place, and to seizing and maintaining the initiative.

***Unity of Effort.***

Unity of effort in mobilization demands the integrated efforts of the nation's military and supporting resource areas toward achievement of common objectives.

***Flexibility.***

Flexibility is needed to develop an appropriate response in a crisis, overcome unforeseen problems, adapt to uncertainties, and adjust to the friction of war.

***Sustainability.***

Mobilization sustainability is the ability to continuously provide logistics and personnel services necessary to maintain and prolong operations until successful mission completion.

## Roles And Responsibilities

### *Office of the Secretary of Defense.*

Office of the Secretary of Defense (OSD) assists the Secretary of Defense (SecDef) in managing mobilization by developing implementing guidance, and compiles reports on the costs of military operations.

### *Joint Planning and Execution Community.*

The joint planning and execution community collectively plans for mobilization, deployment, employment, sustainment, redeployment, and demobilization of joint forces.

### *Chairman of the Joint Chiefs of Staff.*

Chairman of the Joint Chiefs of Staff (CJCS) prepares integrated plans for mobilization, establishes planning relationships, develops mobilization options and recommendations, general strategic guidance on industrial mobilization programs, monitors the status of mobilization and prepares required reports.

### *The Joint Staff.*

The Joint Staff supports CJCS in integrating the mobilization plans of the Military Departments and DOD agencies, with the Joint Staff Logistics Directorate as the focal point.

### *Combatant Commanders.*

Combatant commanders (CCDRs) organize and employ assigned and attached forces, are principally responsible for preparing OPLANs and OPORDs, and participate in developing strategies and plans; as part of operational planning, they determine mobilization requirements and schedules.

### *Military Departments and United States Coast Guard.*

The Military Departments provide forces and logistic support to the CCDRs as directed by SecDef. Unless transferred to the Department of the Navy in time of war, the United States Coast Guard (USCG) is under control of the Secretary of Homeland Security (SECHS). USCG units under SECHS may be assigned to a CCDR with the approval of SECHS. The Military Departments and the USCG provide trained forces to the CCDRs, prepare detailed mobilization plans identifying the forces and support to be provided and execute mobilization.

### *Department of Defense Agencies.*

Five DOD agencies, referred to as combat support agencies, support joint military mobilization:

- Defense Information Systems Agency. Participates in communications system mobilization planning, collects and analyzes telecommunications requirements from these planning activities, and develops mobilization plans.
- Defense Logistics Agency (DLA). Based on the Services' mobilization plans, develops plans to support the Military Departments and other customers with DLA-managed materiel and services.
- Defense Contract Management Agency.
- Provides worldwide contract management services.
- Defense Finance and Accounting Service.
- Helps to develop financial management annexes to OPLANs, develops guidance on personnel pay, and ensures financial systems support to mobilization.
- National Geospatial-Intelligence Agency (NGA).
- In peacetime, develops mobilization plans to ensure geospatial intelligence support to joint forces in crisis and war. In crisis and war, NGA executes plans for increased data collection and increased production and distribution of its products.

***Joint Deployment Process Owner and the Distribution Process Owner.***

United States Joint Forces Command (USJFCOM), as the Joint Deployment Process Owner, is the DOD focal point to improve joint deployment processes. United States Transportation Command (USTRANSCOM), as the Distribution Process Owner, supports USJFCOM and other joint force providers in planning and execution of mobilization, and provides the strategic distribution capability to move forces and materiel.

***Mobilization Planner.***

The mobilization planner assists DOD, Service, and joint agencies in assigning the task of developing and promulgating policies and procedures to activate and deactivate RC personnel under peacetime and crisis response conditions.

**Resource Areas**

***Twelve Resource Areas.***

Military mobilization requires assembly and organization of resources in twelve interdependent areas: legal authorities, funding, environment, manpower, materiel and equipment, transportation, facilities, industrial base, training base, health service support (HSS), communications, and host-nation

support (HNS). Activity in any one area may have an influence on each of the others.

***Enabling Resources.***

Commanders and mobilization planners consider the impact of mobilization on the environment as well as requirements of legal authorities and funding to enable the timely execution of mobilization activities. These three areas are known as enabling resources.

***Legal Authorities.***

A range of legal authorities enable or limit mobilization and emergency actions. Many of these authorities are available to the President in any level of emergency; others only with a declaration of national emergency. Still others are reserved by Congress. Statutes providing emergency authority specify the level of emergency at which they can be invoked and action required to invoke them.

***Funding.***

To facilitate mobilization for unplanned military operations, it is necessary to ensure that sufficient funding is available for known obligations.

***Environment.***

The US has a substantial framework of environmental laws. Awareness of environmental issues, requirements, and liabilities or penalties associated with noncompliance mandate identification and resolution of environmental issues that affect mobilization.

***Manpower.***

Manpower mobilization augments the peacetime Active Component military end strength. Sources of manpower include members of the RC, military retirees, volunteers with prior service, and nonprior service (NPS) personnel who volunteer. In addition to the call-up of manpower from reserve and retiree manpower pools, three other actions can be taken to ensure adequate manpower during mobilization: stop-loss, stop-movement, and personnel redistribution. Civilian manpower to include government service employees and contractors also must be carefully managed.

***Materiel and Equipment.***

This resource area includes all classes of supply. Materiel and equipment mobilization consists of many activities grouped under two major tasks: increasing the availability of materiel and equipment, and alleviating shortages.

***Transportation.***

Transportation resources are required to support mobilization, deployment, employment, sustainment, redeployment, and demobilization operations. These assets move units and equipment. Often, these units are mobilized early to support deployment, which in turn may impact manpower resources.

***Facilities.***

DOD uses a wide variety of facilities to house, train, equip, and support personnel and to provide storage, maintain equipment, and conduct operations. Bases, depots, medical facilities, airfields, and seaports are examples. Facilities that can support increased workloads during mobilization are obtained from commercial facilities; unused and standby capacity at existing facilities; and new capacity developed on property acquired. Options for expanding facilities include reopening unused capacity, initiating emergency military construction projects to increase capacity at existing facilities, and acquisition of new facilities. Facilities expansion may impact other resource areas such as manpower.

***Industrial Base.***

The US industrial base includes commercial and government-owned production facilities. Foreign producers of essential components, parts, and ammunition are included, as foreign producers may be the only source for certain items. The Canadian defense industry is recognized as part of a single North American defense industrial base. Accelerated production or industrial base expansion may affect a number of the other resource areas.

***Training Base.***

The Services expand their training bases to train NPS personnel, and to provide reclassification and refresher training for those who need it. Training base output requirements are determined and compared to available capacity. If there is a shortfall, additional capacity is added by mobilizing additional assets, hiring civilian employees and/or obtaining contractor support. Each option impacts other resource areas, such as manpower, materiel and equipment, facilities, HSS, and funding.

***Health Service Support.***

Theater, continental United States (CONUS), and aeromedical evacuation HSS are expanded to treat, evacuate, receive, and redistribute casualties. HSS



requirements are determined from decisions establishing the theater medical support, theater patient evacuation, and force health protection policies. Factors such as casualty rates, transportation resources, and help determine the theater HSS required. Expanding HSS may burden the manpower, materiel and equipment, transportation, facilities, industrial base, training base, HNS, and legal resource areas.

***Communications.***

The US military uses its own communications systems to execute many requirements, but frequently relies upon commercial providers for administrative support needs. The President has authority during national emergency or war to regulate and control telecommunications resources, allowing for measures to ensure the operation and security of telecommunications services. DOD's Global Information Grid assets support DOD, and in times of crisis or war, assets supporting other departments and agencies of the US Government, may be made available. Expanding capacity in this area would likely have minimal impact on other areas.

***Host-Nation Support.***

Manpower, equipment, facilities, and services provided by host or allied nations can offset requirements US military resources. There are a number of agreements with allied nations and various means to create new HNS support arrangements as required. Implementing HNS agreements primarily will impact the providing nation's or nations' resource areas.

**Mobilization Planning And Execution**

***Mobilization plans.***

Mobilization plans support CCDRs' OPLANs, concept plans, OPORDs, and campaign plans, and prepared by the Military Departments and DOD agencies. They reflect requirements for force expansion and expansion of the CONUS base to sustain the mobilized force for as long as necessary. Mobilization plans explain how to accomplish force and resource expansion, and are carefully integrated among participants and the twelve resource areas.

***Mobilization Planning and Operation Plans.***

The Guidance for Development of the Force, Guidance for Employment of Force, and DOD Master Mobilization Plan provide SecDef guidance for



mobilization planning. The CJCS amplifies this guidance to facilitate the Military Departments and CCDRs in preparing mobilization plans that support OPLANs.

***Mobilization Plans and Military Campaign Plans.***

A campaign plan has important implications for mobilization planners. Strategic objectives, force levels, and time constraints are key elements of information for executing mobilization planning and initiating force and resource expansion options.

***Mobilization Estimate of the Situation.***

A commander's estimate of the situation provides a logical process by which a commander considers all the circumstances affecting the military situation and arrives at a decision on a course of action to accomplish the mission. A staff estimate is similar, producing a conclusion or recommendation for the commander. The mobilization estimate applies the staff estimate concept to mobilization planning.

***Mobilization Planning During Contingency Planning.***

During peacetime, mobilization planners participate in two main activities: maintaining a mobilization base and participating in contingency planning to develop detailed mobilization plans to support OPLANs.

***Mobilization Decisions and Orders.***

CJCS recommends to SecDef the assets to be called up and their planned use when RC forces are mobilized. SecDef must approve the execution of a mobilization OPORD. After the President's approval, SecDef directs the Military Departments to proceed. The Services publish mobilization orders, and OSD may issue implementation instructions and provide additional policy guidance. Some mobilization actions require the notification of Congress.

***Monitoring the Status and Progress of Mobilization.***

Accurate and timely information on the status and progress of mobilization is needed at all levels. Information in each of the resource areas is analyzed and coordinated with other resource area proponents to provide recommendations for controlling, replanning, redirecting, or stopping mobilization.

***Mobilization Reporting.***

Reporting involves extracting information that is obtained from monitoring and providing the data to appropriate organizations. There are formal and informal reporting requirements. Formal requirements

are specified in statutes or directives, and three formal reports are generated: RC requirements from each OPLAN which lists RC requirements; the mobilization report; and (during partial mobilization) the President's report to Congress.

***Subjects of Required Reporting.***

Four subjects require reporting:

- Problems in providing forces;
- RC forces no longer required;
- Mobilization information to Joint Staff Director of Operations as required; and
- Demobilization schedules.

**Joint Demobilization Planning And Execution**

***Demobilization.***

Demobilization is the process of transitioning from a conflict situation or wartime military establishment and defense-based economy to a peacetime mode while maintaining national security and economic vitality.

***Demobilization and National Security.***

From a national perspective, the results of a successful demobilization process put the nation in a position to respond to future security challenges. Policies should be established to regulate the pace of demobilization and retain the military capability required to ensure post-conflict national security commitments.

***Demobilization Planning Guidelines.***

Lessons from past wars and mobilizations suggest the following demobilization guidelines:

- Mission First. Demobilization plans support the post-conflict mission as it evolves;
- Begin Planning Early. Soon after mobilization starts;
- Coordinate and Communicate Plans and Policies. Coordinate within and outside DOD, and have public information programs.

***Planning Considerations.***

The following apply to demobilization planning:

- Demobilizing the Armed Forces may range from a simple return of mobilized personnel and units to previous status, to a broader process of deactivating units and reorganizing; similar considerations apply to a demobilization of defense industry;
- Recovery activities must be planned along with demobilization;
- Demobilization planning is accomplished at the

national, theater and supporting levels; and

- The key to military demobilization is the supported geographic CCDR.

***Recovery Planning.***

Recovery planning is coordinated with demobilization planning, and includes reset actions in the theater and CONUS to restore force readiness and capability to respond, in the short term, to a future threat.

***Beginning Demobilization.***

Demobilization can begin before the end of the crisis or war but most such activity will begin after the conflict. Demobilization is mainly a Military Department responsibility, but the supported and supporting commanders help coordinate and synchronize. As with mobilization, assets in other resource areas are required to support the demobilization of manpower and equipment; but as support requirements decline, demobilization takes place in the other resource areas.

***Mobilization Planner  
Demobilization  
Responsibilities.***

Demobilization planning should occur during an operation and demobilization must be integrated into the redeployment, reflecting the post-conflict missions of supported commanders.

***Preliminary Actions.***

Preliminary actions primarily involve establishing and disseminating broad guidance that the mobilization community incorporates into mobilization plans.

***Demobilization Planning's  
Two Subactivities.***

Demobilization planning is divided into two subactivities: plan the demobilization force and plan demobilization support required. This includes consideration of demobilization and redeployment activities and schedules.

***Demobilization Execution.***

Before demobilization starts, mobilization planners must ensure that a unit or individual will not be needed for the operation. During execution, mobilization planners constantly tailor the demobilization operation envisioned in the plan to the evolving situation.

***Execution Tasks.***

These tasks are inherent in demobilization execution:

- Educate the Leadership. Provide the decisionmakers with information, including the schedule of units and the number of personnel to be demobilized and units and personnel already demobilized;

- Review and Modify Demobilization Concepts and Support Plans. Monitor the existing plan to ensure accuracy and conformance to actual circumstances, and coordinate and update as needed;
- Monitor Changing Requirements and Theater Backfill Requirements. Demobilization is a fluid process, and planners continue to review changing operational requirements which may result in units' being demobilized or extended;
- Seek Demobilization Approval. The supported CCDR identifies units and individuals no longer required for operations in the redeployment plan;
- Develop Demobilization Schedule. Working closely with affected organizations and USTRANSCOM, the Services create a demobilization schedule;
- Monitor RC Mobilizations and Demobilizations. Planners track and report on RC units from the start of mobilization through demobilization;
- Highlight Critical Support Issues. By various communications means, the mobilization planner presents conflicts and critical issues to the leadership and the appropriate organizations for resolution.
- Terminate Legal Authorities. When demobilization is complete and RC forces no longer needed to support the operation, action is taken to terminate the legal authority by which RC forces were activated.

## CONCLUSION

This publication provides fundamental principles and guidance for the planning and conduct of joint military mobilization and demobilization, as well as some additional methods of force expansion, including use of volunteers and Presidential Reserve Call-up. It also provides the context for joint participation in the planning and programming activities undertaken within the DOD, especially those activities aimed at the reconstitution of military capability to deter any future threat to national security.

# CHAPTER I

## MOBILIZATION AND NATIONAL SECURITY

*“The Congress shall have power . . . To provide for calling forth the Militia to execute the Laws of the Union, suppress Insurrections and repel Invasions; To provide for organizing, arming, and disciplining the Militia, and for governing such part of them as may be employed in the Service of the United States, reserving to the States respectively, the Appointment of the officers, and the Authority of training the Militia according to the discipline prescribed by Congress.”*

**Constitution of the United States, Article I, Section 8**

### 1. Introduction

a. **Mobilization is the process of assembling and organizing national resources to support national objectives in time of war or other emergencies.** Mobilization includes assembling and organizing personnel and materiel for active duty military forces, activating the Reserve Component (RC) (including federalizing the National Guard), extending terms of service, surging and mobilizing the industrial base and training bases, and bringing the Armed Forces of the United States to a state of readiness for war or other national emergency. There are two processes implied in this description.

(1) The **military mobilization process** by which the nation’s Armed Forces are brought to an increased state of readiness.

(2) The **national mobilization process** of mobilizing the interdependent resource areas (see Chapter IV, "Resource Areas") to meet non-defense needs as well as sustaining the Armed Forces across the range of military operations.

b. From a national strategic perspective, the importance of a **responsive mobilization capability** to our national security is implicit in the President’s National Security Strategy (NSS) and its derivatives, the National Defense Strategy (NDS), and the National Military Strategy (NMS). The United States employs its military capabilities at home and abroad in support of its strategies in a variety of operations. These operations vary in size, purpose, and combat intensity within a range of military operations that extends from military engagement, security cooperation, and deterrence activities to crisis response and limited contingency operations, and if necessary, major operations and campaigns. The use of joint capabilities in military engagement, security cooperation, and deterrence activities shapes the operational environment and helps to keep the day-to-day tensions between nations or groups below the threshold of armed conflict while maintaining US global influence. This chapter examines the relationship between mobilization and national security from both perspectives. It concludes with a discussion of demobilization, an essential first step toward maintaining national security after a crisis or war.

## 2. The National Perspective

a. **National Security Strategy.** As a nation, **the United States preserves its security by the judicious application of national power** to achieve national objectives derived from national interests. The President identifies national interests and objectives in the NSS of the United States. **National interests and objectives are the ends of our national security strategy.** The ways and means for achieving these ends are made apparent in broad terms by the President through the use of the diplomatic, informational, economic, and military instruments of national power. Programs for maintaining a strong national defense depend on our maintaining a strong economy, infrastructure, and viable network of multinational security alliances.

b. **National Defense Strategy.** **The NDS** outlines how the Department of Defense (DOD) will support the objectives outlined in the NSS, including the need to strengthen alliances and build new partnerships to defeat global terrorism and prevent attacks against us, our allies, and our friends; prevent our enemies from threatening us, our allies, and our friends with weapons of mass destruction; work with others to defuse regional conflicts, including conflict intervention; and transform national security institutions to face the challenges of the 21st century. The NDS acts on these objectives, evaluates the strategic environment, challenges, and risks we must consider in achieving them, and maps the way forward.

### c. National Military Strategy

(1) **The National Military Strategy provides overarching policy for military objectives in support of the President’s National Security Strategy. Explicit in the military strategy is the assertion that we can meet the challenges of the foreseeable future with a total force** — a carefully tailored combination of Active Component (AC) and RC (including Retired Reserve), together with retired military personnel, DOD civilian employees, and DOD contractors. **Implicit in the military strategy is the need to maintain and improve the capability to rapidly and efficiently mobilize forces and resources** to respond to natural disaster challenges at the low end of the range of military operations and to deter or counter a broad spectrum of serious threats to our national security, such as threats to the homeland.

(2) Figure I-1 depicts a representative range of military commitments together with the levels of mobilization and emergency authorities available to the President when RC forces are needed for an appropriate response. **Congress has provided the President with a comprehensive menu of authorities for tailoring an appropriate response in a crisis.** Several of these are available without a declaration of national emergency. Others require Presidential or Congressional emergency declarations.

*Detailed discussions of mobilization levels and emergency authorities are provided in Chapter IV, “Resource Areas,” and Chapter V, “Mobilization Planning and Execution.”*

d. Global Force Management

(1) **Global Force Management (GFM) is a process that integrates force assignment, force apportionment, and force allocation.** It provides comprehensive insights into the global availability of US military forces and capabilities, and provides senior decisionmakers a process to quickly and accurately assess the impact and risk of proposed changes in assigning, apportioning, and allocating forces and capabilities among combatant commands. Two important attributes of GFM include being able to globally assess force sourcing risk in order to address mitigation options; and enabling global sourcing with the best force sourcing option, regardless of command, organization, or Service to which the force or personnel are assigned.

(2) There are **two key components to GFM:**

(a) Consolidated force allocation under specific joint force providers: US Joint Forces Command (USJFCOM) for conventional forces; US Special Operations Command (USSOCOM) for special operations forces and US Transportation Command (USTRANSCOM) for mobility forces. US Strategic Command (USSTRATCOM) acts as the joint functional manager for intelligence, surveillance, and reconnaissance assets and their associated processing, exploitation, and dissemination.

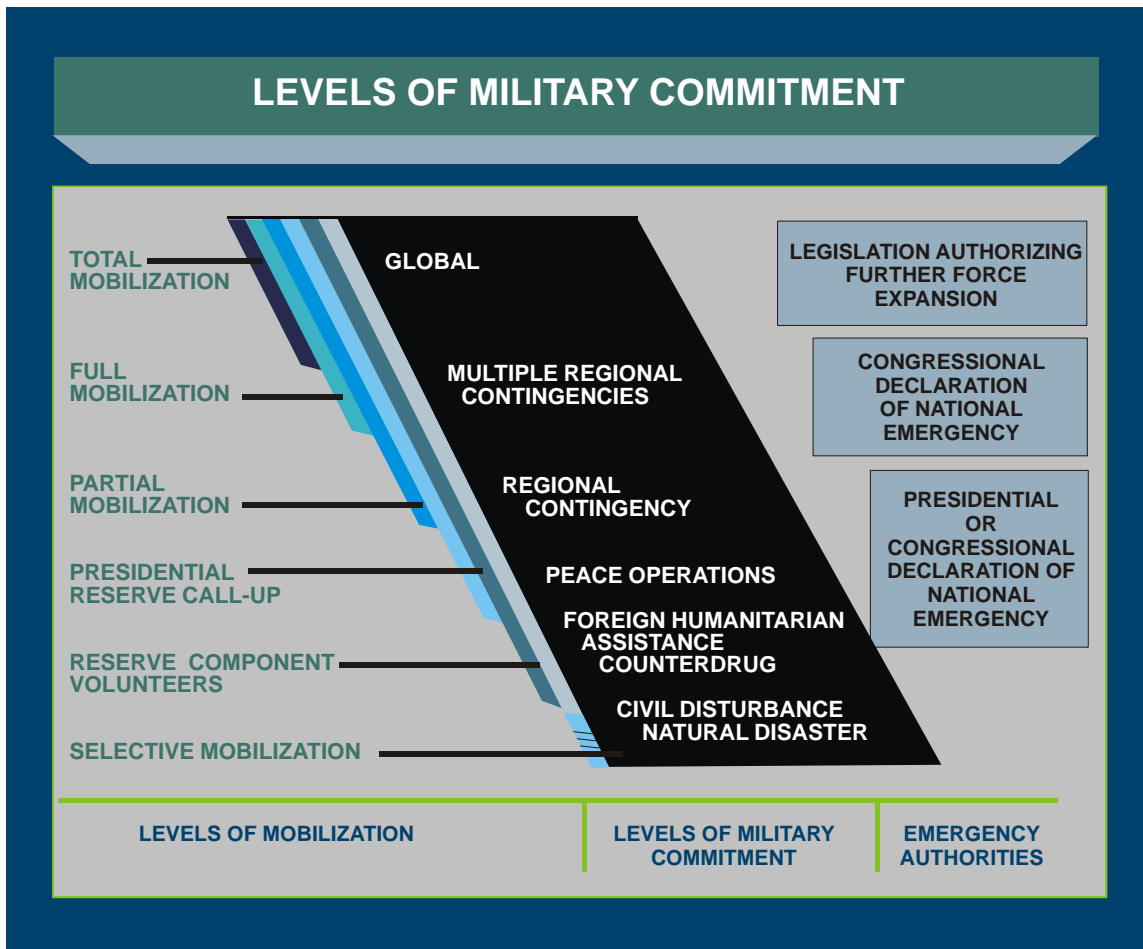


Figure I-1. Levels of Military Commitment



(b) A quarterly Global Force Management Board (GFMB), hosted by the Director of the Joint Staff and led by the Operations Directorate of the Joint Staff (J-3), made up of general/flag officer representation from all joint force providers, combatant commands, and Services. The GFMB develops and provides strategic-level GFM guidance to enable the Secretary of Defense (SecDef) to make proactive, informed force management decisions.

**e. Force Sourcing—Assignment, Allocation, and Apportionment**

(1) Title 10, US Code (USC) delineates responsibilities for assignment, allocation, and apportionment of forces. SecDef assigns forces/capabilities, allocates forces/capabilities, provides planning guidance to combatant commands, and provides overarching strategic guidance to the Chairman of the Joint Chiefs of Staff (CJCS).

(2) **GFM’s primary role in supporting decisionmaking is its integration of the three processes of assignment, apportionment, and allocation.** This integration aligns operational forces against known apportionment and allocation requirements in advance of planning and deployment preparation timelines.

(3) The Unified Command Plan, Forces For Unified Commands Memorandum (Forces For), the Joint Strategic Capabilities Plan (JSCP), Guidance for Employment of the Force (GEF), and Joint Publication (JP) 1, *Doctrine for the Armed Forces of the United States*, are the baseline documents that establish the policy and procedures in support of GFM. The CJCS issues Global Force Management Implementation Guidance (GFMIG), which further delineates GFM processes:

(a) Provides direction from SecDef regarding assignment of forces to combatant commanders (CCDRs);

(b) Includes the force/capabilities allocation process that provides access to all available military or Department of Defense resources to support combatant commands for both steady-state rotational requirements and requests for capabilities or forces in response to crises or emergent contingencies;

(c) Includes apportionment guidance provided in the JSCP; and

(d) Informs joint force, structure, and capability assessment processes.

(4) GFM informs DOD’s assessment processes by identifying sporadic or persistent under-sourced or hard-to-source forces/capabilities.

(5) USJFCOM focuses on the global allocation of combat, combat support, and combat service support capabilities and forces to support combatant command requirements. USJFCOM uses GFMB-developed and approved guidance to recommend global sourcing solutions. Combatant commands, Military Departments, and the National Guard Bureau provide force/capability commitment, availability, and readiness data to

USJFCOM and its assigned Service components. Additionally, USJFCOM assesses the ability to sustain joint presence, operational commitments, and global surge capabilities over time based on allocation decision/actions in effect. Reporting on the readiness, disposition, and development of sourcing recommendations for forces/capabilities sourced by USSOCOM, USSTRATCOM, and USTRANSCOM will be coordinated by those combatant commands with the Services and other CCDRs to CJCS.

### 3. The Joint Military Perspective

a. **Total Force Policy.** The Total Force Policy is one **fundamental premise upon which our military force structure is built. Military retirees, DOD civilian personnel, contractor personnel,** and force multipliers (such as employer and community support considerations) are included under their umbrella to reflect the value of their contributions to our military capability. Total Force Policy guides thorough **mobilization planning** and the **development of procedures that are essential to the timely employment of reserve military power.** To further codify Total Force Policy, SecDef has issued a directive on managing the RC as an operational force.

b. **Mobilization and Demobilization in Joint Planning and Operations.** The **Joint Operation Planning and Execution System (JOPEs)** is the principal system within DOD for translating policy decisions into operation plans (OPLANs) and operation orders (OPORDs) in support of national security objectives. The joint operation planning process is an integral part of JOPEs, serving as an adaptive and collaborative tool in supporting contingency and crisis action planning (CAP).

#### Total Force Policy

The Total Force Policy was used during Operations DESERT SHIELD and DESERT STORM and more recently, Operations ENDURING FREEDOM and IRAQI FREEDOM, which involved the largest mobilization and deployment of reserve forces since the Korean War. There was significant reliance on military retirees, Department of Defense civilian personnel, and contractor personnel for critical skills and performance of many essential tasks.

SOURCE: Various Sources

#### (1) Mobilization

(a) **The mobilization function includes activation** (order to active duty [other than for training] in the federal service) **of the RC, federalizing the National Guard, and surging and expanding the industrial base.** Figure I-2 illustrates levels of mobilization.

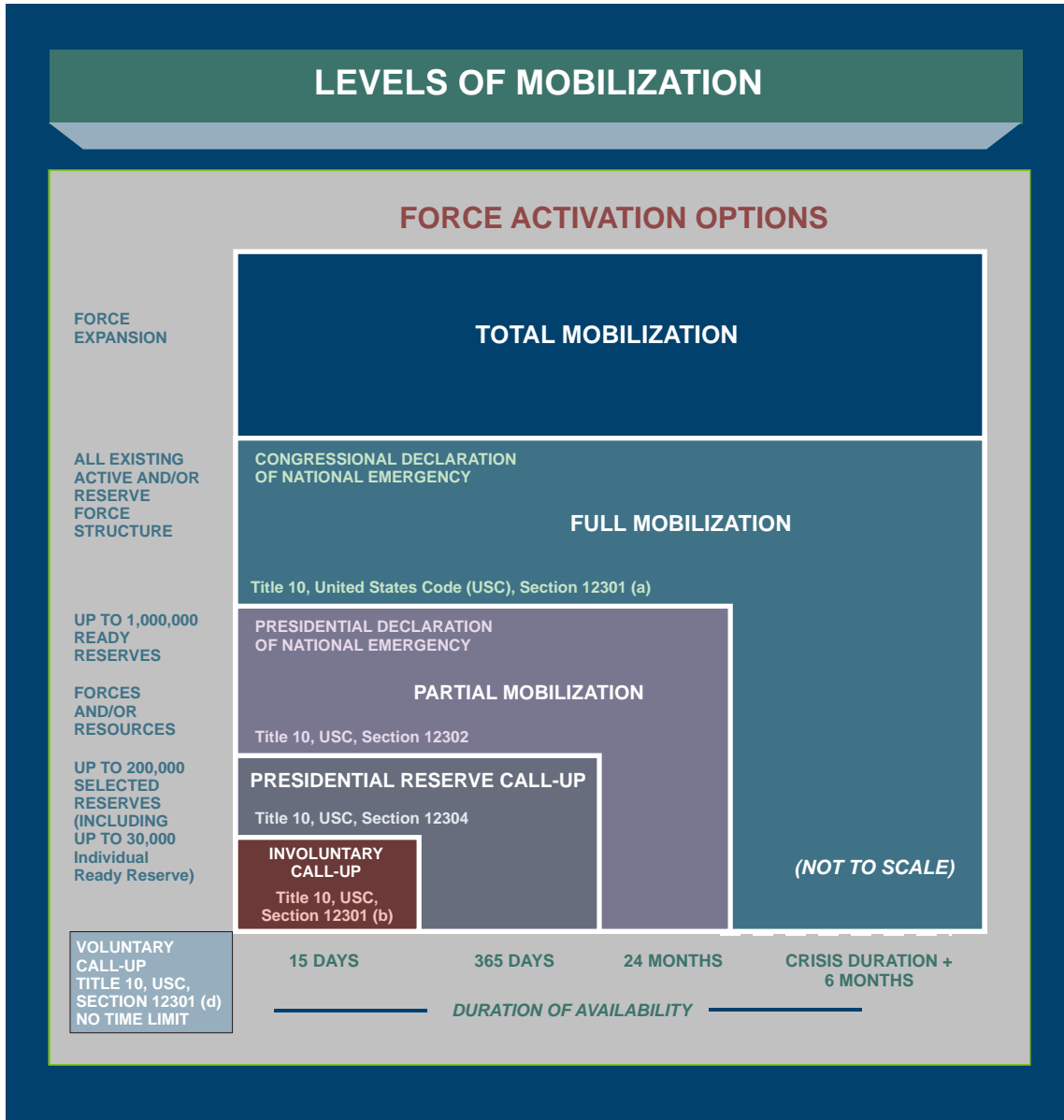


Figure I-2. Levels of Mobilization

(b) Because the most visible mobilization activity is the activation of RC members, there has been a tendency to focus planning on manpower issues. **Mobilization, however, involves much more than expanding and filling the military force with people.** The force must be equipped, trained, and sustained over time if it is to achieve and maintain its designed capability. Mobilization activities require the **support of the private sector (employers and community), DOD civilian workforce, and contractor support.** They also require **increased resources** in the areas of materiel, transportation, facilities, industrial production, training base capacity, health service support (HSS), and communications. Actions may be required to ensure continued compliance with, or obtain temporary waivers of environmental protection laws. Adequate funding and sufficient legal authorities are also required to initiate and sustain mobilization activities. **Mobilization, therefore, includes determining and satisfying**

demands for those resources required to support the total force during deployment, employment, sustainment, and redeployment. Figure I-3 illustrates responsibilities associated with RC call-up decisionmaking.

RESERVE COMPONENT CALL-UP DECISIONMAKING							
Mobilization Planning Community	Pre-Mobilization Review and Coordination	Educate Senior Leadership on RC Potential	Interpret Policies for Use of Reserve Component	Confirm Pre-planned Mobilization Capabilities	Recommend Changes in Peacetime Budgeting Priorities	Mobility Demobilization Policy to Suit Contingency	Prepare Decision Packages
Common Activities (For all)	<ul style="list-style-type: none"> <li>Identify POC network</li> <li>Convene preliminary meetings focused on "what if" questions using current information</li> <li>Analyze lessons learned from similar crises</li> <li>Consider potential supporting requirements</li> <li>Manage media relations and coordinate with public affairs officer</li> </ul>	<ul style="list-style-type: none"> <li>Conduct meetings and/or briefings on RC mobilization policies: availability, mobilization and deployment criteria, call-up procedures, and the different categories of RC and their potential use</li> </ul>	<ul style="list-style-type: none"> <li>Review and modify call-up instructions and procedures</li> <li>Recommend modifications and exceptions to policy</li> <li>Coordinate with legal counsel</li> <li>Review policies and/or procedures for "conscientious objectors" and Servicemembers Civil Relief Act</li> </ul>	<ul style="list-style-type: none"> <li>Estimate ability of mobilization activities to meet plan schedule</li> <li>Identify capability shortfalls</li> </ul>	<ul style="list-style-type: none"> <li>Review unfunded mobilization requirements</li> <li>Coordinate with resource area proponents for adjustments to internal funding priorities</li> </ul>	<ul style="list-style-type: none"> <li>Initiate planning for the return of RC to civilian status</li> </ul>	<ul style="list-style-type: none"> <li>Respond to information requests as appropriate</li> </ul>
Joint Staff	<ul style="list-style-type: none"> <li>Become familiar with RC call-up procedures</li> <li>Review operation plan</li> <li>Be prepared to recommend level of call-up</li> </ul>	<ul style="list-style-type: none"> <li>Review legal authorities</li> <li>Review mobilization plans, policies, and procedures</li> <li>Brief leadership on call-up authorities and specific qualities of RC</li> </ul>	<ul style="list-style-type: none"> <li>Identify opportunities for joint use of Service mobilization assets</li> <li>Monitor development of RC deployment criteria</li> </ul>	<ul style="list-style-type: none"> <li>Confirm monitoring and reporting systems: coordinate reporting requirements</li> </ul>	<ul style="list-style-type: none"> <li>Seek opportunities for cross-Service utilization of RC assets</li> </ul>	<ul style="list-style-type: none"> <li>Seek opportunities for cross-Service utilization of RC demobilization facilities and assets</li> </ul>	<ul style="list-style-type: none"> <li>Prepare Draft Decision</li> <li>Package Staff Draft Decision</li> <li>Package with Services Forward Package to Chairman of Joint Chiefs of Staff</li> </ul>
POC – point of contact				RC – Reserve Component			

Figure I-3. Reserve Component Call-up Decisionmaking

(c) **Mobilization planning complements and supports joint operation planning.** It is accomplished primarily by the Services and their major subordinate commands based on SecDef guidance. It requires development of supporting plans by other federal agencies. Just as the Services mobilize their reserve organizations and individuals to augment military capability, **supporting federal agencies must oversee mobilization of the support base required to sustain the mobilized force.**

(d) The Joint Staff supports the CJCS in his role as principal military advisor to the President and SecDef; facilitates resolution of conflicts for scarce resources among the Services, CCDRs, and DOD agencies; provides input for resolution of claims for resources between the military and civil sectors in wartime; and oversees mobilization planning. To facilitate the CJCS's role in such mobilization matters, the mobilization working group (MWG) has been established. The MWG is chaired by the Logistics Directorate of the Joint Staff (J-4)/Division Chief for Sustainment, Mobilization, and Plans Division and is designed to enhance communications among the Office of the

## **MANAGING THE RESERVE COMPONENT AS AN OPERATIONAL FORCE**

It is the Department of Defense policy that:

a. The Reserve Component (RC) provide operational capabilities and strategic depth to meet US defense requirements across the full spectrum of conflict including under Title 10, US Code (USC), Sections 12301, 12302, 12304, and 12306.

b. The Active Component (AC) and RC are integrated as a total force based on the attributes of each component and its core competencies.

c. Homeland defense and defense support to civil authorities are total force missions. Unity of effort is maintained consistent with statutory responsibilities in operations involving federal forces and non-federalized National Guard forces with federal forces under federal command and control and non-federalized National Guard forces under state command and control.

d. The RC provides connection to and commitment of the American public.

e. The continuum of service is utilized to enhance the effectiveness of and sustain the all-volunteer force with flexible service options that are attractive to a broad population.

f. Utilization rules are implemented to govern frequency and duration of activations. Since expectation management is critical to the success of the management of the RC as an operational force, these rules enhance predictability and judicious and prudent use of the RC.

g. Voluntary duty, per Title 32, USC, Section 12301(d) and Title 32, USC, Section 502(f)(2) is encouraged to meet mission requirements.

h. The RC is resourced to meet readiness requirements per Title 10, USC, sections 3013, 5013, and 8013. RC resourcing plans shall ensure visibility to track resources from formulation, appropriation, and allocation through execution.

i. Outreach services are established and available for RC members, their families, and employers from pre-activation through reintegration.

**Robert M. Gates**  
**Secretary of Defense**  
**29 October 2008**

Secretary of Defense (OSD), the Joint Staff, and the Services when military operations warrant the use of the RC.

*Appendix D, “Mobilization Working Group,” contains specific policy and procedures related to the MWG.*

(2) **Demobilization.** Demobilization is **the process of transitioning from a conflict or wartime military establishment and defense-based civilian economy to a peacetime configuration while maintaining national security and economic vitality.** Implied in this description are two types of activities: those associated with reducing the percentage of the nation’s production capacity devoted to the Armed Forces and defense industry, and those undertaken to maintain national security and economic vitality. These tasks, which historically compete for resources, can make the management of demobilization even more complex and challenging than mobilization.

*Demobilization planning and execution are covered in Chapter VI, “Joint Demobilization Planning and Execution.”*

adverse consequences for employers and members of the RC; as do separate call-ups of different RC members in the same geographic area. Commanders and **joint mobilization planners should be aware that a local economy could be dramatically affected if Military Department Secretaries choose to recall significant numbers of RC members from the same geographic area.** Commanders and mobilization planners should also be aware that the call-ups may have an impact on key national economic segments. Critical economic segments closely related to RC call-ups include communications, transportation (especially airline services), and public services (e.g., police, fire, and medical).

b. The Military Department Secretary should not use RC call-ups as a long-term fix to active duty force structure shortfalls unrelated to the call-up contingency. It must be remembered that continued reliance on the RC requires the transferring of productive members of the economy and community into the military which may result in diminished employer and community support over time thus adversely impacting RC readiness and retention.

## SECTION C. MATERIEL AND EQUIPMENT

### 9. Sources of Materiel and Equipment

**The materiel and equipment resource area includes all classes of supply.** It includes equipment on hand in units, remain-behind equipment in theater, war reserves, pre-positioned equipment, and the output of the depot maintenance system and industrial base. Additional sources include items in the security assistance pipelines and off-the-shelf items from domestic and foreign commercial sources. **These sources and the options and actions for obtaining them are listed in Figure IV-3.**

### 10. Materiel and Equipment Mobilization Options

**Materiel and equipment mobilization** consists of many activities that can be grouped under two major tasks: **increasing the availability of materiel and equipment** to accommodate the needs of a larger active force, and **alleviating shortages by allocating or redistributing materiel and equipment in accordance with validated priorities.** These activities can be undertaken either separately or in combination.

a. **Increasing Materiel and Equipment Availability.** Decision options that increase materiel and equipment availability include the release of war reserve and depot stocks, accelerating the output of the depot maintenance system, diverting items from foreign military sales and other security assistance programs, accelerating production rates of existing contracts for items like clothing, ammunition, vehicles and combat systems, rations, and procurement of commercial substitutes from domestic or foreign sources. **Each of these actions increases the number of items in the supply pipeline.** Except for the diversion of items earmarked for security assistance programs, these options are exercised by the Military Departments, DLA, and other DOD agencies as they provide for the logistic needs of their forces assigned to the CCDRs. **Action to**



<b>MATERIEL AND EQUIPMENT MOBILIZATION: SOURCES AND OPTIONS</b>		
<b>SOURCES OF MATERIEL AND EQUIPMENT</b>	<b>MOBILIZATION OPTIONS</b>	<b>ACTION REQUIRED</b>
Continental United States/in-theater equipment on hand in units	Redistribution based on emergency priorities	Military Department decisions based on supported commanders' requirements and priorities.
War reserve and pre-positioned stockpiles	Release stocks	Military Department decisions for retail items. Joint Materiel Priorities and Allocation Board decisions for wholesale stocks insufficient to meet demands of all claimants.
Depot system	Accelerate output	Military Department decisions based on supported commanders' requirements and priorities.
Industrial base	Accelerate output	Military Departments and Department of Defense agencies act to surge production of needed materiel and equipment.
Materiel and equipment in security assistance pipelines	Divert needed equipment from security assistance pipelines	The President and Secretary of Defense decision based on a determination that national security requirements outweigh political consequences.
Domestic and foreign commercial vendors	Purchase off-the-shelf products that meet military requirements	Military Department and Department of Defense agency decisions based on Federal acquisition regulations.

**Figure IV-3. Materiel and Equipment Mobilization: Sources and Options**

**divert items from security assistance programs** could have a significant impact on our relations with affected allies. This decision should follow discussions with the Department of State and specific chiefs of mission and country teams and **the President or SecDef action**. However, once diverted and allocated to a Military Department, they are distributed as determined by the owning Military Department.

b. **Allocating Materiel and Equipment Shortages. Shortages of Service-unique items are resolved by priority and allocation decisions** made internally by the Military Departments based on OPLAN priorities, and guided by DOD policy to equip earlier deploying units before those scheduled to deploy later, regardless of Service component. When confronted with a materiel or equipment shortage common to two or more US military claimants, SecDef, with the advice of CJCS, **determines priorities among the Services. The Joint Materiel Priorities and Allocation Board (JMPAB) executes this responsibility.** The JMPAB is chaired by the J-4, Joint Staff and includes other Joint

Staff directors as well as general or flag officer representatives from the Military Departments. In multinational operations, the United States may be responsible for providing significant materiel and equipment support to one or more allies or coalition partners. When shortages occur, **priority and allocation decisions for resolving conflicts among multinational partners, or between US claimants and multinational partners, are made by SecDef.**

## SECTION D. TRANSPORTATION

### 11. Sources of Mobilization Transportation

**Transportation resources are required** to support mobilization, deployment, employment, sustainment, redeployment, and demobilization operations. Mobilization activities are supported principally by intra-CONUS air, rail, highway, pipeline, port facilities, and inland waterway assets of commercial firms. **These assets move units and unit equipment** through the mobilization process from home stations to marshalling areas to ports of embarkation; **individual augmentees** from their homes to reception and training sites and then to replacement centers and ports of embarkation; and **individual issue equipment** from production and storage sites to ports of embarkation. **Deployment, employment, sustainment, and redeployment operations are supported primarily by intertheater air lift and sealift**, which move units, nonunit personnel, and sustainment items (nonunit equipment and supplies) from the United States to the theaters. **RC transportation terminal units** provide the military interface at commercial seaports of embarkation, **deployment support units** assist with loading the equipment on commercial transportation, and **port security companies** provide security at military ocean terminals. **In many cases, these units are mobilized early to support deployment from CONUS.** The sources of additional transportation resources for mobilization and the options for mobilizing them are listed in Figure IV-4. **In some situations, additional transportation assets may be required before substantial deployments can be executed.**

*See JP 3-35, Deployment and Redeployment Operations, for further information on deployment and redeployment.*

### 12. Transportation Mobilization Options

A variety of options are available for mobilization of intertheater and intratheater airlift assets. Air Mobility Command assets can quickly be expanded by the **Air National Guard, Air Force Reserves, and the airlift assets of the US Navy Reserve.** Also, **the fleet can be augmented via contract commercial charters, and through CRAF.** Limited peacetime sealift, operated by Military Sealift Command, can be augmented by voluntary or contract charter, activation of the Maritime Administration (MARAD) Ready Reserve Force (RRF), chartering, requisition of US-flag and effective US-controlled shipping (US-owned but under foreign registry). The Voluntary Intermodal Sealift Agreement (VISA) is the primary sealift mobilization program and was developed through a partnership between DOD, Commander, United States

b. **Acquire Additional Real Property and Commercial Facilities.** Under the law, hundreds of parcels of former federal property may be recaptured to provide land and improved infrastructure for conversion into needed facilities. In addition, privately owned lands may be acquired by condemnation for defense purposes, such as training or manufacturing of ammunition and other materiel. Reacquiring ex-federal property must be handled in accordance with applicable federal and military regulations before use, and this process may take some significant time and effort. For example, an environmental baseline survey will be needed to determine the condition of the property to be acquired.

## 16. Impact of Facilities Mobilization on Other Resource Areas

**Expanding facilities will require more manpower, both military and civilian, to staff tenant organizations and provide required services.** The greatest impact will be on the civilian side in the form of contract construction workers and DOD personnel employed to expand tenant support services. Host-nation civilians will provide the bulk of this support overseas. **There will be a significant local demand for construction materials and equipment** — from stocks and from the industrial base. As the facility grows in capacity or expands operations, **the increased population will require more HSS and other support services.** If these resources are available, the impact on planned facilities expansion will be minimal. **Shortfalls in these areas will reduce capacity and constrain productivity.**

## SECTION F. INDUSTRIAL BASE

### 17. Industrial Mobilization Sources

**The US industrial base includes commercial production facilities and government-owned facilities.** Some of the government-owned facilities are government-operated and some are contractor-operated. **Foreign producers of essential components, parts, and ammunition are included,** because foreign producers may be the only source for components of major equipment items. Because of the unique relationship existing between the US and Canada, the Canadian defense industry is recognized as part of a single North American defense industrial base. **The capabilities of Canadian industry may be included in US industrial preparedness planning.** Figure IV-6 lists these sources together with the options and actions required to expand their output.

### 18. Industrial Mobilization Options

Industrial base expansion includes actions to **accelerate production** within the existing industrial infrastructure, **add new production lines and factories,** and **implement provisions of the Defense Priorities and Allocation System (DPAS).** Because many components of key military items of equipment are now procured from foreign sources, increased emergency procurement from these sources has become, of necessity, a major industrial mobilization option.

INDUSTRIAL MOBILIZATION: SOURCES AND OPTIONS		
INDUSTRIAL BASE SOURCES	INDUSTRIAL MOBILIZATION OPTIONS	ACTIONS REQUIRED
<b>DOMESTIC INDUSTRY</b>		
Commercial producers of goods and services	Accelerate production from current sources of goods and services	Military Departments and Defense Logistics Agency contract for accelerated production from current producers of materiel based on planned or actual consumption rates and prioritized requirements of the combatant commanders.
	Expand production base capacity	Using the Defense Priorities and Allocation System (DPAS), Title 50, United States Code, Section 2071, obtain priority performance on Department of Defense contracts and orders.
		Using DPAS authorities and streamlined acquisition procedures, increase industrial capacity for production of materiel and equipment required to sustain the mobilized force.
<b>DEFENSE INDUSTRIAL BASE</b>		
Government-owned/government-operated production facilities	Primary industrial base to support peacetime training, deployment, contingency operations, war, peacekeeping, antiterrorism, homeland defense, and to protect and secure the US forces' technological advantage against our adversaries. This encompasses foreign military sales and other service support.	Accelerate production rates or activate standby and laid-away production capacity at government-owned/government-operated facilities and government-owned/contractor-operated facilities.
Government-owned/contractor-operated production facilities	See above	
<b>FOREIGN INDUSTRY</b>		
Commercial producers of goods and services		Seek additional production from foreign suppliers.

Figure IV-6. Industrial Mobilization: Sources and Options

## 19. Impact of Industrial Mobilization on the Other Resource Areas

a. **Expand the Industrial Base.** Surge production and industrial base expansion will require additional skilled manpower from the non-defense sectors of the national economy. **Local manpower shortages could develop** in areas hardest hit by extensive military manpower mobilization and competition between DOD contractors and others for limited numbers of the same skills. **Materiel and equipment stocks, transportation, and facilities could be significantly affected** if raw materials, finished products, tools, and test equipment become short; local and long distance hauling is not

sufficiently manned; and new construction does not meet the demand. **Additional legal authorities may be invoked or requested** from the Congress upon the determination that DOD production in a crisis is being adversely affected. **Environmental and occupational health and safety regulations may also require waivers.** Substantial additional funding may be required to enable increased production.

b. **Implement the DPAS.** The DPAS is authorized by the Defense Production Act (Title 50, USC, Section 2071) and **allows preferential treatment for contracts or orders relating to certain approved defense or energy programs** for military production and construction, military assistance to any foreign nation, and stockpiling. This authority specifically includes reordering national priorities and rationing available industrial resources (articles, materials, services, and facilities, including construction materials). The Department of Commerce is responsible for DPAS activities concerning industrial resources. Accordingly, DOD will coordinate with the Department of Commerce concerning industrial resource issues requiring resolution through DPAS.

c. **Obtain Allied Production Support.** **DOD has become increasingly reliant on foreign production** of essential components, repair parts, tools, and test equipment needed for domestic production of virtually all major weapons systems and other key items of materiel and equipment. Wartime surge and industrial base expansion can be expected to have a significant impact on foreign producers as well. **The reliability of these sources could significantly influence the ability to provide needed materiel and equipment to support and sustain operations.** Conversely, the availability of foreign production support in areas where the domestic production base can no longer expand could have substantial positive results on the manpower, materiel and equipment, and facilities resource areas. Similar to domestic source problems, foreign supplier problems should be forwarded through the DPAS chain for resolution by OSD and the Department of Commerce.

## SECTION G. TRAINING BASE

### 20. Sources and Options for Expanding Training Base Capacity

**The Services expand their institutional training bases to train NPS personnel** to support and sustain an expanded force structure. **The training base also provides reclassification and refresher training** for IAs who need it. Based on the rate of force expansion and attrition due to casualties, disease, and nonbattle injuries, **training base output requirements are determined and compared to available capacity.** If there is a shortfall, additional capacity is added by mobilizing additional training organizations from the RC, by hiring DOD civilian employees, and by contracting for additional instructors and other training resources from the private sector. Sources, options, and actions for expanding training base capacity are listed in Figure IV-7.