



DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
2000 NAVY PENTAGON
WASHINGTON, D.C. 20350-2000

IN REPLY REFER TO

OPNAVINST 1001.21B
N512K

10 JUNE 1998

OPNAV INSTRUCTION 1001.21B

From: Chief of Naval Operations
To: All Ships and Stations (less Marine Corps field addressees
not having Navy personnel attached)

Subj: TOTAL FORCE POLICY

Ref: (a) SECNAVINST 1001.37A
(b) OPNAVINST S3061.1D, Navy Capabilities and Mobilization
Plan (NCMP)
(c) "...From the Sea" White Paper of the Department of the
Navy (DON) of Sep 92
(d) "Forward ...From the Sea" (DON) 94
(e) "Forward ...From the Sea - The Navy Operational
Concept" (DON) of May 97
(f) DoD Directive 1215.6 of 14 Mar 97 (NOTAL)
(g) OPNAVINST 4423.3D (NOTAL)
(h) SECDEF MEMO of 4 Sep 97 (NOTAL)
(i) OPNAVINST 3060.7A (NOTAL)

Encl: (1) Naval Reserve Integration and Utilization
(2) Form OPNAV 1001/1, Flexible Readiness Report

1. **Purpose.** To implement guidance contained in reference (a) and issue a Total Force policy in consonance with references (b) through (i). This instruction is a substantial revision and should be reviewed in its entirety.

2. **Cancellation.** OPNAVINST 1001.21A

3. **Background**

a. The naval strategy outlined in references (c) through (e) calls for the integration of the Active and Reserve components into a seamless and cohesive Total Force capable of meeting all requirements in peacetime and in war. Diminishing resources and increasing operational commitments have also influenced efforts in ensuring that the Total Force is correctly shaped, trained, equipped, and optimized to respond to the full range of military operations and requirements from Peacetime Contributory Support (PCS) and Small Scale Contingencies (SSC) to Major Theater War (MTW) and national/domestic emergencies. The Total Force must be flexible, responsive and cost effective.

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b. This instruction sets forth Navy's Total Force policy for integration of both components into a single force optimized to respond decisively to all naval commitments. It also provides a structure for Reserve component mobilization training, which obtains maximum benefit to enhance the overall readiness of the Total Force. Enclosure (1) are guidelines for utilization and integration of the Naval Reserve.

4. **Policy.** The Navy will retain Active and Reserve forces and personnel - adequately resourced to accomplish their assigned wartime missions - to meet peacetime contingency requirements.

a. During peacetime, Navy will employ Reserve forces and personnel to relieve the stress on Active Operating Tempo (OPTEMPO) and Personnel Tempo (PERSTEMPO) by deploying, when practicable, and by fulfilling close-to-home Commander in Chief (CINC) requirements that enable the deployment of Active forces and personnel.

b. Active commanders will move toward full integration of their respective Reserve Components (RC).

5. **Action**

a. Addressees will implement policies contained in this instruction.

b. Resource sponsors will clearly define the peacetime and wartime roles of the Active Component (AC) and Reserve Component (RC) for their assigned mission areas.

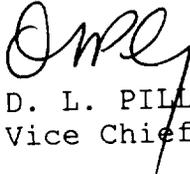
c. Echelon 2 commands will forward implementing directives to Chief of Naval Operations (CNO N51 and N095).

6. **Report and Form**

a. Symbol OPNAV 1001-10 is assigned to the report contained in paragraph 2a of enclosure (1) and is approved for 3 years from the date of this instruction.

b. Form OPNAV 1001/1 (6-98), Flexible Readiness Report, is provided as enclosure (2).

Distribution:
SNDL Parts 1 and 2


D. L. PILLING
Vice Chief of Naval Operations

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NAVAL RESERVE INTEGRATION AND UTILIZATION**1. General**

a. The Naval Reserve supports the overall mission of Navy as prescribed by Title 10, U.S.C., which states, "Be prepared to conduct prompt and sustained combat operations at sea in support of the U.S. national interests." Navy performs this mission under the guidance of reference (a) and within the framework of the strategic concept for littoral warfare described in the DON White Paper, "...From the Sea," expanded upon in "Forward ... From the Sea" and continued in "The Navy Operational Concept" (references (c) through (e)).

b. Within this governing concept, the mission of the Reserve component is, as defined in Section 10102 of Title 10 U.S.C., to "provide trained units and qualified persons available for active duty in the armed forces, in time of war or national emergency and at such other times as the national security may require..." Throughout the Cold War this meant training and structuring the Naval Reserve for full mobilization in support of a global conflict. References (a) through (f) direct a new strategy which demands the Selected Reserve (SELRES) be prepared to respond to the entire spectrum of requirements, including war or national emergency, contingency operations, military operations other than war (MOOTW), Peacetime Contributory Support (PCS), humanitarian operations, full or partial mobilization (including pre and/or post mobilization) and at such other times as the national security may require.

c. In keeping with current National Military Strategy, naval forces are structured to meet present and projected threat environments vastly different from those of the past. The shift in emphasis from global war to readiness for regional conflict and forward presence operations affords greater flexibility in meeting mobilization training requirements. This new flexibility continues to offer enhanced opportunities for the Selected Reserve (SELRES) to provide PCS to the Active Component (AC).

d. Naval forward presence, using components of both Active and Reserve forces, serves to deter aggression, enhance regional stability, protect and promote U.S. interests, improve interoperability with allies and provide timely initial crisis response.

e. PCS is defined in reference (a) as: Support to military missions, MOOTW or contingency operations, provided by members or units of the Reserve Components (RCs), or any other function which supports the mission needs of the AC.

Enclosure (1)

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2. **Peacetime Employment of the Naval Reserve.** Readiness to perform the full range of assigned missions and tasks is the objective of the Naval Reserve. PCS from the Naval Reserve to support forward presence operations is entirely consistent with this goal and provides a significant dividend to the Total Force. Rather than detracting from their primary mission, working alongside their Active counterparts increases the mobilization value of Reserve members and relates directly to their individual proficiency and readiness for crisis response throughout the spectrum of conflict.

To support this policy, a system of flexible readiness will be applied to the SELRES allowing AC commanders greater latitude in directing the activities of their assigned Reservists. The peacetime readiness level required of each unit will guide such direction and Individual Mobilization Augmentee (IMA) as determined by their Echelon 2 Active commander.

In addition, Reserve expertise in support of AC staffing functions of Total Force issues is essential to ensure maximum Reserve integration and Peacetime Contributory Support. Towards that end, Reserve Liaison Officers (RLO), formerly Reserve Cognizant Officers (RCog), shall be assigned to AC major commands and staffs, as required, to provide Reserve expertise. RLO's shall act as the principal Naval Reserve advisors to the Commander or Director of the AC component assigned for all Reserve training, PCS and related Reserve issues.

a. **Flexible Readiness.** Flexible readiness is the adjustment of the readiness state of various forces based on threat, warning time and the likelihood these forces will be employed. This adjustment in readiness applies to forces identified in Commander in Chief (CINC) Operational Plans (OPLANS) as well as forces described in the non-Area of Responsibility (AOR) specific OPLAN NR097, noted in reference (b). For the SELRES, this means certain units and IMA personnel will have readiness states below 100 percent of training plan requirements. This determination will be made by Echelon 2 Active commanders annually in August, for all SELRES units and IMA personnel within their claimancy and will be reported by them to the Chief of Naval Operations (CNO N093, N095, N1, N3/N5, N4, N7, N8), Chief of Naval Education and Training (CNET) and Commander, Naval Reserve Force (COMNAVRESFOR) for evaluation and corrective actions as appropriate. These Echelon 2 Active supporting commanders may also submit the report any time the priority for deployment/utilization of their assigned SELRES units/IMA's changes. The primary criteria for such determination will be the Time Phased Force and Deployment Data (TPFDD) contained in Unified and Fleet CINC OPLANS. For non-OPLAN TPFDD listed forces, this decision will be based on the Echelon 2 Active commander's own priority for deployment.

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COMNAVRESFOR will review the respective TPFDD to determine priority requirements in assigning Crisis Response-Immediate/Crisis Response-Delayed (CR-I/CR-D) units. Most importantly, this determination will reflect the Echelon 2 Active supporting command's ability to complete any post mobilization training requirements within the period available between the unit's mobilization and planned deployment.

b. Organization of the SELRES. To support the overall readiness of the Total Force and provide the appropriate level of mobilization training for each unit or IMA, the SELRES will be organized into two readiness categories:

(1) Crisis Response - Immediate (CR-I). Those units and IMA personnel whose mobilization assignment requires they maintain 100 percent training readiness in peacetime and are planned to be deployed within a nominal 14 days of any mobilization will be placed in the CR-I category. Flexible readiness will not apply to such units or individuals. Personnel in CR-I units may perform peacetime support functions consistent with maintenance of full training readiness.

(2) Crisis Response - Delayed (CR-D). Those units and IMA personnel, whose mission within the Total Force strategy allow them to maintain a training readiness not lower than training readiness level three (CRTNG C-3), will be placed in the CR-D category. Such units or IMAs may be organized to fulfill an Echelon 2 commander's need to meet certain preplanned crisis response roles, which do not require their immediate deployment.

These personnel will be available immediately for mobilization but will have sufficient time upon mobilization to complete any outstanding training requirements at their gaining command or at an intermediate staging area prior to deployment.

c. Priority Manning of SELRES Units. Consistent with a flexible system of readiness training, COMNAVRESFOR will ensure those units having highest priority, as determined by the Echelon 2 commanders, are manned ahead of all others. Additionally, when new units are brought on line, the Echelon 2 commander will determine their flexible readiness status.

3. Structure of the Naval Reserve

a. Office of the Chief of Naval Operations (OPNAV). The Chief of Naval Operations (CNO) is responsible for the organization, administration, training and equipping of the Naval Reserve, and for the mobilization planning required to reinforce and augment Active forces effectively. OPNAV

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Principal Officials are responsible for providing resources to fund Reserve manpower and equipment to support those mobilization requirements identified by Echelon 2 commanders. They coordinate with the Director of Naval Reserve (N095) on all matters pertaining to their Naval Reserve programs.

b. The Director of Naval Reserve (N095). The Director of Naval Reserve is the principal advisor to the CNO on all matters pertaining to the Naval Reserve Component except extended recall or mobilization to active duty which is the purview of Deputy Chief of Naval Operations (M&P) (N1). N095 exercises policy, direction, control, administration and management of the Naval Reserve for the CNO. He establishes plans, programs, units, organizations and procedures; monitors the status of mobilization readiness of units and personnel; and provides budgetary support for Naval Reserve activities and programs. The Director of Naval Reserve also holds the title Commander, Naval Reserve Force and the title Chief of Naval Reserve when testifying before or dealing with Congress. As COMNAVRESFOR, he is an Echelon 2 operational commander with additional duty responsibility to the Commanders in Chief, U.S. Atlantic and Pacific Fleets, Commander in Chief, U.S. Naval Forces Europe (CINCUSNAVEUR) and Commander, U.S. Naval Forces Central (COMUSNAVCENT) for Reserve matters. From them he obtains the Unified Commanders' requirements for joint training.

c. Total Force Advocate. The Total Force Advocate, Director, Strategy and Policy Division (CNO (N51)), formulates policy regarding optimum force mix to achieve peacetime and wartime Total Force objectives, monitors the Navy's overall Total Force planning and programming process and directs analytical studies to optimize Total Force personnel and hardware mix. Additionally, the Total Force Advocate will serve as the OPNAV Active Component representative on both the Secretary of the Navy National Naval Reserve Policy Board (NNRPB) and the Secretary of Defense Reserve Forces Policy Board (RFPB).

d. Deputy Chief of Naval Operations (Manpower & Personnel) (N1). N1 is responsible for Navy manpower validation and personnel mobilization policies and procedures. Manpower validation is exercised through the Director, Total Force Programming, Manpower and Information Resource Management Division (N12). Naval Reserve personnel mobilization policies and procedures are exercised through the Assistant for Naval Reserve Matters (N1R). The Chief of Naval Personnel is responsible for management of the Pretrained Individual Manpower (PIM) consisting of the Individual Ready Reserve (IRR), the Standby Reserve and Retired personnel (USN and USNR). The Navy Manpower Analysis Center (NAVMAC), under the direction of N12, validates manpower requirements identified by Active commanders

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through the Shore Manpower Requirements Determination Program (SMRDP), Ship Manpower Document (SMD) and Squadron Manpower Document (SQMD) processes respectively. N1R coordinates personnel mobilization policies and procedures and management of the PIM in conjunction with the Bureau of Naval Personnel (BUPERS) and the Naval Reserve Personnel Center (NRPC).

e. Ready Reserve. Comprised of military members of the Reserve organized in units or as individuals, and liable for involuntary order to active duty (AD) in time of war or national emergency under Title 10 U.S.C. sections 12301, 12302 and 12304. The Ready Reserve consists of the SELRES and IRR.

(1) SELRES. Consists of those units and individuals in the Ready Reserve, designated by the CNO and approved by the Chairman, Joint Chiefs of Staff, as so essential to initial wartime missions they have priority over all other Reservists. All SELRES are in an active status. SELRES are required to participate in Inactive Duty Training (IDT) and Annual Training (AT).

(a) Full Time Support (FTS) personnel. These are full-time civilian and active duty officer and enlisted personnel, both Naval Reserve and Regular Navy, who are assigned to support the Reserve component. FTS includes all personnel within the Training and Administration of Reserves (TAR) program. FTS also includes Reservists recalled to temporary duty for 180 days or more under Title 10 U.S.C. section 12301(d) and Canvasser Recruiters.

(b) SELRES Units. Units manned and equipped to serve and/or train either as Operational or Augmentation units. Operational units train and serve together. Augmentation units train together, but when mobilized, lose their unit identity and become part of the AC command or activity. Commissioned units are Operational units with their own organic or pre-staged equipment such as aircraft squadrons, ships, fleet hospitals, construction force and cargo handling battalions. These commissioned units are tasked to deliver a complete, operational entity to the fleet.

(c) Individual Mobilization Augmentees (IMAs). IMAs are individual members of the SELRES who are trained and preassigned to a RC billet, in an Active component or non-Department of Defense (DOD) organization, such as the Federal Emergency Management Agency (FEMA), which must be filled on, or shortly after, mobilization.

(2) Individual Ready Reserve (IRR). The IRR is a manpower pool comprised principally of former AC or

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SELRES members who still retain a military service obligation or other contractual commitment. Under public law, these individuals are subject to recall for mobilization on the same basis as SELRES, except that only those who qualify and volunteer may be called as part of a Presidential Selected Reserve Call-Up (PSRC) authority (Title 10 U.S.C. 12304). IRR members may voluntarily participate in training, with or without pay, for retirement points and promotion. Involuntary training for IRR members may not exceed 30 days a year.

f. Standby Reserve. The Standby Reserve consists of personnel maintaining their military affiliation without being in the Ready Reserve. These individuals are not required to perform training and are not part of units. The Standby Reserve serves as a pool of trained individuals, mobilized when needed to fill manpower needs in specific skills.

g. Retired Reserve. Consists of all Reserve and Regular personnel transferred to the Fleet Reserve or Retired Status. Retired Reservists may voluntarily train with a unit where they have pre-mobilization orders. Suitable pre-arrangements with the unit are required.

4. **Training the Reserve Force**. COMNAVRESFOR is responsible to the CNO for the peacetime training of the SELRES. Reserve training will mirror that received by Active forces and be conducted to meet the requirements of joint armed conflict as determined by the Navy Echelon 2 commanders within limits established by the Navy resource and Naval Reserve program sponsors. The Commanders of Combatant Commands shall exercise Training Readiness Oversight (TRO) for assigned Reserve units and personnel as stated in reference (f).

a. CR-I Training. Consistent with their status as drilling Reservists, members assigned to Reserve units and IMA billets designated CR-I shall be required to meet the same qualifications as their Active counterparts.

b. CR-D Training. Reserve members assigned to Reserve units or IMA billets designated CR-D will achieve and maintain the level of peacetime qualification designated by their respective Reserve Billet Training Requirement (RBTR). Performance of peacetime contributory support functions will be consistent with first attainment, and then maintenance of the requisite RBTR.

c. Coordination. Echelon 2 Active commanders must coordinate with appropriate Naval Reserve and CNET (as appropriate) program sponsors on the Navy Staff to ensure post-mobilization training is achievable within the deployment schedules of their CR-D units. Post mobilization training and

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recall requirements for CR-D units will be annexed to Manpower Mobilization and Support Plans (MMSPs) as required by reference (b) and reflected in their respective RBTR's.

d. Flexible Drills. All echelons throughout the Naval Reserve will ensure every effort is made to perform the maximum number of AT and IDT periods at the gaining command consistent with training requirements and available funding. Flexibility will be employed to schedule these periods such that they support training requirements first and then the peacetime contributory support needs of the gaining command for all CR-I units. For CR-D units, greater flexibility may be made to meet peacetime contributory support needs of the gaining command.

e. Readiness Reporting. Readiness reporting of commissioned Reserve Units will be via the Status of Resources and Training System (SORTS). For commissioned units this will be accomplished by direct submission of their SORTS message report. The readiness status for all other Reserve units will be reported via the Reserve Training Support System (RTSS). Augment readiness data is provided in the Reserve Unit Data Resource System (RUDRS) located in the Global Command and Control System (GCCS) environment.

5. Equipping the Naval Reserve Force. Platforms, systems and equipment will be horizontally integrated within Navy Active and Reserve components to ensure their full interoperability and maintainability throughout both components of Navy. Units in mission areas predominantly assigned to the Naval Reserve will equip for the full warfighting requirements of the mission.

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#	FIELD NAME	DESCRIPTION	SOURCES
1	AUIC	UIC of gaining command	RTSS -- DFAS
2	RUIC	UIC of drilling reserve unit	RTSS -- DFAS
3	UTC	Reserve Unit Type Code	RTSS -- GCCS
4	GCC	1: CINCUSNAVEUR, 2: CINCLANTFLT, 3: CINCPACFLT, 4: CONUS, 6: USMC	RTSS -- COMNAVRESFOR
5	RUNIT NAME	Reserve unit long name	RTSS
6	LOCATION	Reserve unit drill location	RTSS -- COMNAVRESFOR (associated Orig city)
7	BIL	Number of allowed billets	RTSS
8	RPN	Reserve Program Number	RTSS
9	GAINING COMMAND	Active duty gaining command	RTSS
10	MC	Major Claimant	BUPERS
11	RS	Resource Sponsor	BUPERS
12	RDD - MTW	Required Delivery Date - Major Theater War	OPLAN or CINC Planner
13	CRI/CRD	Crisis Response Immediate/Delayed	Assigned by Major Manpower Claimants

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