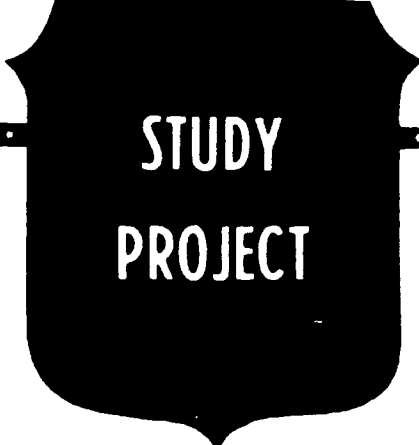


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RESERVE FORCES OF THE NATO ARMIES

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RESERVE FORCES OF THE NATO ARMIES

AN INDIVIDUAL STUDY PROJECT

by

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**ABSTRACT**

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Reserve forces comprise over half of the wartime strength of the armies of NATO member nations. With so much of this strength in a mobilizable status, it is important that commanders and staffs of NATO organizations know and understand the reserve systems on which they would depend in wartime. This study seeks to provide an overview of these systems in an unclassified format which can be used as a reference document.

With the Conventional Forces Europe Treaty, budget cuts, and manpower shortfalls, some NATO countries have proposed changes which will impact on their reserve systems. To the extent information was available, these proposals have been outlined in the applicable chapters. Descriptions of NATO affiliated associations are also incorporated, as are some basic conclusions and recommendations. Source materials for this research project include current publications, personal interviews, as well as official NATO and national documents.

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## INTRODUCTION

There are large numbers of reserve forces within the member armies of the North Atlantic Treaty Organization (NATO). Indeed, many of these armies would not be effective in wartime without the mobilization of their reserves. If the commanders and staffs of NATO headquarters are to understand the armies that are to be assigned to them, they should know and understand the reserve systems of those armies.

It has been my experience that NATO officers usually think of reserves within the context of their own countries. In fact, the composition, organization, training levels of reserve forces vary widely across the Alliance. For example, some countries, like the Netherlands and Germany, have standing cadre units which would have to be brought up to wartime strength by mobilizing reservists. Other countries, such as the United States, have a number of whole combat formations made up entirely of reserve component soldiers.

The purpose of this study is to provide an unclassified reference document that summarizes the army reserve systems of each NATO country. It is my hope it will be used by NATO ground component staffs to help them understand the reserve forces of the Alliance.

In order to compile the information contained in this paper, I focused my research on the following questions:

- o What reserve systems are found in NATO armies?
- o What changes are being made to these systems?

For the purposes of this study, a "reserve system" pertains to

the command and control, mission, organization, personnel, training, and logistics of a nation's army reserve, militia or army affiliated home guard.

Answering the first question involved collecting and sorting through data on each country's reserve forces. Answering the second question was more difficult. The occupation of Kuwait and uncertainty of the Soviet threat are slowing down the impetus to make changes to the reserve forces in some countries. As an example, long term decisions on changes to reserve systems in the United States will probably have to wait until units and individuals called up for Operation Desert Storm have been demobilized.

The paper begins with a background chapter, followed by chapters on the army reserve component systems in each NATO nation. Each of these chapters start with general information relating to a country's individual defense environment and its army. Following a discussion of the reserve system concerned, a description of any changes being considered will be provided. I have also incorporated a short chapter on the international reserve associations affiliated with NATO, followed by my conclusions and recommendations.

Admittedly, some chapters are more comprehensive than others. Where this occurs, it is normally the result of limited availability of information.

Two nations have been omitted altogether: Iceland, because it does not have an army; and Luxembourg, because it has no reserve.

**CHAPTER I**  
**BACKGROUND**

Most of the armies of the North Atlantic Alliance are organized with a mix of active and reserve forces. The size, composition, and the degree of mix is usually the result of a nation's perception of the Soviet threat, "out of area" commitments, and budgetary constraints.

Three NATO nations have volunteer reserve forces: Canada, the United Kingdom, and the United States. The remainder rely on conscripts to fill their ranks. Regardless of the source of personnel, NATO considers all reserve elements to be essential partners in the defense of the Alliance.

The NATO Handbook states: "Reserve forces ... play an important role in the whole spectrum of NATO's defence structure and in the event of crisis, would be required to take up positions and carry out tasks alongside Regular Forces."<sup>1</sup> In spite of their importance, some countries have not provided adequate training or resources to their reserves.

The institution of Total Force concepts in Canada, the United Kingdom, and the United States during the decades of the '70s and '80s has gone a long way to improve the reserve forces in those countries. The United States Army, for example, has equipped a number of National Guard units with M-1 "Abrams" tanks, M-2 "Bradley" fighting vehicles, as well as "Black Hawk" and "Apache" helicopters. Also, some units of

the Regular Army could not go to war without their logistical "tails" found in the Army Reserve (as witnessed by the mobilization of such units for Operation Desert Storm).

Some countries are planning and implementing army reorganizations which will affect their reserves. These are based on the need to cut costs or to respond to a decrease in the number of draft-age personnel.

With the unification of Germany and the signing of the Conventional Forces Europe Treaty (CFE), more reorganizations will probably follow in time. Some of these may include reductions in both active and reserve strength; while other nations may decide to reduce the size of their active armies and move force structure into the reserves. Exactly when these reorganizations may take place will probably depend on how soon the situations in the Soviet republics and the Persian Gulf stabilize.



NOTES - CHAPTER I

1. North Atlantic Treaty Organization, NATO Handbook, p. 77.

## CHAPTER II

### BELGIUM

#### GENERAL

Belgium is a charter member of NATO. It has excellent ports and transportation systems which constitute much of the vital lines of communication for the Central Region. This country is also host to both Headquarters, NATO and Supreme Headquarters Allied Powers Europe.

#### ARMY ORGANIZATION

The Belgian Army has two major commands, I (Belgian) Corps and the Interior Forces.<sup>1</sup> Reservists may have mobilization assignments to either.

First Corps is Belgium's land contribution to Allied Command Europe. Most of the Corps is forward deployed in Germany. It has two division headquarters, which have just recently been transferred out of the active Army and into the Reserve.<sup>2</sup> Two of the Corps' six combat brigades are also in the Reserve. Both of these organizations are configured as mechanized infantry.<sup>3</sup>

The Interior Forces include an active para-commando regiment, two active infantry brigades, and eleven territorial regiments made up almost entirely of reserves.<sup>4</sup> The important Army-wide functions of training, mobilization, and logistics are also under the direction of the Interior Forces.

#### EQUIPMENT

This army is plagued with older equipment. Some items

date to World War II and the Korean Conflict. Most of the oldest equipment is in the Reserve Force; however, some may still be found in active units.<sup>5</sup> This is cause for concern. Until the Reserve Force can be modernized, its effectiveness after mobilization will be in question.

#### BELGIAN RESERVE SYSTEM

The Belgian Army Reserve has a strength of about 120,000 soldiers, which is 70 percent of the Army's wartime composition.<sup>6</sup> These reservists are conscripts who have completed their active duty commitments.

The length of active service is dependent on rank. Enlisted conscripts serve for ten months on active duty in forward deployed units in Germany or twelve months in Belgium. Conscripts who are trained as noncommissioned officers (NCOs) are committed for twelve months. Reserve officers serve for thirteen months.<sup>7</sup>

Enlisted soldiers remain in reserve status for eight to fifteen years, depending on specialty. Officers and NCOs have a reserve obligation to forty-five or sixty years of age, depending on rank.

In the Belgian system, there are four classifications of reserves: complements, recalled reservists, Reinforcing Line, and Recruiting Reserve.<sup>8</sup>

When a conscript leaves active duty he is immediately placed in complement status for one year. If the soldier is mobilized in this status, he would return to his former unit.<sup>9</sup>

After completion of the complement year, the soldier becomes a recalled reservist. These individuals are assigned

to reserve units, and remain in those assignments for four years.<sup>10</sup> During that period, the reservist may be called up for training or actual mobilization.

The Reinforcing Line is a pool of trained reservists who are no longer assigned to units. Upon mobilization they would serve as individual replacements.<sup>11</sup> There are approximately 60,000 personnel in this category.<sup>12</sup> Each will remain in the Reinforcing Line until the end of his reserve obligation.<sup>13</sup>

The final classification is the Recruiting Reserve. This category includes all other untrained persons subject to mobilization. Men awaiting the draft, and even some who have been exempted, are examples of those who are part of the Recruiting Reserve.<sup>14</sup>

#### TRAINING

By doctrine, training call-ups of whole reserve units take place only once every four years. The duration of this training varies from eight days, for Interior Force troops, to twelve days, for I Corps units. Normally, these periods begin with refresher training, and end with a field training exercise (FTX). Unit leaders are called to duty for four to seven days (depending on rank) before the training begins.<sup>15</sup> In practice, units have gone five to six years between call-ups because of budgetary reasons. Furthermore, the Ministry of Defense has imposed a freeze on these call-ups for the second half of 1990 and all of 1991.<sup>16</sup>

There are also provisions for the officers and NCOs of a reserve unit to be activated annually for four days of training. However, according to the U.S. Defense Attache's

Office in Brussels, this does not always take place.<sup>17</sup>

Reserve officers and NCOs may volunteer for certain training activities. These periods normally involve unit administrative duties or professional development sessions sponsored by national reserve organizations.<sup>18&19</sup> The amount of voluntary training an individual can perform is limited to thirty days.<sup>20</sup>

There are also legal and budgetary restrictions on obligatory reserve training. Officers are limited to thirty days of training per year; while NCOs may only perform twenty-seven days of duty. The toughest restrictions are placed on enlisted reservists who cannot train more than sixty-six days in fifteen years. In practice; however, the Ministry of Defense permits only twenty-four days of enlisted training in fifteen years.<sup>21</sup>

#### MOBILIZATION

Belgium has developed a flexible military mobilization system. This system is designed to bring standing units up to wartime strength with complements, mobilize reserve units, and activate individual reservists from the reinforcing line. Flexibility is achieved because each of these activities can be undertaken simultaneously or independently as the situation dictates. In a general war, the leadership of the Army believes all reserve units can be mobilized in six days.<sup>22</sup>

Mobilization planning for Belgium's four hundred Army Reserve units is the responsibility of Mobilization Division, Interior Forces. This task is undertaken through five administrative organizations known as "mobilization units."

There are four or five depots subordinate to each mobilization unit where reserve units' equipment is stored and maintained.<sup>23&24</sup>

Belgium has organized an efficient alert notification system for mobilization. It uses a combination of electronic media, as well as personal delivery of orders by the Gendarmes (para-military police).<sup>25</sup> Upon notification, about 30 percent of each reserve unit will report directly to one of the mobilization depots to begin receiving equipment. The remainder of the unit reports to predetermined assembly areas.<sup>26</sup>

#### FUTURE

Major changes are expected in the Belgian Reserve system because of personnel and budget reductions. Many of the proposed changes resemble elements of the Dutch system.<sup>27</sup>

The proposals being discussed in the Belgian Ministry of Defense are based on three assumptions:

- o Belgium will continue to have conscription.
- o At least eight months of active duty will be required of all conscripts.
- o There will be sufficient preparation time for a period of intensive training before future conflicts.<sup>28</sup>

There are four proposals, or "enhancements" (as the Army staff calls them) that impact on the reserves:

- o Create partnerships between active and reserve units.
- o Integrate an active/reserve composite battalion into Army schools.
- o Change complement assignment policies.

o Change infrastructure.<sup>29</sup>

The first proposal is to create one on one partnerships between as many active and reserve battalions as possible. Under this proposal, an active battalion will be collocated with a reserve battalion and would be responsible for training the reserve battalion's officers and NCOs, maintaining its equipment, and assisting the unit if mobilized. During mobilization, 40 percent of the active battalion would be transferred to the reserve unit in order to give it a higher number of trained cadre personnel.<sup>30</sup>

The second proposal calls for integration of a composite battalion into army schools. This battalion would be composed of a headquarters, a school service company, one Flemish speaking reserve company, one French speaking reserve company, and an operations company. The operations company would have conscripts assigned, and would be responsible for operational demonstrations at the school or training center where it is located. When these conscripts are released from active duty, they would be transferred to one of the reserve companies.<sup>31</sup> With fresh conscripts continually moving through the reserve companies, this proposal, in theory, should provide well trained organizations of a particular arm or specialty. Over time, when their skills have started to wane, these soldiers will be transferred to the Reinforcing Line and replaced by a new set of soldiers with recent training.

The third proposal calls for a change in complement service to four months. The Belgians propose to call this service "short leave," a term used in the Netherlands.<sup>32</sup>

Leave status will allow for a recall at the General Staff level rather than a mobilization decision by the Prime Minister.<sup>33</sup> After this four month period, the soldier would be assigned to a reserve unit.<sup>34</sup>

The final proposal calls for an infrastructure change which would convert the mobilization depots to units.<sup>35</sup>

With these new "enhancements," has come a recommendation that unit call-ups for training be discontinued.<sup>36</sup> As mentioned earlier, the staff believes there will be sufficient time in future mobilizations to allow for training.



NOTES - CHAPTER II

1. Interview with Roger N. Yarbrow, LTC, Assistant Army Attache, U.S. Embassy, Brussels, 5 December 1990.
2. Ibid.
3. International Institute for Strategic Studies, The Military Balance 1990-1991, p. 59.
4. Interview with Willy Van Caester, COL, Belgium Army, Mobilization Division, Interior Forces, Brussels, 5 December 1990.
5. Robert R. Ulin, "Belgium: The Strategic Hub," in NATO - Warsaw Pact Force Mobilization, ed. by Jeffrey Simon, pp. 417-418.
6. Yarbrow interview.
7. "Reserve has Bigger Role as Result of Reduction," The Officer, July 1990, p. 23.
8. Ulin, p. 408.
9. Ibid., pp. 408-409.
10. Ibid.
11. Ibid.
12. Van Caester interview.
13. Ulin, p. 409.
14. Ibid., p. 408.
15. Van Caester interview.
16. Roger N. Yarbrow, LTC, Assistant Army Attache, U.S. Embassy, Brussels, memorandum to author, 4 March 1991.
17. Yarbrow interview.
18. Ibid.
19. In some European countries, reserve associations take on an almost semi-official character. In this case, the Belgium government provides subsidies to the Reserve Officers National Royal Union and the Reserve NCOs National Royal Union for such training ("Reserve has Bigger Role as Result of Reduction," The Officer, p. 23).

20. Van Caester interview.
21. Ibid.
22. Ibid.
23. There are a total of 22 depots across Belgium.
24. Ibid.
25. Ulin, pp. 411-413.
26. Van Caester interview.
27. See Chapter IX.
28. Interview with Jean Herreweghe, LTC, Belgium Army Staff, Brussels, 5 December 1990.
29. Ibid.
30. Ibid.
31. Ibid.
32. Ibid.
33. Yarbrow memorandum.
34. Herreweghe interview.
35. Ibid.
36. Ibid.

## CHAPTER III

### CANADA

#### GENERAL

Geographically, Canada is the second largest country in the world. It also has the world's longest coastline since it borders three oceans.<sup>1</sup>

The Canadian military structure is unique. Since 1968, the Canadian Forces have been unified without separate service components.<sup>2</sup> Its land element is one of only three in NATO to be made up entirely of volunteers.

Strategically, its defense priorities are (from highest to lowest):<sup>3</sup>

- o Protection of Canadian Territory.
- o Defense of North America.
- o Defense in NATO areas Atlantic and Europe.
- o Cooperation in United Nations peace keeping measures.

#### ORGANIZATION

The Canadian forces are organized into functional commands. With no army per se, one can find it difficult to count soldiers. For example, Canada has a communications command responsible for strategic communications. The question arises whether to count communicators as soldiers, sailors, or airmen. To avoid such pitfalls, I have relied on figures provided by the International Institute for Strategic Studies. It counts the active land forces at about 23,500 soldiers.<sup>4</sup>

Most of the land warfare organizations are found in the Mobile Command and in Canadian Forces Europe. The active elements of the Mobile Command include a division headquarters (minus), two brigade groups, and a special service force.<sup>5</sup> The land forces in Europe are comprised of a forward deployed divisional headquarters element and a mechanized brigade group.<sup>6</sup>

### CANADIAN RESERVE SYSTEM

Like the Regular Force, Canada's Reserve Force is an all-volunteer organization. This force has four sub-components called the Primary Reserve, Supplementary Reserve, Cadet Instructor List, and Canadian Rangers.<sup>7</sup>

The Primary Reserve is essentially what we have come to know in the United States as the Selected Reserve. It includes the Militia, Communications Reserve, Naval Reserve, and Air Reserve.<sup>8</sup> Members of the Primary Reserve typically train one evening a week, one weekend per month, and two weeks each summer.<sup>9</sup> There is no job-protection legislation for reserve participation in Canada, so many reservists must use vacation time to train.<sup>10</sup>

The Supplementary Reserve is a mobilization pool of individual reservists.<sup>11</sup> It numbers about 28,500 for all elements of the Canadian Forces.<sup>12</sup>

The Militia, Communications Reserve, Cadet Instructors and Rangers will be covered in separate sections in this chapter.

### MILITIA

The mission of the Militia is "to supply units, sub-units

or individuals to the Regular Force and to provide a base for mobilization."<sup>13</sup> There are 18,800 soldiers in the Militia, making it the largest element in the Primary Reserve.<sup>14</sup>

The Militia is under the control of the Mobile Command. It is organized geographically into areas and districts.<sup>15</sup> Units include eight armored battalions, eighteen field artillery battalions, fifty-two infantry battalions, eleven engineer battalions, twenty support battalions of various types, and a medical company.<sup>16</sup>

Militia soldiers periodically participate in exercises like Rendezvous, Fallex, and En Garde. They do so by augmenting Regular Forces with individuals, sections, and platoons. These arrangements have proven successful in the past, and are a plus for Canada's Total Force concept.<sup>17</sup>

Elements of the Militia have taken on "real world" missions as well. Companies from the Governor General's Foot Guard and the Canadian Grenadier Guards perform ceremonial duties in Ottawa each summer. Militia units have also undertaken security duties at Canadian Forces bases. Some of their most important missions have been U.N. peacekeeping duties in Cyprus, Namibia, and the Golan Heights.<sup>18</sup>

#### **COMMUNICATIONS RESERVE**

The Communications Reserve augments the regular Communications Command with its 1,700 personnel. This element of the Primary Reserve is organized into twelve squadrons and three separate troops.<sup>19</sup>

These organizations are equipped with tactical and strategic communications equipment which makes them valuable

both as mobilization entities and as support to civil emergency authorities. Like the Militia, the Communications Reserve has been used in peacekeeping operations.<sup>20</sup>

#### CADET INSTRUCTORS LIST

There are 7,000 reserve officers on the Cadet Instructors List. Their primary duty is to provide training to the Canadian Cadet Leagues. The Cadet Leagues are comprised of some 70,000 Canadian young people between the ages of twelve and eighteen.<sup>21</sup> Their training program consists of leadership, physical fitness, and military related activities in the land, sea, and air disciplines.<sup>22</sup> Besides providing a valuable service to Canada's youth, Cadet Instructors are also developing potential recruits for the Regular and Reserve Forces.

#### CANADIAN RANGERS

The Canadian Rangers were formed in 1947. Their primary function is to provide reconnaissance and surveillance in the sparsely populated northern and coastal regions.<sup>23</sup> They also act as guides, advisors and survival instructors in operations and exercises.<sup>24</sup>

There are 750 rangers under the Northern Region Command and about nine hundred assigned to the Maritime Command.<sup>25</sup> Rangers are organized into patrols, companies, and platoons. Each ranger is equipped with a .303 bolt action rifle and two hundred rounds of ammunition. They normally do not wear uniforms in the course of their duties.<sup>26</sup>

#### FUTURE

Rear Admiral Waldron N. Fox-Decent, Canadian Forces Chief

of Reserve and Cadets, recently wrote, "...the 90's may well be the era of the Reserves."<sup>27</sup> The Admiral expects Canada's Reserve Forces may increase in importance especially if the number of Regular Forces are reduced.<sup>28</sup>

There have been recent pay increases and benefit packages passed in Canada which should create more equity between the Reserve and Regular Forces.<sup>29</sup>

NOTES - CHAPTER III

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2. "Allied Forces Central Europe," Truppendienst Handbook, The Armies of the NATO Nations, p. 119.
3. Ibid., pp. 118-119.
4. International Institute for Strategic Studies, The Military Balance 1990-1991, p. 60.
5. Ministry of Supply and Services Canada, Defence 89, pp. 139-140.
6. Ibid., p. 147.
7. Fox-Decent, p. 26.
8. Ibid., p. 26.
9. Ibid.
10. Ibid., pp. 24-26.
11. Ibid., pp. 27-28.
12. International Institute for Strategic Studies, p. 60.
13. Fox-Decent, p. 27.
14. International Center for Strategic Studies, p. 60.
15. Fox-Decent, p. 27.
16. International Institute of Strategic Studies, p. 60.
17. Ministry of Supply and Services Canada, pp. 46-47.
18. Ibid.
19. Fox-Decent, p. 27.
20. Ibid.
21. Ibid., p. 28.
22. Ministry of Supply and Services Canada, p. 24.
23. Fox-Decent, p. 28.
24. Ministry of Supply and Services Canada, p. 82.



25. International Institute for Strategic Studies, p. 60.
26. Fox-Decent, p. 28.
27. Ibid., p. 24.
28. Ibid.
29. Ibid., p. 26.

## CHAPTER IV

### DENMARK

#### GENERAL

Denmark, in close cooperation with Germany, helps guard NATO against hostile action from the Baltic Sea. In wartime, most of this mission would come under the "umbrella" of Allied Forces Baltic Approaches (BALTAP), a principal subordinate command to Allied Forces Northern Europe (AFNORTH). BALTAP is commanded by a Danish general officer who doubles as Commander-in-Chief, Danish Operational Forces in wartime.<sup>1</sup>

Realizing that neutrality did not prevent an attack by Nazi Germany in April 1940, and a Nordic defense system not being possible, the Danes have favored NATO membership since the beginning of the Alliance. Ironically, the majority of Danish citizens do not support increases in defense spending.<sup>2</sup>

The Danish Government is also sensitive to the peacetime stationing of foreign troops on its soil. Therefore, plans have been developed to deploy about 25,000 U.S. Marines and other allied reinforcements to Denmark if they are needed in wartime.<sup>3</sup>

#### ARMY ORGANIZATION

The Danish Army is mainly a mobilization force. It relies on reserve augmentation more than its sister services.<sup>4</sup> There are over 52,000 Army Reservists in contrast with only 19,400 active soldiers, including 9,900 conscripts. The Army is organized with a Covering Force and a Regional Defense

Force.<sup>5</sup>

The Covering Force is made up of two geographical commands and a division headquarters. Major subordinate organizations include five mechanized infantry brigades and a standard infantry brigade (minus). Each mechanized infantry brigade has one armored battalion, one active mechanized infantry battalion, one reserve mechanized infantry battalion, an artillery battalion, and support units.<sup>6</sup>

The Regional Defense Force is organized geographically with seven regional headquarters, two infantry brigades, and seven regimental combat teams.<sup>7</sup> This command is a cadre organization heavily dependent on the Army Reserve during mobilization.<sup>8</sup>

#### DANISH RESERVE SYSTEM

Conscripts serve on active duty for nine to twelve months. After basic training, an entire conscript training unit is assigned to an operational command. Then, at the end of that unit's active duty commitment, it changes in place to a reserve unit. These soldiers, becoming reservists, will continue to train and exercise with their units during periodic call-ups.<sup>9</sup> Enlisted reservists serve an obligation until they are fifty years old.

Reserve officers and NCOs have an active commitment of 27 months. The first eighteen to twenty-four months are devoted to training. Then, they serve out the remainder of their active duty period in a mobilization unit.<sup>10</sup> The reserve obligation for officers and NCOs is to a maximum of sixty years of age.<sup>11</sup>

## MOBILIZATION RESERVE FORCE

The Danes believe they can mobilize their reserve forces in twenty-four hours.<sup>12</sup> They also plan for their division and brigades to be in position within forty-eight hours.

Upon mobilization, reservists assigned to Covering Force units will have the initial responsibility for securing reception facilities for allied reinforcements.<sup>13</sup> Regional Defense Command units will be involved in coastal defense and territorial security missions. They will be assisted in these missions by the Danish Home Guard.<sup>14</sup>

## DANISH HOME GUARD

The Danish Hjemmevaernet, or Home Guard, is a volunteer territorial defense organization which can be mobilized in time of war. While it is part of the National Defense establishment, it is not considered part of the Army Reserve.

The Home Guard was founded in 1945 by veterans of the resistance movement during World War II. It was later institutionalized by Parliament in 1948.<sup>15</sup>

The purpose of the Home Guard is to support the three military services in their home defense missions; consequently its branches are the Army Home Guard, the Naval Home Guard and the Air Force Home Guard.<sup>16</sup> For the purposes of this study, only the Army Home Guard will be discussed.

The Army Home Guard has over 55,000 personnel assigned.<sup>17</sup> Its members are permitted to keep their weapons, ammunition, and equipment at home. In this way, response time would be reduced if they are called up. In fact, the Home Guard plans on being mobilized with one hour's notice.<sup>18</sup>

To be a member of the Home Guard, a Danish man or woman must be at least eighteen years of age. Enlistment is for one year and contracts are renewed annually.<sup>19</sup> The upper age limit is fifty.<sup>20</sup>

The mission of the Army Home Guard includes:

- o Surveillance and reconnaissance.
- o Security of permanent installations, depots and, key points.
- o Isolating and enveloping small enemy forces.
- o Immediate action against enemy airborne or seaborne landings.<sup>21</sup>

Basic training for the Home Guard involves two hundred hours of instruction over a three year period. Recruits with prior military service are exempted from basic training, but must complete twenty-four hours of continuation training a year like all other Home Guard members.<sup>22</sup> Unit commanders also attend courses which are about a week in duration.<sup>23</sup>

The Home Guard is under the Ministry of Defense in peacetime. It is commanded by the Chief of the Home Guard who has a joint service staff to assist him.

The Army Home Guard is organized geographically into regions, districts, and companies. During mobilization, land units of the Home Guard would be transferred to Army regional commands.<sup>24</sup>

In terms of readiness, there are two positive things happening in the Home Guard. First, the average age of members is being lowered. Secondly, enlistments of individuals with prior military service is increasing.<sup>25</sup>

Reservists are permitted to be members of both the Home Guard and the Reserve as long as they are not assigned to key positions. The purpose for this consent is to improve reservists' training. However, mobilization could deplete Home Guard companies at a time when they would be needed most.<sup>26</sup>

NOTES - CHAPTER IV

1. "Allied Forces Northern Europe," Truppendienst Handbook: The Armies of NATO Nations, 1987, p. 246.
2. Christian Thune, "Danish Defense Problems," in NATO - Warsaw Pact Force Mobilization, ed. by Jeffrey Simon, pp. 501 & 503.
3. Ibid., p. 503.
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6. Ibid.
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10. Essemann, p. 33.
11. Alexander A. C. Gerry, "Concepts and Issues in the 1990s," The Officer, July 1990, p. 13.
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13. Ibid.
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15. Danish Ministry of Defense, The Danish Home guard, p. 1.
16. O. K. Lind, et al., p. 26.
17. International Institute for Strategic Studies, p. 62.
18. Thune, p. 504.
19. Danish Ministry of Defense, p. 4.
20. International Institute for Strategic Studies, p. 62.
21. Danish Ministry of Defense, p. 2.
22. George J. Stein, "Home Guard Forces in NATO," Military Review, February 1990.

23. Danish Ministry of Defense, p. 4.
24. Ibid., p. 2.
25. Thune, p. 504.
26. Ibid.



## CHAPTER V

### FRANCE

#### GENERAL

France is a country with a long military tradition. While the Army of the French Republic has had its ups and downs with respect to popularity at home, it currently enjoys a "high reputation" with most of the French population.<sup>1</sup> This factor is important to a strong army and reserve system.

France is a charter member of NATO and a nuclear power. In 1966, President Charles de Gaulle withdrew his country from the integrated military command structure of the Alliance; a situation which still exists today. In spite of this fact, France has maintained a cooperative stance within NATO through bilateral agreements with other members.<sup>2</sup>

#### ARMY ORGANIZATION

The French Army is organized into the First (French) Army which is comprised of three corps. It also consists of the Rapid Reaction Force (FAR), Foreign Legion, Territorial Defense Army, and the multinational Franco/German Brigade.<sup>3</sup>

Reserves make up two light armored divisions, most of a separate territorial division, and the bulk of the Territorial Defense Army. They also provide individual replacements to First Army and the FAR.<sup>4</sup>

The Territorial Defense Army is comprised of six military regions with one or two defense zone brigades assigned, twenty-two territorial divisions, an infantry division, and

six frontier infantry regiments.<sup>5</sup>

### FRENCH RESERVE SYSTEM

The French Army Reserve has 325,000 soldiers earmarked for mobilization.<sup>6</sup> According to the International Institute for Strategic Studies in London, the French Army has a total mobilization potential of 915,000 reservists. These figures contrast with an active army strength of 288,000.<sup>7</sup>

In France, as in many other countries, reservists have not always been considered to be "full partners" in the Nation's defense. In fact, the Chief of Staff of the French Army was relieved in 1911 for suggesting an increase to the number of reserve regiments and an organization which, if implemented, would have been an early total force concept.<sup>8</sup>

Today, however, reservists in the French Army comprise 35 percent of armored and mechanized organizations, 29 percent of the FAR, 77 percent of all support troops, and 70 percent of the territorial forces.<sup>9</sup>

Conscripts serve on active duty for a total of twelve months. Following this commitment, they are transferred to the "Military Service Reserves."<sup>10</sup> These reservists will normally be assigned to a unit in their home locality, and are subject to periodic refresher training. Refresher training cannot exceed one month each year or a total of six months.<sup>11</sup>

Reserve soldiers are transferred to the "Defense Service Reserve" after they are thirty-five years old. They remain in this status until age fifty.<sup>12</sup>

Reserve officers and NCOs are normally assigned as augmentees in active units or Army schools.<sup>13</sup> To better

prepare reserve officers for service on division or higher level staffs, the Reserve Officers Staff College was founded in 1958. This school provides centralized and decentralized training for reserve officers over a period of three years. At the end of the training, graduates are awarded a "staff certificate" which authorizes them to be assigned to certain staff assignments.<sup>14</sup>

#### MOBILIZATION

The French Army plans to be able to mobilize its entire reserve force in ninety-six hours. Reserve units will process through mobilization centers geographically located throughout France. Reserve augmentees to active units would report directly to those units.<sup>15</sup>

Like their Belgian counterparts, the French Gendarmerie will assist the Army by distributing mobilization orders to individual reservists.<sup>16</sup>

#### FUTURE

There is a reorganization taking place in the French Army known as Armees 2000. It is reported there will be some policy and structure changes as well as equipment modernization. However, it is not anticipated this reorganization or the CFE agreement will significantly alter the role of the French Reserve.<sup>17</sup>

NOTES - CHAPTER V

1. "Allied Forces Central Europe," Truppendienst Handbook: The Armies of the NATO Nations, 1987, p. 136.
2. Ibid., pp. 135-136.
3. International Center for Strategic Studies, The Military Balance 1990-1991, p. 63.
4. Ibid.
5. Ibid.
6. Ibid.
7. Ibid.
8. Diego A. Ruiz Palmer, "France," in NATO - Warsaw Pact Force Mobilization, ed. by Jeffrey Simon, p. 271.
9. "Les Reserves et Armees 2000," Terre information, December 1990, pp. 4-5.
10. Ruiz Palmer, p. 287.
11. Ibid., pp. 286-287.
12. Ibid., p. 287.
13. Ibid.
14. Robert Erickson, LTC, Assistant Army Attache, U.S. Embassy, Paris, Memorandum to author, 21 December 1990.
15. Ruiz Palmer, pp. 286-287.
16. "Reserve Forces Remaining Vital in "Armees 2000 Reorganization," The Officer, July 1990, p. 37.
17. Ibid., p. 34.

## CHAPTER VI

### GERMANY

#### GENERAL

The Bundeswehr, or Federal Armed Forces, was created in 1955 in response to the Soviet threat.<sup>1</sup> The new German Army was designed to be a twelve-division force; however, it took a number of years before this force structure was fully in place. To compensate for volunteer shortfalls, German authorities established a system of national conscription.<sup>2</sup>

While reserve manpower pools were created in the German Army as a result of conscription, it was not until the Heerstruktur III reorganization that an effective reserve structure was created.<sup>3</sup> Heerstruktur III began in 1967 as a result of NATO's doctrine of "Flexible Response."<sup>4&5</sup> It provided for a more effective means of providing reservists as wartime replacements and fillers for the Field Army, and it also created a Territorial Army.<sup>6</sup>

#### FIELD ARMY

The Field Army is composed of three corps. All of these corps would fall under NATO command in wartime. I (German) Corps is designated to the Northern Army Group (NORTHAG); while II and III Corps will be under Central Army Group (CENTAG). German divisions include six armored, four armored infantry, one airborne and one mountain.<sup>7</sup>

For years Germany was thought to be NATO's front line in the Central Region. Before unification, it was considered

probable that Army maneuver elements might be engaged with a Warsaw Pact enemy before reservists could be sufficiently mobilized. Consequently, Active Component soldiers are about 90 percent of a Field Army brigade's wartime strength.<sup>8</sup>

In the Field Army, most reservists fill positions in division headquarters and combat service support units.<sup>9</sup> Since divisional brigades have enough organic logistical assets to operate independently for short periods of time, the division's dependency on reservists was not considered to be as time-critical.<sup>10</sup>

#### TERRITORIAL ARMY

The Territorial Army is responsible for Germany's home defense mission, as well as rear area security and support. Most of its strength are reservists, thereby freeing up more active soldiers for combat organizations in the Field Army.<sup>11</sup>

The Territorial Army is divided into three Territorial-Kommandes, or territorial commands: Northern, Southern, and Schleswig-Holstein. The German Territorial Northern and Southern Commands are broken down into districts (WBK), regions (VBK), and subregions (VKK). There are no districts in Territorial Command Schleswig-Holstein.<sup>12</sup> Each command has a varying number of home defense brigades assigned to it.

With the exception of two home defense brigades, the rest of the Territorial Army will remain under national control in wartime.<sup>13</sup>

#### ARMED FORCES COMMAND, EAST

The Bundeswehrkommando Ost, or Armed Forces Command, East, has been organized to oversee the dissolution of the

National Volksarmee (NVA) of the now defunct German Democratic Republic (GDR); as well as the integration of a some NVA elements into the Bundeswehr.

One important function of this organization is the formation of the Territorial Eastern Command. This new command will differ in structure from the established territorial commands as it will be organized as an army corps.<sup>14</sup>

Two new district commands (WBK VII and WBK VIII) will be organized as divisions. Within these divisions will be a total of six brigades organized from the remnants of six NVA divisions. These brigades will not be fully manned, and will be augmented by reserves in order to bring them to full wartime strength.<sup>15</sup>

#### **GERMAN RESERVE SYSTEM**

As of November 1990, the German Army numbered approximately 340,000 active duty soldiers. When reservists are added, the mobilizable wartime strength comes to about 1.045 million.<sup>16</sup>

The German Army Reserve system is based on conscription. German conscripts serve in the Active Army for a period of twelve months and are then transferred to the Reserve. This is in contrast to a year ago when the obligation was fifteen months.<sup>17</sup>

By law, these soldiers are obliged to remain in the Reserve until they are forty-five years old. In practice, however, most are released at age thirty-two.<sup>18</sup>

Conscripts who serve as NCOs remain on active duty for

fifteen months. They then serve as reservists until age forty-five; however, NCOs can be required to remain on the roles until age sixty if they are needed.<sup>19</sup>

Reserve officers have an active commitment of eighteen months with a reserve obligation to sixty years of age.<sup>20</sup>

Something needs to be said at this point about NVA reservists. While a few active soldiers from the NVA are being allowed to transfer to the Bundeswehr, the NVA Reserve is being completely dissolved. However, active personnel who have transferred from the NVA will incur an obligation in the Bundeswehr Reserve.<sup>21</sup>

### TRAINING

The amount of training a German Army Reserve soldier receives is limited by law. Enlisted soldiers may not have more than nine months of training in his entire reserve career. NCOs are limited to fifteen months while reserve officers are limited to eighteen months of training.<sup>22</sup>

The average reservist performs approximately twelve days of training over a two year period. As a rule, this will be in the form of a unit mobilization exercise or some form of individual training.<sup>23</sup> Individual training periods are designed to meet the requirements of a reservist's mobilization unit or to attend courses at Army schools.<sup>24</sup>

The German Army is having a problem with attendance at exercises. According to the German Ministry of Defense, a full 40 percent of reservists called-up for training are excused.<sup>25</sup> Also, a poll conducted in 1988 of German reservists, their families, and employers showed significant



dissatisfaction with training exercises. Over 66 percent of reservists polled had "little consent" for exercises; nearly 28 percent had "medium consent," and only six percent "agreed." Employers had similar views with nearly 68 percent of them voicing a "low" or "very low" approval rating. Wives or partners of reservists registered a whopping 71.8 percent "low" to "very low" consent level.<sup>26</sup> Reservists told pollsters the "...predominately negative factors in the civilian environment...could be alleviated if the exercises would be useful, challenging, and as an equitable burden...."<sup>27</sup> In the opinion of those reservists, "...the unavoidable burden involved in military service is aggravated by the manner in which the exercises are conducted."<sup>28</sup>

Neither the "no-show" nor the satisfaction problems were specifically attributed to the amount of notification reservists received before an exercise. However, it may have had an impact. German law only requires four weeks prior notification. In practice, most reservists have been getting about four months warning,<sup>29</sup> but even that much may not be enough for some employers. The Bundeswehr is correcting the problem by attempting to give notice to participating reservists one year in advance.<sup>30</sup>

#### FUTURE

The future organization of the Bundeswehr will be somewhat different than it is today. A reorganization has been planned for some time. Initially, it was demographic problems and budget reductions drove these changes, but now these initiatives seem to fit comfortably into the European

peace process.<sup>31</sup>

The combined field force/ territorial structure being adopted in the former GDR may become the model for reorganizations in the western part of the country. Under this concept, home defense brigades would be inactivated. Combat arms brigades would be formed in their place with a combination of active and semi-active (cadre) battalions. The Ministry of Defense sees this as an efficient way to reduce strength while maintaining effective force structure capable of rapid build-up.<sup>32</sup>

NOTES - CHAPTER VI

1. Phillip A. Karber and John H. Milam, "The Federal Republic of Germany," in NATO - Warsaw Pact Force Mobilization ed. by Jeffrey Simon, p. 247.
2. Ibid., pp. 248-250.
3. Ibid., p. 250-253.
4. Ibid.
5. See also NATO MC 14/3.
6. Karber and Milam, p. 252-253.
7. Federal Ministry of Defense (Germany), White Paper 1985: The Situation and the Development of the Federal Armed Forces, p. 193.
8. Karber and Milam, p. 255.
9. Ibid.
10. Ibid., p. 259.
11. Ibid, p. 253.
12. Interview with Fritz Shreiber, LTC (GS), German Army, Ministry of Defense, Federal Republic of Germany, Bonn, 16 November 1990.
13. Ibid.
14. Ibid.
15. Ibid.
16. Ibid.
17. International Institute for Strategic Studies, The Military Balance 1990-1991, p. 67.
18. Schreiber interview.
19. Ibid.
20. Ibid.
21. Ibid.
22. "Reserve Set to Function as Planned by Mid-'90s," The Officer, July 1990, pp. 41-42.

23. Ibid., p. 42.
24. Federal Ministry of Defense (Germany), p. 41.
25. Shreiber interview.
26. Ruediger Moniac, "Poll: Reservations Vis-A-Vis Commitment as Reservist," Die Welt (Bonn), 25 August 1988, p. 4.
27. Ibid.
28. Ibid.
29. Schreiber interview.
30. Ibid.
31. Ibid.
32. Ibid.

## CHAPTER VII

### GREECE

#### GENERAL

Greece is located on the Balkan Peninsula between the Ionian and Aegean Seas. Its position in the Eastern Mediterranean Region makes it strategically important to NATO.

Greece has been a member of the Alliance since 1954. It left the integrated military command structure in 1974 because NATO failed to prevent the Turkish attack on Cyprus. It returned to the command structure in 1980; however, the Cyprus issue is still one of considerable sensitivity.<sup>1</sup>

#### ARMY ORGANIZATION

Land defense in Greece is organized with an Active Army (117,000 soldiers), an Army Reserve (230,000 soldiers), and a National Guard (120,000 soldiers).<sup>2</sup> The Army force structure is divided between the Field army and the Territorial Army.

The Field Army is organized with four corps headquarters, eleven infantry divisions, one mechanized division, an armored division, and a commando division. In wartime, 230,000 reservists would fill positions within these organizations.<sup>3</sup>

The Territorial Army consists of one active brigade and five active light infantry regiments for a total of 16,500 soldiers. The remainder of this force is comprised of eighty National Guard battalions.

The Greek National Guard has been given the island and coastal defense portion of the territorial mission. Its units

are manned with a cadre of 13,500 active duty and 120,000 mobilizable soldiers.<sup>4</sup>

#### HELLENIC RESERVE SYSTEM

In the Greek system, a conscript enters service at around twenty-one years of age and serves on active duty for about twenty months.<sup>5&6</sup> Once leaving active service, the conscript fulfills a reserve obligation. The upper age limit of that obligation could be from age thirty-five to fifty, depending on rank and specialty.<sup>7</sup>

Reserve officers are selected from conscripts after basic training. Selection is based on the candidates education level, civilian skills and the needs of the service. Training for these prospective officers is carried out in a number of Army Reserve schools around Greece.<sup>8</sup>

Reserve NCOs are also selected from conscripts following initial active duty training. Unlike officers, however, NCO training is conducted within individual regiments.<sup>9</sup>

Greek reservists may be called to active service for training, emergency, or war.<sup>10</sup> However, these reservists are limited to a maximum of thirty days of training in a three year period.<sup>11</sup>

A particularly interesting feature of the Greek Reserve System is the statutory support required of civilian employers. Reservists are provided leaves of absence with full pay while on duty. Government employees may choose whether to continue with their civilian salary or accept military pay.<sup>12</sup>

## MOBILIZATION

Mobilization is declared by the Greek Government through the Ministry of Defense. Notification of reservists may be written, or take place by means of mass media .<sup>13</sup>

In peacetime, units in the Greek Army are manned at one of three different levels. Category "A" units are at 85 percent fill and considered fully ready. Category "B" units are filled to 60 percent strength and can be ready in twenty-four hours. Category "C" units are manned at 20 percent strength and can be ready in forty-eight hours. Most of the Field Army units are either Category "A" or "B". National Guard battalions are all Category "C".<sup>14</sup>

NOTES - CHAPTER VII

1. "Allied Forces Southern Europe," Truppendienst Handbook: The Armies of the NATO Nations, p. 303.
2. International Institute for Strategic Studies, The Military Balance 1990-1991, p. 69.
3. Ibid.
4. Ibid.
5. "Reserve Forces Ensure Country Meets National Security Goals," The Officer, July 1990, p. 46.
6. International Institute for Strategic Studies, p. 69.
7. "Reserve Forces Ensure Country Meets National Security Goals," p. 46.
8. Ibid.
9. Ibid.
10. Ibid.
11. Alexander A. C. Gerry, "Concepts and Issues in the 1990s," The Officer, p. 13.
12. "Reserve Forces Ensure Country Meets National Security Goals," p. 46.
13. NATO Defense College Course 73, The Employment of "Reserve" Forces within ACE (Turkey and Greece), pp. 5-6.
14. International Institute for Strategic Studies, p. 69.



## CHAPTER VIII

### ITALY

#### GENERAL

Italy is a charter member of NATO. It has particular strategic significance as it borders Yugoslavia and the alpine neutrals of Switzerland and Austria on the north, with much of its land mass extending into the Mediterranean Sea toward Africa.

Italy is host to a number of NATO command headquarters. Among them are Commander-in-Chief, Allied Forces Southern Europe (CINCSOUTH); Commander, Allied Land Forces Southern Europe (LANDSOUTH); and Commander, Southern European Task Force (SETAF).

#### ARMY ORGANIZATION

The Italian Army is organized with a field Army and a territorial defense organization. The Field Army is organized into three corps. The Territorial Defense Forces primarily consist of two independent mechanized brigades, three independent motorized brigades and a "Rapid Intervention Force (FIR)."<sup>1</sup>

Active soldiers in the Army number 260,000; including some 207,000 conscripts. There are 520,000 Italian Army Reservists.<sup>2</sup> These figures do not include Carabinieri units which perform military police duties for the Army.

#### ITALIAN RESERVE SYSTEM

Conscription is the major source of personnel in the

Italian Army.<sup>3</sup> Enlisted conscripts and reserve NCOs serve on active duty for twelve months. Reserve officers serve on active duty for fifteen months before transferring to reserve status. The obligation for all categories of reserve personnel is to age forty-five.<sup>4</sup>

Reservists fill out operational forces, as well as serve in logistical and medical units.<sup>5</sup> Similar to "complements" in Belgium, Italian conscripts are subject to immediate recall to the units in which they last served on active duty.<sup>6</sup> In Italy, reserve soldiers remain in this status for twelve months, with soldiers in some specialties subject to recall for twenty-four months.<sup>7</sup>

There are no prescribed training call-up requirements for Italian reservists.<sup>8</sup>

#### MOBILIZATION

Mobilization planning in Italy assumes two contingencies, general mobilization and gradual mobilization. General mobilization assumes a rapid call-up of reservists and transition to war. Gradual mobilization presumes events will allow for a period of preparation and adjustment resulting in a well-ordered call-up.<sup>9</sup>

The actual mobilization decree will be issued by the Italian Government with the consent of Parliament. The mobilization system can provide for either a partial or full mobilization. It is implemented through traditional means of personal and media notification.<sup>10</sup>

#### FUTURE

Change in the Italian Reserve system is being advocated

by some people. According to an article in The Officer, Colonel (Doctor) Luigi Sartori, Italian Army Reserve (and former president of the Interallied Confederation of Reserve Officers), presented a study to the Italian Center for High Military Studies which advocates more reserve integration with the active force and more reserve call-up periods.<sup>11</sup>

There has also been a debate in Italy whether to reduce conscription to six or nine months.<sup>12</sup> This may have readiness implications, especially since there is already criticism that the current twelve month requirement is too short. In order to stabilize the size of the Army, more conscripts will need to be drafted<sup>13</sup> or a larger number of long-term career or volunteer personnel will be required. Either option would increase training costs.

The challenge to advocates for change will be Italian public opinion. According to one source, the Italian public has never regarded the Soviet threat as being as serious as its northern and North American allies have perceived it. Obviously, the Gorbachev era has not altered this point of view.<sup>14</sup>

NOTES - CHAPTER VIII

1. International Institute for Strategic Studies, The Military Balance 1990-1991, p. 71.
2. Ibid.
3. Ibid.
4. Alexander A. C. Gerry, "Concepts and Issues 1990," The Officer, p. 13.
5. "Reserve Needs More Training for Readiness in '90s," The Officer, p. 50.
6. See Chapter II (p. 7) for explanation of Belgian "complements."
7. "Reserve Needs More Training for Readiness in '90s, pp. 50 & 52.
8. Gerry, p. 13.
9. NATO Defense College Course 73, Italy, pp. 4-5.
10. Ibid.
11. "Reserve Needs more Training for Readiness in the '90s, p. 53.
12. Ibid.
13. Ibid.
14. Ibid., p. 52.

**CHAPTER IX**  
**NETHERLANDS**

**GENERAL**

The Netherlands is a small country with a population of about 15 million people.<sup>1</sup> It has excellent ports, inland transportation, and communications systems.<sup>2</sup>

Like Belgium, the Netherlands had a policy of armed neutrality prior to World War II. Also like Belgium, it renounced that policy and entered NATO as a founding member in 1949. Support for NATO membership continues to the present day with polls showing 75 to 80 percent of Dutch public opinion favoring Alliance membership.<sup>3</sup> The Netherlands hosts Headquarters, Allied Forces Central Europe (AFCENT) in Brunssum.

While it is a small country, the Netherlands' proportionally high population provides for one of the finest conscription-based Army reserve systems found in NATO.

**ARMY ORGANIZATION**

The active strength of the Royal Netherlands Army is about 53,000 soldiers, of which nearly two-thirds are conscripts. It is organized with a corps and a territorial defense command.<sup>4</sup>

The I (Netherlands) Corps is commanded by Commander, NORTHAG in wartime, and is responsible for the defense of a sector of the North German Plain.<sup>5</sup> It consists of three divisions, but only one reinforced armored brigade is forward

deployed in Germany.<sup>6</sup> The Corps' brigades include three armored (one cadre), six mechanized infantry (two cadre), and one independent infantry (cadre).<sup>7</sup> I should note that cadre brigades are only partially manned with active duty soldiers, and rely heavily on reservists to bring them to wartime strength.

The National Territorial Command is completely mobilization dependent.<sup>8</sup> Its mission is to defend the territory of the Netherlands and secure the lines of communication through the country.<sup>9</sup> An infantry brigade and a number of support units are designated to this command.<sup>10</sup> Subordinate to the Territorial Command is the Dutch National Reserve Corps which has the home guard mission in the Netherlands.

#### "RIM" SYSTEM

The Dutch Reserve system is called "RIM," which is an acronym for Rechtsstreeks Instromend Mobilisabel (loosely translated: Direct Intake to Reserve Units). Elements of this system may be found in the German Army Reserve, and have been proposed for the Belgium Army.<sup>11</sup>

About 40,000 conscripts enter the army every year. By law, the initial term of active service is twenty-four months. In practice; however, most conscripts only serve from fourteen to sixteen months. Reserve officers and NCOs have a sixteen-month commitment.<sup>12</sup>

The Reserve obligation for conscripts in the Netherlands Army is to age thirty-five. Reserve NCOs and officers have an obligation to ages forty and forty-five, respectively.<sup>13</sup>

After their four month basic training, conscripts serve in an active company. Toward the end of their active commitment they are transferred to a RIM company of the same type in the same battalion. Upon completion of active service the whole RIM company goes on "short leave" for four to six months. During this time, these soldiers technically remain on active duty and, during emergency, can be recalled with twenty-four hour notice.<sup>14&15</sup>

When the short leave period is over, the RIM company enters reserve status and remains in that status for fourteen to sixteen months. At that point, the company is disbanded and the soldiers are transferred either to a reserve pool or to another RIM unit. By this time, the reservist's military skills will have deteriorated somewhat; therefore, they would also be subject to recall for three weeks of refresher training.<sup>16</sup>

A typical RIM battalion has two active companies, one company training new conscripts, and three RIM companies. In wartime; therefore, a battalion will double in size in a short period of time.<sup>17</sup>

The equipment for the RIM company is stored in depots in unit sets, and is identical to the equipment the reservists trained with on active duty. This factor, coupled with the camaraderie and team spirit that comes with remaining in one unit, are positive aspects of the RIM system.<sup>18</sup>

#### **DUTCH NATIONAL RESERVE CORPS**

The Korps Nationale Reserve, or National Reserve Corps, is an organization of about 5,500 volunteer reservists charged

with the defense of key points and important installations such as mobilization depots.<sup>19</sup> As mentioned earlier, it is under the control of the Territorial Command.

Each volunteer has served on active duty either as a conscript or a regular soldier, and must be between the ages of nineteen and forty-nine years of age to join. A soldier serving in a RIM unit may request assignment to the National Reserve Corps.<sup>20&21</sup>

The basic unit of the National Reserve Corps is the platoon. There are 140 of these security platoons and fifty companies in this organization. Each platoon has one officer, four NCOs, and twenty-nine enlisted personnel assigned. All members are required to live within ten miles of their assigned units. They are armed with light infantry weapons.<sup>22</sup>

Initial training is conducted in segments of three to five hours one night a month. Statutes require at least fifty hours training each year. Training exercises include full platoon/company exercises twice a year, an annual weekend exercise, and a week-long exercise once every four years.<sup>23</sup>

#### MOBILIZATION

The Netherlands has had many mobilizations in its history. During the Franco-Prussian War of 1870 it mobilized 60,000 soldiers. In 1914, it mobilized 200,000 reservists for World War I; and in 1939, the Netherlands called 250,000 to arms for World War II.<sup>24</sup>

Normally, the first step in a crisis would be to recall the 7,000 soldiers who would be on short leave at any point in time. As these soldiers are still on active duty, this is



essentially an administrative process within the Ministry of Defense.<sup>25</sup>

Formal mobilization of reservists and RIM companies must have parliamentary approval. The Dutch have planned for mobilization to take place in three phases involving 50,000 personnel each. Twenty-four hours are planned to implement the first phase, thirty-six hours for the second phase, and forty-eight hours for the third. The Dutch government believes these intervals are important for continued analysis of the situation, and to keep from overtaxing mobilization depots.<sup>26&27</sup>

1. International Institute for Strategic Studies, The Military Balance 1990-1991, p. 74.
2. Sjouke de Jong, "Mobilization Goal Training Stresses from Day No.1," The Officer, p. 56.
3. Peter M. E. Volten, "The Dutch Contribution to NATO," in NATO - Warsaw Pact Force Mobilization, ed. by Jeffrey Simon, p. 444.
4. International Center for Strategic Studies, p. 74.
5. Volten, p. 436.
6. George J. Stein, "Home Guard Forces in NATO," Military Review, February 1990, p. 34.
7. International Institute for Strategic Studies, p. 74.
8. Ibid.
9. Volten, p. 436.
10. International Institute for Strategic Studies, p. 74.
11. See Chapters II and VI.
12. de Jong, p. 58.
13. Ibid.
14. Ibid. p. 58.
15. Volten, p. 437.
16. Ibid., p. 439.
17. Ibid., p. 437.
18. Ibid.
19. de Jong, p. 60.
20. Ibid.
21. Stein, p. 36.
22. Ibid., pp. 35-36.
23. Ibid.

24. Volten, pp. 433-434.

25. de Jong, p. 59.

26. Ibid.

27. Volten, p. 439.

## CHAPTER X

### NORWAY

#### GENERAL

Norway is a large country in the Northern Region. The land surface of the mainland alone is about 324,000 square kilometers.<sup>1</sup> In spite of its large land area, it only has a population of 4.2 million people.<sup>2</sup>

Norway borders the Soviet Union. In fact, the border is near Murmansk, home of the Soviet Northern Fleet.<sup>3</sup>

During World War I, Norway provided a credible defense to maintain its neutrality. In World War II, however, it was not so fortunate. The Germans, with an eye on Norwegian air and naval bases, attacked by surprise in 1940 then occupied the country. According to Lieutenant General (Retired) Tonne Huitfeldt, Strategic Studies Associate at the Norwegian Institute for Defense Studies, this situation was the result of "...political authorities either not providing adequate training and equipment for the mobilizable forces, or simply not giving the necessary orders."<sup>4</sup>

Since the end of World War II, the Norwegian public has favored a strong defense. A poll conducted in 1946 showed 69 percent of Norwegians favoring such a defense. Over the years, this figure has risen to over 80 percent.<sup>5</sup>

Norway has a total-nation defense system which requires standing forces, mobilizable forces, and citizenry to combine their efforts in wartime for the defense of their country. As

General Huitfeldt writes, "Norway's defense is based not on a regular army, but on a citizenry willing to fully mobilize."<sup>6</sup>

#### ARMY ORGANIZATION

There are two principle army commands in Norway, one for the North and one for the South. Each reports to the commanders-in-chief of the joint Defense Commands North and South, which in wartime function as the commanders of Allied Forces North Norway and South Norway.<sup>7</sup>

Norwegians do not like distinctions between "regulars" and "reserves."<sup>8</sup> More often they are referred to as Standing Forces and Mobilization Forces.

The Standing Forces of the Norwegian Army consist of 19,000 soldiers, including 13,000 conscripts. They are organized into one reinforced mechanized infantry brigade; a number of separate battalions; and other units, including the King's Guard and special purpose garrison organizations.<sup>9</sup> Active soldiers also provide cadre for Mobilization Forces units.

The Mobilization Forces include approximately 146,000 soldiers. They are organized into three division headquarters, three armored brigades, four mechanized infantry brigades, six light infantry brigades, plus several independent and support units.<sup>10</sup>

#### NORWEGIAN RESERVE SYSTEM

Like many of the other countries already discussed, Norway's reserve system is based on conscription with a "roll over" of conscripts into the Mobilization Forces. Norway sees emphasis on reserve forces as a cost savings.<sup>11</sup>

By law, all male citizens are required to serve twelve months on active duty. While women are not required to serve, they have been permitted to volunteer since 1979.<sup>12</sup> During their year on active duty, Norwegian soldiers receive basic military training. After initial service, they are transferred to a mobilization unit.

Enlisted soldiers have a reserve obligation until they are forty-four years old. NCOs and officers with less than one year of training also have an obligation to age forty-four. NCOs and officers who have received more than one year of training are obligated until they are fifty-five years of age.<sup>13</sup>

Members of the Mobilization Forces serve in field units until age thirty-five, at which time they are transferred to a territorial or local defense organization.<sup>14</sup> This makes for relatively young combat formations.

Reservists are paid for duty performed, but do not receive retirement pay.<sup>15</sup>

#### TRAINING

Members of the Mobilization Forces are called up about every three years for refresher training<sup>16</sup>. A typical reservist may be called up for as many as four periods of twenty-one days while assigned to field units. Members of local defense forces may be called up twice for twelve days each.<sup>17</sup> Officers and NCOs of the mobilization forces are required to take professional development courses in addition to refresher training.<sup>18</sup>

## EQUIPMENT

The Norwegian Army is armed with such weapons systems as the German Leopard I and U.S M-48A5 tanks. Its antitank capability includes the TOW.<sup>19</sup> However, General Huitfeldt explains "...budgetary constraints are causing differences in the level of firepower, mobility, and armor protection in the various types of brigades."<sup>20</sup> Equipment modernization is occurring in both the Standing and Mobilization Forces. Naturally, priority remains with the active brigade in Northern Norway, and those organizations in the Mobilization Forces which would deploy there.<sup>21</sup>

Arms, ammunition and equipment are stored in several company-level mobilization depots around the country. These items are sorted in unit sets, and designated down to the individual soldier.<sup>22</sup>

## NORWEGIAN HOME GUARD

The Norwegian Home Guard was established in December 1946.<sup>23</sup> Its mission is as follows:

- o Secure and implement mobilization.
- o Defend local areas from enemy penetration.
- o Take part in local defense operations. In the event the Home Guard can no longer fight conventionally, it will fight as a resistance movement.<sup>24</sup>

The branches of the Home Guard are the Land Home Guard, Sea Home Guard, and Anti-Air Home Guard.<sup>25</sup> Since this paper is oriented toward army forces, I shall cover only the land element.

In peacetime, the Home Guard is under the control of a

joint staff headed by the Inspector General of the Home Guard.<sup>26</sup> The Inspector General has a system of civilian representatives, councils, and committees to advise him and his subordinate commanders on all significant matters affecting the Home Guard.<sup>27</sup>

The mobilization strength of the Land Home Guard is 75,000 personnel.<sup>28</sup> The Home Guard receives its members from the following sources:

- o Conscripts designated for Home Guard service by medical examination.
- o Conscripts transferred to the Home Guard from the Army, Navy, and Air Force.
- o Volunteers who have been approved by a local Home Guard Committee.<sup>29</sup>

The Land Home Guard is organized into eighteen districts. Each district is divided into two to six sub-districts.<sup>30</sup> In wartime, control of the sub-districts is transferred from the Home Guard districts to Norwegian Army Land Defense Districts.<sup>31</sup>

The basic Home Guard element is the Home Guard "area" (generally a platoon-size unit). There are 470 of these organizations which are subordinate to the sub-district commander.<sup>32</sup> Home Guard weapons depend on mission, but include rifles, machine guns, mortars and anti-tank guns.<sup>33</sup> Members are permitted to keep many of these weapons, ammunition, and personal equipment at home.<sup>34</sup>

Conscripts who are transferred to the Home Guard receive their basic training with one of the traditional three



services. Sometimes this means Home Guard soldiers will have to be trained on weapons systems they have never used, as well as be familiarized with infantry tactics.<sup>35</sup>

Each year, a Home Guard soldier will train for up to fifty hours in his spare time, or be called to up for six days continuous service. Officers, NCOs, and specialists may be given three additional days of training in conjunction with a five to six day exercise.<sup>36</sup>

For the most part, the Home Guard trains its own officers and NCOs. This is undertaken at two training centers located in Dombas and on the Torpo Moor.<sup>37</sup>

#### MOBILIZATION

Since the year 950, Norway has had a tradition of mobilizing its citizens in time of crisis.<sup>38</sup> In the event mobilization is required again in Norway, a modern system is in place which is in "full harmony with the NATO alert system."<sup>39</sup>

The Norwegian Constitution gives the King the authority to mobilize the Armed Forces. However, memories of the World War II mobilization with its confusing and conflicting orders have caused the Defense Ministry to build a safeguard into their system. That safeguard is in the form of a directive which states that an attack against Norway will automatically initiate full mobilization. The directive further states that any order to the contrary should be considered as false.<sup>40</sup>

In the Norwegian Army, companies can be mobilized between six and twelve hours. Battalion formations could be ready to move within twelve to twenty-four hours, and brigades would be

constituted within thirty-six hours.<sup>41</sup> Since the population is predominately in the South, and the strategically important areas are in the North, it is critical that mobilization decisions be made early so priority units can transit the required 1,000 to 1,500 kilometers in a timely manner.<sup>42</sup> The system has been tested and found that rapid mobilization and deployment is possible in Norway.<sup>43</sup>

The Home Guard can be mobilized in two to six hours.<sup>44</sup> This can be accomplished because its members normally live in close proximity to their units. This rapid mobilization is advantageous, as the Home Guard will provide security while the rest of the Army is still mobilizing.

#### **FUTURE**

An article in the July 1990 issue of The Officer indicates cuts are expected in the Norwegian defense budget because of the CFE treaty. The article states that this will cause a reduction in the number and length of training exercises. It goes on to say there will also be reductions in the number of officers and NCOs in the Standing Forces. Consequently, expansion of the Mobilization Forces' role should be expected.<sup>45</sup>

NOTES - CHAPTER X

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3. Interallied Confederation of Reserve Officers, p. 1.
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9. Royal Ministry of Defense (Norway), p. 18.
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30. International Institute for Strategic Studies, p. 76.
31. Royal Ministry of Defense (Norway), p. 31.
32. Ibid., p. 30.
33. Home Guard Staff (Norway), pp. 6.3-6.5.
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35. Home Guard Staff (Norway), p. 9.1.
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40. "Total Forces Encompass All National Resources," pp. 64-65.
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43. Vigleik Eide, "We Will Maintain a Strong and Credible Defence in the Future," Norwegian Defence Review, 1988, p. 18.
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## CHAPTER XI

### PORTUGAL

#### GENERAL

Portugal is comprised of its mainland, on the western part of the Iberian Peninsula, and the archipelagos of the Azores and Madeira. These three areas form what is sometimes referred to as the "Portuguese Strategic Triangle."<sup>1</sup> Many resuppl and reinforcement routes from North America transit through this area.<sup>2</sup>

#### ARMY ORGANIZATION

The Portuguese Army has 32,000 active soldiers assigned, of which 23,000 are conscripts.<sup>3</sup> All of the Army organizations are in the active force. They include the 1st Independent Mixed Brigade, six territorial commands, two infantry brigades, and one airborne/light infantry brigade.<sup>4</sup> The 1st Independent Mixed Brigade is Portugal's land contribution to Allied Command Europe.<sup>5</sup>

There are no accurate figures on the number of Army reservists in Portugal. According to the Defense Attache's Office at the U.S. Embassy in Lisbon, even the NATO Defense Planning Questionnaire (DPQ) figures are an estimate and do not account for deaths and emigration.<sup>6</sup>

There are three types of reserves in the Army. These are the Regular Reserve, General Reserve, and para-military security forces.

### REGULAR RESERVE

Regular Reserves are Regular Army officers and NCOs who have reached a designated age and leave the service. While no longer on active duty, they continue to receive full pay until retirement at age sixty-five. For example, colonels go into this status at age fifty-seven; lieutenant colonels and below at age fifty-six. NCCs have a similar system with sergeants-major leaving active duty at age sixty, and other NCOs at age fifty-seven.<sup>7</sup> There are about 11,500 of these reservists throughout the Portuguese defense system.<sup>8</sup>

### GENERAL RESERVE

General Reserves are the largest group of reservists. These are conscripts who have completed their active duty obligation. Up until recently, their active service obligation was fifteen months. In 1990 active service was reduced to twelve months, with some conscripts serving eight to nine months. A new military service law is expected to change required active service to only four months.<sup>9</sup>

Annually, there are 40,000 to 50,000 conscripts drafted into the Portuguese Armed Forces.<sup>10</sup> Traditionally these conscripts undergo three to six months training; the remainder of the obligatory period would be served in an operational battalion.<sup>11</sup> After being released from active service, conscript soldiers remain subject to recall to age forty-five.<sup>12</sup> Since there is no reserve force structure, these soldiers are transferred to a manpower pool to be used as fillers in the event of call-up.<sup>13</sup>

Reserve NCOs are conscripts who have completed at least

the eleventh grade in school. They receive a NCO course of instruction which lasts for six weeks after basic training.<sup>14</sup>

Reserve officers may be conscripts who have completed the twelfth grade.<sup>15</sup> These soldiers take a seven week course after they complete basic training. Reserve officers may extend their conscription period to five years by annual contracts.<sup>16</sup> They may serve on active duty as lieutenants, command platoons, and take the captain's course; however, they may not be promoted to that rank. Reserve obligation for these officers is to age seventy.<sup>17</sup>

Portuguese law provides for up to two weeks of refresher training each year; however, at the present time no Army reservists are receiving any training.<sup>18</sup>

#### **PARA-MILITARY SECURITY FORCES**

As mentioned earlier, there are para-military security forces in Portugal which serve as reserves of the Army. They include the Republican Guard with 16,581 personnel, and the Fiscal Guard with 7,858 personnel.<sup>19</sup>

#### **FUTURE**

During the first quarter of Calendar Year 1991, a new military service law is expected to be implemented. This law will reduce mandatory service for conscripts to four months. This will mean there will no longer be first term draftees in operational units.<sup>20</sup> It will also mean reservists will be untrained, unless they are periodically called to active duty for training.

The strength of the Portuguese Army is coming down. In the current edition of The Military Balance 1990-1991, the

Portuguese Army is reported at 44,000 men. This is about 12,000 fewer soldiers than what is authorized for Calendar Year 1991. In spite of the decreased strength, the number of conscripts drafted will have to be increased to 60,000 per year to make up for the shorter commitment.<sup>21</sup> On the positive side, the Portuguese Government believes it will have fewer deferments because of the very short active duty period. It should also be noted that in order to provide upward mobility in this smaller force, some personnel will be permitted to enter the Regular Reserve at age fifty if they have thirty years of service.<sup>22</sup>

Not all senior Portuguese officers agree with the new obligation period. At a symposium held last September at the Portuguese Higher Military Studies Institute, there was general agreement among the participants that eight months was the minimum supportable period of conscript service.<sup>23</sup>

The Portuguese Army is receiving new equipment from both normal acquisition and "cascading" resulting from the CFE agreement. Among the new acquisitions are M-60A3 Tanks, M-113 Armored Personnel Carriers (APCs), M-109 Howitzers, and Chaparral Air Defense Missiles. This equipment will allow for the total mechanization of what is now the 1st Independent Mixed Brigade and progress toward modernization of the rest of the force.<sup>24</sup>

Equipment modernization is part of a reorganization process which the Portuguese Secretary of State for Defense refers to as "3 Rs" (Restructuring, Redimensioning, and Re-equipping).<sup>25</sup> One of the focusses of this process is for



higher quality equipment in a smaller force.<sup>26</sup> The question arises, will reserve fillers in wartime have sufficient training to effectively operate this new equipment?

NOTES - CHAPTER XI

1. "Modernization Hinges on Better Use of Manpower," The Officer, July 1990, pp. 65-66.
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3. Robert G. Hasty Jr., COL, U.S. Army Attache, U.S. Embassy, Lisbon; memorandum to author, undated.
4. International Institute for Strategic Studies, The Military Balance 1990-1991, p. 77.
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6. Hasty memorandum.
7. Interallied Confederation of Reserve Officers, CIOR Forum for Allied Reservists: Portugal has Many Reservists but Lacks Weaponry, p. 4.
8. "Modernization Hinges on Better Use of Manpower," p. 66.
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## CHAPTER XII

### SPAIN

#### GENERAL

Spain is situated on the Iberian Peninsula in proximity to Gibraltar and the entrance to the Mediterranean Sea.

A newcomer to NATO, Spain joined the Alliance in 1982. Like France, it is not part of the integrated military command structure.<sup>1</sup> But unlike France, Spain is represented on the NATO Military Committee and the Nuclear Planning Group.<sup>2</sup> Unfortunately, Spain's defense spending is below the median rates of other nations in the Alliance.<sup>3</sup>

According to the Office of the U.S. Defense Attache in Madrid, the Spanish Army perceives its greatest external threat as coming from North Africa.<sup>4</sup> This is not surprising when one considers Spain's geographical position and the fact that it has enclaves on the North African coast.

#### ARMY ORGANIZATION

The Armed Forces of Spain are under the supreme command of the King. The Army and the other Armed Forces are under the control of a unified Defense Ministry.<sup>5</sup>

According to the Spanish Constitution, the army's mission is to defend the sovereign territory of the Nation. It is also charged with being the last line of defense against terrorism and regional unrest. To date, it has not had to be used in this last role.<sup>6</sup>

The Army has 258,000 active duty soldiers, of which

23,000 are officers. It is broken down into divisions, brigades and battalions for garrisoning purposes. It has a regimental command structure with two battalions per regiment. This structure would disappear in wartime.<sup>7</sup>

There are six regional headquarters. These will become corps headquarters in time of war. Three corps support commands were formed during the last reorganization; however, budgetary constraints precluded the creation of the other three.<sup>8</sup>

In peacetime, the Army is divided into General Force units and General Reserve Force units. General Force units include five divisions, four brigades, and the Spanish Legion. General Reserve Force (not to be confused with "mobilizable reserve" or "Reserve Component") include units of the Artillery Command, Air Defense Command, Communications Command, Engineer Command, and Army Helicopter Command. Each of these commands are about brigade size organizations.<sup>9</sup>

#### **SPANISH RESERVE SYSTEM**

All previous members of the active army are obligated to serve in reserve status until they are fifty years old. There are about two million army reservists in Spain.<sup>10</sup>

There is no force structure for the Army Reserve so, like Portugal, Spain plans to use reservists to round out active units in time of war. In fact, a normal Army unit is only manned at between 75 and 80 percent strength in peacetime.<sup>11</sup>

There would be a problem equipping a fully mobilized Army in Spain. There is neither enough equipment nor personal weapons for reservists if they were called to duty.<sup>12</sup>

Training is also a problem. Currently, no refresher training or field exercises are being conducted for reservists. There have been telephone alert notification exercises; however, they have not been very successful. In the last of these exercises, conducted in September 1990, only 48 percent of a selected group of reservists could be contacted.<sup>13</sup>

#### EQUIPMENT

Among the weapons systems members of the Spanish Army, and presumably mobilized reserves in wartime, operate include the French AMX-30, U.S. M-47 series and M-48A5 tanks; the "Teruel" Multiple Rocket System (Spanish design); and the "Roland" Air Defense System. Infantry vehicles include the U.S. M-113 APCs; the Spanish BLR and BMR-600. Field Artillery pieces in Spain include various types of 105mm, 155mm, and 203mm weapons.<sup>14</sup>

#### FUTURE

Spain has a new reserve law which will change the reserve obligation to five years after leaving active status. This will reduce the number of personnel to 90,000; hopefully, making alert notification more manageable. The new law also addresses, in general terms, the need for refresher training.<sup>15</sup>

NOTES - CHAPTER XII

1. "Forces Enhance NATO," The Officer, p. 69.
2. "Allied Forces Southern Europe," Truppendienst Handbook: The Armies of NATO Nations, 1987, pp. 323-324.
3. "Forces Enhance NATO," p. 69.
4. Joseph D. Tullbane, LTC, Assistant U.S. Army Attache, U.S. Embassy, Madrid, letter to author, 14 January 1991.
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15. Tullbane letter.

## CHAPTER XIII

### TURKEY

#### GENERAL

One need only look at a map of NATO's Southern Region to understand Turkey's importance. It controls access through the Dardanelles and the Bosphorus. It borders the USSR and the Islamic nations of Iran and Iraq.

In a timely sense, Turkey, with a 98 percent Islamic population, is NATO's official link with the Arab world.<sup>1</sup>

#### ARMY ORGANIZATION

The Turkish Army is comprised of 525,000 active soldiers, including approximately 475,000 conscripts. Army reservists number about 800,000.<sup>2</sup> Turkish soldiers are intensively trained and adhere to a strict disciplinary system.<sup>3</sup> The organization of the Army includes four army headquarters, ten corps headquarters, a mechanized division, thirteen infantry divisions, seven armored brigades, six mechanized brigades, ten infantry brigades, an airborne brigade and one commando brigade.<sup>4</sup> In wartime much of this force would fall under NATO command through LANDSOUTHEAST in Izmir. Except for shortfalls in equipment modernization, these units are reported to have a high state of combat readiness.<sup>5</sup>

#### TURKISH RESERVE SYSTEM

Like most nations in NATO, Turkey is dependent upon conscripts to fill the ranks of its Army, and ultimately its Reserve. All Turkish males who are not potential Regular Army



or Reserve officer or NCO candidates are drafted for some form of National service at age twenty. Those conscripts who serve as Army enlisted soldiers have an active duty commitment of twenty months.<sup>6</sup> There are deferments, mostly for university study; however, the majority of students eventually do serve.<sup>7</sup>

During active duty, the typical enlisted draftee will receive three months initial training. He is then sent to an operational or garrison unit for the remainder of his active service.<sup>8</sup> After active duty, enlisted soldiers have a reserve obligation until they are forty-six years old.<sup>9</sup>

Reserve officers receive four months initial training, then serve in units as third lieutenants for fourteen months on active duty.<sup>10</sup> Their reserve obligation is also to age forty-six.<sup>11</sup>

There is no separate force structure for the Army Reserve; therefore, equipment reservists would use during mobilization is maintained by the Active Army.<sup>12</sup>

#### MOBILIZATION AND TRAINING

Turkish soldiers receive mobilization assignments before they are separated from the active service. Once in reserve status, these soldiers may be mobilized for training, special assignments, emergencies, and national defense. Plans call for the entire force to be mobilized in seventy-two hours or less.<sup>13</sup> Normally, reserve soldiers are called up for fifteen days training each year for the first five years after release from active duty.<sup>14</sup>

NOTES - CHAPTER XIII

1. "Allied Forces Southern Europe," Truppeneinst Handbook: The Armies of the NATO Nations, p. 312.
2. International Institute for Strategic Studies, The Military Balance 1990-1991, p. 81.
3. "Allied Forces Southern Europe," p. 315.
4. International Institute for Strategic Studies, p. 81.
5. "Allied Forces Southern Europe" p. 315.
6. "Mobilizable Assets Total 6.5 Million Reservists," The Officer, July 1990, p. 72.
7. NATO Defense College Course 73, The Employment of Reserves within ACE (Greece and Turkey), p 1.
8. Ibid., p. 2.
9. Alexander A. C. Gerry, "Concepts and Issues in the 1990s," The Officer, July 1990, p. 13.
10. "Mobilizable Assets Total 6.5 Million Reservists," p. 72.
11. Gerry, p. 13.
12. NATO Defense College Course 73, p. 5.
13. Ibid., p. 5.
14. Gerry, p. 13.

**CHAPTER XIV**  
**UNITED KINGDOM**

**GENERAL**

The United Kingdom of Great Britain and Northern Ireland, a land mass of just over 244,000 square kilometers, is strategically located between the Atlantic and the North Sea.<sup>1</sup> Great Britain has a very rich military tradition which is embodied in its Regular Army and its volunteer system.

**ARMY ORGANIZATION**

The British Regular Army is 306,000 strong. Its principal organizations include a corps, three armored divisions, an infantry division, and several separate brigades.<sup>2</sup>

The Reserve Component with 264,000 soldiers is smaller than its Regular counterpart.<sup>3</sup> It consists of the Individual Reserve and the Territorial Army.

**INDIVIDUAL RESERVE**

Individual Reservists are soldiers who have left active service and have incurred a reserve obligation. The length of obligation depends on how long the soldier served on active duty.<sup>4</sup> There are four categories of these reservists. They are:

- o The Regular Reserve.
- o The Regular Army Reserve of Officers.
- o The Long Term Reserve.
- o Army Pensioners.<sup>5</sup>

By law, members of the Individual Reserve could be required to train fifteen days per year; however, only members of the Regular Reserve are currently performing any training at all, and that is only one day annually.<sup>6</sup>

### TERRITORIAL ARMY

The Territorial Army has its roots in the old militia, yeomanry, and volunteer systems of pre-Twentieth Century English society. In modern history, the territorial soldier is known to have distinguished himself in both world wars in spite of serious deficiencies, particularly before World War II.<sup>7</sup>

Like the Regular Army, the Territorial Army (TA) is comprised completely of volunteers. Each is between 17 1/2 and fifty years of age.<sup>8&9</sup> The TA has an authorized strength of 91,000 soldiers.<sup>10</sup> However, according to the International Institute for Strategic Studies in London, there are currently about 76,000 members.<sup>11</sup>

Like the reserve forces in the United States, the Territorial Army has had its ups and downs in funding and appropriate recognition by its Regular Army brothers-at-arms. With the adoption of the One Army Concept in 1967, its image has improved. The TA has taken on viable missions with some units currently designated for the British Army of the Rhine (BOAR).<sup>12</sup> In fact, the TA now accounts for about one-third of the British Army's wartime strength including 54 percent of the infantry, 61 percent of the logistical support, and 50 percent of the medical support.<sup>13</sup>

The Territorial Army consists of independent units,

specialist units, the University Officer Training Corps (UOTC), the Home Service Force, and the Continental TA.<sup>14&15</sup>

Independent units are battalion size formations of combat and combat support units which are recruited locally. The combat units are largely infantry with some artillery. There are no armor or mechanized organizations in the TA.<sup>16</sup> Independent units have a permanently assigned Regular Army staff. In the case of infantry units, these may come from an affiliated regular unit.<sup>17</sup>

These units train an average of one evening a week, one weekend each month, and fifteen days of annual training each year.<sup>18</sup> The leadership of some of these units could have as many as sixty paid days of duty each year.<sup>19</sup>

Territorial Army soldiers have been issued, and are training with, the equipment they would use in time of war.<sup>20</sup> This equipment is comparable to that of the Regular Army and much of it is modern. However, there are normally a fewer number of these items in TA units.<sup>21</sup>

Specialist units account for about 14 percent of the TA.<sup>22</sup> These organizations consist of soldiers, such as doctors or nurses, who use their civilian specialty in military service.<sup>23</sup> Specialist units are recruited country-wide, and train in centralized facilities for a total of nineteen days every year.<sup>24</sup>

The University Officer Training Corps, or UOTC, is the British equivalent to the Reserve Officer Training Corps (ROTC) in the United States. In the United Kingdom, this function is found in the Territorial Army. UOTC is organized

into nineteen units which are structured similar to independent units.<sup>25</sup> These units are spread over some seventy-two educational institutions around the country.<sup>26</sup>

The Home Service Force (HSF) is a small organization with an authorized strength of 3,000 personnel. There are forty-three HSF companies around Great Britain.<sup>27</sup> These soldiers are recruited from former regular and TA soldiers from other categories. They are responsible for guarding key points in wartime.<sup>28</sup> The training commitment for the HSF is only ten days per year.<sup>29</sup>

The Continental TA is that portion of the Territorial Army whose members live on the European Continent. There are about 1,000 members in this category, and they serve in some 250 locations in the BAOR.<sup>30</sup>

Recruitment of TA soldiers is the responsibility of the Territorial Army and Volunteer Reserve Associations. Unlike the American Reserve Components, TA recruits are not required to go on active duty for initial training. While there are obvious disadvantages to this system, Mr. David Isby, a Washington-based national security analyst, argues this system "can attract a high quality recruit" from the civilian sector.<sup>31</sup>

Command and Control of the TA starts with the Commanding General, United Kingdom Land Forces, a full general. Under him is Commander, U.K. Field Army, who is also the Inspector General of the Territorial Army. The chain of command then follows along home defense lines with ten district headquarters in command of brigades composed of a mixture of

regular and territorial regiments.<sup>32</sup> Like the CAPSTONE program in the United States, a number of TA units have a peacetime chain of command and a different one in wartime.<sup>33</sup> This is particularly true for units earmarked for the BOAR after mobilization occurs.

#### RESERVE PAY AND BENEFITS

British reservists are paid for training at a rate equivalent to the Regular Army; however, there is no retirement pay in the Army Reserve. There is, however, a tax-free bounty paid for each successful year in the Territorial Army. This bounty will increase to seven hundred pounds (approximately \$1,100.) in 1991 for service in the third year and beyond.<sup>34</sup>

#### BRITISH RESERVES IN NORTHERN IRELAND AND FOREIGN AREAS

The British are using the Territorial Army and local defense forces in Hong Kong, Gibraltar, the Falkland Islands, and Northern Ireland.<sup>35</sup> Among the contributions are the 3,300 part-time members of the Ulster Defense Regiment, the company size Falkland Islands' Defense Force, and several Territorial Army companies that serve in Gibraltar each year.<sup>36&37</sup>

#### CHALLENGES

Colonel Wallace Earl Walker, Professor of Public Policy at the United States Military Academy, conducted a case study of the British Territorial Army. In his study, Colonel Walker indicates that British regulars now see the TA "...as a useful force and an acceptable alternative to fewer Regular regiments...."<sup>38</sup> However, he goes on to say that with a

diminishing threat to Western Europe, and increased pressure to cut defense spending, the TA's circumstances may not improve. In fact, a peace scenario in Europe may cause both the Regular Army and Territorial Army to compete for limited funding.<sup>39</sup>

Colonel Walker's study also identifies other potential recruiting and retention problems. He predicts that social mobility, as well as alternative economic and leisure incentives, may also challenge the TA.<sup>40</sup> These are not bright prospects for a force which is experiencing a 30 percent annual turnover rate in personnel.<sup>41</sup>



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**CHAPTER XV**  
**UNITED STATES**

**GENERAL**

The United States of America is a founding member of NATO. Along with Canada, it forms the important "Transatlantic Link." Besides NATO, the United States is a signatory of three other multilateral defense treaties.<sup>1</sup> Consequently, it has plans for many military contingencies; although NATO has traditionally been among its highest priorities.

Defense planning in the United States has included Reserve Component forces, to a lessor or greater degree, over much of its history. In fact, the United States Constitution provides for an Army, Navy, and Militia.<sup>2</sup>

One cannot look at a military history of the United States, particularly of the Army, without seeing the designations of numerous regiments of the Militia, later renamed the Army National Guard. In the Twentieth Century, contributions by both the Army Reserve and the National Guard have been recognized by the U.S. Defense establishment.

**TOTAL FORCE POLICY**

The Total Force Concept in the United States was introduced in 1970 by then Secretary of Defense Melvin Laird. It called for integrated use of the Reserve Components to augment the Active Components of the Armed Forces as an alternative to conscription. It was formally adopted as a

Department of Defense policy in 1973 by Secretary Melvin Laird. The objective of this policy is "...to provide maximum military capability within fiscal constraints by integrating the capabilities and strengths of active and reserve units in the most cost-effective manner."<sup>3</sup>

#### U.S. RESERVE CATEGORIES

Before moving on to the United States Army and its Reserve Components, a description of the reserve categories common to all services is in order. They are the Ready Reserve, Standby Reserve, and the Retired Reserve.<sup>4</sup>

The Ready Reserve consists of units and individual reservists assigned either to active units, or those subject to a call to active duty in wartime or national emergency. The Selected Reserve is a subcategory of the Ready Reserve. According to U.S. Department of Defense Directive (DoD) 1215.15-H, it includes:

"...those units and individuals designated by their respective service and approved by the Chairman, Joint Chiefs of Staff, as so essential to initial wartime missions that they have priority for training, equipment, and personnel over all other Reserve elements. Individual mobilization augmentees (IMAs) are members of the Selected Reserve not assigned to a Reserve Component unit but rather assigned to and trained for an Active component organization, Selective Service System, or Federal Emergency Management Agency billet that must be filled on or shortly after mobilization."<sup>5</sup>

Two more subcategories of the Ready Reserve, the Individual Ready Reserve and Inactive National Guard, will be covered later in this chapter.

The Standby Reserve is composed of reservists who have completed all obligated service or who have been removed from the Ready Reserve for "...civilian employment, temporary hardship or disability."<sup>6</sup> Soldiers in this category are not members of units and are not required to train.

The Retired Reserve consists of retired personnel from both the Active and Reserve Components. Members of this category receive retired pay once they reach age sixty or immediately upon retirement if the individual has had at least twenty years of active duty.<sup>7</sup>

#### **ARMY ORGANIZATION**

The United States Army is composed of the Active Component, the Army National Guard, and the Army Reserve. The Active Component numbers about 761,000 men and women. It is composed of seven army headquarters, six corps headquarters, eighteen divisions, and several separate brigades.<sup>8</sup> Six of the eighteen divisions are comprised of two active brigades and one National Guard "roundout" brigade.<sup>9</sup> I will discuss more about the Army National Guard and the Army Reserve portions of the force as each component is covered.

#### **ARMY NATIONAL GUARD**

The Army National Guard (ARNG) is the largest and oldest of the U.S. Reserve Components. In fact, the Army National Guard is the oldest military force in the United States. The first National Guard units were formed in 1636 as the North,

East, and South Regiments of the Massachusetts Bay Colony Militia. Linage of these units is perpetuated in existing organizations of the Massachusetts Army National Guard. As alluded to earlier, National Guard soldiers have fought in every major American conflict since the beginning of the Republic.<sup>10</sup>

The ARNG has two distinct missions. It has a state mission to provide emergency support and relief such as natural disasters, search and rescue, and civil disturbances. Its Federal mission is "...to provide properly trained and equipped units available for prompt mobilization in the event of war, national emergency or as otherwise needed."<sup>11</sup>

The ARNG is to be found in every State in the Union, the District of Columbia, Puerto Rico, the U.S. Virgin Islands, and Guam. In peacetime, the Guard is under the command of each state governor. The authorized strength of the ARNG is over 457,424 personnel.<sup>12&13</sup>

The ARNG is comprised of ten combat divisions, twenty separate brigades (including six roundout brigades), and numerous combat support/combat service support brigades and battalions.<sup>14</sup> To break it down another way, the ARNG provides 44 percent of the U.S. Army's combat units including:

- o 100 percent of Army's infantry scout groups.
- o 25 percent of the Army's special forces groups.
- o 40 percent of the Army's armored cavalry regiments.
- o 53 percent of Army's standard infantry battalions.
- o 47 percent of Army's mechanized infantry battalions.
- o 47 percent of Army's armored battalions.

- o 51 percent of Army's field artillery battalions.
- o 35 percent of Army's corps attack helicopter battalions.<sup>15</sup>

Most members of the ARNG are considered part of the Selected Reserve. There is also a small Inactive National Guard made up of ARNG personnel who cannot participate in training activities. These personnel are attached to ARNG units and would mobilize with those units if required.<sup>16</sup>

While under state control in peacetime, the Guard primarily trains for its Federal wartime mission. Federal oversight is accomplished by the National Guard Bureau (NGB). NGB is a joint bureau responsible to both the Secretaries of the Army and Air Force for the Federal resources of the Army and Air National Guard. Its mission includes:

- o Developing, coordinating, and administering all National Guard policies, plans, and programs.
- o Channeling communications between the services, states, and units.
- o Assisting the states in organization, maintenance, and operation of National Guard units.<sup>17</sup>

The Chief, National Guard Bureau is an Army or Air National Guard officer, on active duty, in the rank of lieutenant general.

#### U.S. ARMY RESERVE

The U.S. Army Reserve (USAR) has its roots with the establishment of the Medical Corps Reserve in 1908. From that time until the end of World War II, the USAR was primarily comprised of officers. Twenty-six inactivated divisions were

assigned to the USAR after the War; however, these were eliminated in 1967. At that time, eighteen Army Reserve Commands (ARCOMs) were formed. That number has since been increased to twenty.<sup>18</sup>

Unlike the ARNG, the USAR is completely a Federal reserve force. Except for one ARCOM in Europe, its units are commanded by the Commander-in-Chief, U.S. Forces Command (FORSCOM) through one of five Continental Army commanders.<sup>19</sup>

Besides the ARCOMs, the USAR has twelve training divisions, three training brigades, three complete separate combat arms brigades, and three more brigade headquarters.<sup>20</sup> Most of the Army Reserve is made up of combat support and combat service support units. Some percentages of the USAR's contribution to the Total Army are:

- o 97 percent of the Army's civil affairs units.
- o 68 percent of the Army's smoke generator units.
- o 61 percent of the Army's hospitals.
- o 54 percent of the Army's intelligence units.
- o 50 percent of the Army's pathfinder units.<sup>21</sup>

Also, of particular note to NATO, the USAR would provide units for the defense of Iceland during wartime.

There are about 588,000 soldiers in the USAR.<sup>22</sup> Most of these (about 320,000) are considered part of the Selected Reserve.<sup>23</sup> The remainder belong to the Individual Ready Reserve (IRR). The IRR is the U.S. Army's manpower pool. Its members are trained soldiers who have previously served in the Active Component or the Selected Reserve.<sup>24</sup>

The USAR is represented on the Army Staff by the Chief,



Army Reserve (CAR). The CAR is a USAR officer, on active duty, with the grade of major general.

#### FULL-TIME SUPPORT

Most of the members of the National Guard and Reserve are part-time soldiers. However, there are also various categories of full-time personnel who essentially manage the day-to-day planning, maintenance, recruiting, and administration of their particular components.<sup>25</sup>

Active Guard/Reserve personnel are essentially active duty guardsmen or reservists. These personnel serve in ARNG or USAR units, various headquarters (to include active Army commands), the National Guard Bureau, and the Army or Defense Department staffs.

Military technicians are personnel who serve as reservists, but who also work for the or Guard as Federal civilian employees.

The National Guard may also have state government employees working for the State Adjutant General, or at other ARNG headquarters within a state. Their number and locations are determined by the state concerned.

#### CAPSTONE

The Army's CAPSTONE program was established in 1979. This program "...organizes the Total Force into cohesive groupings of Reserve Component (RC) and Active Component (AC) units based on contingency mission requirements."<sup>26</sup> Under this program, "CAPSTONE traces" have been established which align ARNG and USAR units with wartime commands. A single unit may have multiple traces because of different

contingencies. In such cases, only one trace is considered priority. It should be mentioned that roundout brigades mentioned earlier are special examples of CAPSTONE alignments.

Wartime commanders provide Guard and Reserve units with mission and training guidance. Recognizing that training time is limited for these organizations, FORSCOM has directed that units give priority to guidance from within their primary CAPSTONE trace.<sup>27</sup> It is not unusual for Guard and Reserve commanders and their staffs to have informal ties, conduct staff visits, and train with their CAPSTONE commands.<sup>28</sup>

#### TRAINING REQUIREMENTS

ARNG and USAR members (Selected Reserve) are required to participate in at least forty-eight paid "inactive duty" training (IDT) assemblies each year. Each of these assemblies is a minimum of four hours duration. They usually take place one weekend each month (four assemblies).

In addition to inactive duty training, Guard and Reserve members must perform at least two weeks of "annual training (AT)" each year. This training may take many forms depending on the type and CAPSTONE mission of the unit. ARNG and Reserve soldiers who train at the National Training Center, Ft. Irwin, California; or participate in NATO exercises in Europe, may experience as many as 21 days of annual training.

#### OVERSEAS DEPLOYMENT TRAINING

In recent years, AT has sometimes meant Overseas Deployment Training (ODT). ODT is a program that allows Reserve Component units or individuals to train and participate in exercises within their CAPSTONE organizations.

According to Army Regulation 350-9, the principal objectives of ODT are:

- o To strengthen CAPSTONE relationships.
- o To provide units projected for deployment in support of Joint Chiefs of Staff (JCS) operations plans with the opportunity to conduct wartime mission-oriented training and planning in an overseas area.
- o Provide CONUS based units with the opportunity to conduct mobilization, reception, execution of training and redeployment activities.<sup>29</sup>

There has been a great deal of ODT in Europe during the past few years. During Fiscal Year 1990, a total 8,061 ARNG soldiers and 8,000 USAR soldiers participated in that theater; many participating in NATO and JCS and Army Europe (USAREUR) exercises.<sup>30</sup>

In Fiscal Year 1991 (FY 91), USAREUR is anticipating 8,511 ARNG and another 8,000 USAR soldiers to train in the European theater.<sup>31</sup> These numbers may change with VII Corps deployment to Operation Desert Storm. The focus for FY 91 will be the REFORGER exercise as well as transportation and ammunition units at the Seventh Army Training Center.<sup>32</sup>

#### KEY PERSONNEL UPGRADE PROGRAM

The Key Personnel Upgrade Program (KPUP) is a National Guard program designed to allow ARNG personnel to individually train with active Army counterparts. Its intent is to enhance ARNG soldiers' proficiency in assigned duty skills at the operational level.<sup>33</sup> A by-product, which is a stated objective of KPUP in USAREUR, is the fostering of the Total

Army Program "through shared training experiences."<sup>34</sup>

KPUP may be conducted either in the continental United States or with the Army overseas. Soldiers will train where their skills are required. Sometimes this means participating in an Active Component field training exercise in Europe. In such cases, and unlike ODT, CAPSTONE alignment is not required.

KPUP is supported by a "pull" system which means training opportunities are identified by an Army major command, such as USAREUR. National Guard Bureau would then try to find ARNG soldiers who would benefit from this training and are available at the time specified.

In Europe there have been more opportunities than available soldiers. In FY 1990, USAREUR major commands requested a total of 7,718 personnel for KPUP training (47 percent of all KPUP requests worldwide). However, the ARNG was only able to provide 588 soldiers.<sup>35</sup> Given the fact that most members of the National Guard are part-time soldiers, 588 is a substantial number.

CINC USAREUR would like to see more KPUP in Europe, particularly at the Combat Maneuver Training Center (CMTC) at Hohenfels. Consequently, he has sent a message to the Army Chief of Staff and CINC FORSCOM to try to channel more ARNG soldiers into the European Theater.<sup>36</sup>

#### OTHER TRAINING PROGRAMS

Reserve Component officers and NCOs must complete the same professional development programs as their regular counterparts. They do this by taking correspondence courses,

attending Army schools, or a combination of the two methods. When attendance at Army schools is required, the reservist or National Guard soldier enters active duty for training (ADT) status.

ADT may be used for other types of training as well. Reserve and National Guard soldiers may be available to undertake training requirements and experiences in addition to those performed in IDT and AT status. In those cases ADT is generally used.<sup>37</sup>

Of particular interest to NATO is the Training Exchange Program. This program "provides Guard and Reserve individuals and units an opportunity to orient themselves in their military duties while serving with counterparts in the armed forces of the host nation."<sup>38</sup> The ARNG alone has had exchanges with French Martinique, Jamaica, the Netherlands, Norway, Sweden, United Kingdom, and individual exchanges with the Federal Republic of Germany.<sup>39</sup>

There is a host of other training initiatives which are unique to the Reserve Components. They include the ARNG Battle Skills Course, Reserve Component Tank Commanders Course, the ARNG Mountain Warfare School, Regional Training Sites-Maintenance, and Field Medical Training Sites. I will mention other opportunities in the section on real world missions.

#### EQUIPMENT

Over the last several years, the Total Force Policy has improved the equipment readiness of the ARNG and USAR. Units which would be expected to deploy early in wartime, be they

Reserve or Active Component, have priority for equipment fill. Consequently, many Army National Guard combat battalions have received M-1 Abrams Tanks and the M-2 Bradley Fighting Vehicles. Also, a number of Reserve Component aviation battalions have received Black Hawk and Apache helicopters.

#### REAL-WORLD MISSIONS

Under "Total Force," the U.S. Army Reserve Components have been involved in activities unheard of in the reserve forces of other armies, NATO or otherwise.

In Brussels, Belgium there is an activity known as the Aviation Classification and Repair Depot (AVCRAD). This activity is a joint venture of the U.S. Army Aviation Systems Command and National Guard Bureau. It provides a "...broad range of aviation maintenance support to USAREUR...."<sup>40</sup> The AVCRAD also maintains a fleet of ARNG UH-1 helicopters which can be used by ARNG organizations when they deploy to Europe for ODT. These aircraft are also considered forward deployed for mobilization purposes.<sup>41</sup>

The AVCRAD undertakes its mission with a seventy-man contract team from DYNCORP and ODT rotations from an ARNG aviation maintenance organization which would deploy to the facility during wartime. The AVCRAD is commanded by a National Guard AGR officer assisted by a small staff of ARNG personnel.<sup>42</sup>

Another Reserve Component-staffed facility in Europe is the Equipment Maintenance Center (EMC) in Kaiserslautern, Germany. This facility was initially created as a test, mandated by the U.S. Congress, to determine the feasibility of

the Reserve Components assuming some active component missions, and to help reduce the Army's maintenance backlog in Europe. Work at the EMC is accomplished by ARNG and USAR heavy equipment maintenance companies (HEMCOs) rotating through the facility on three-week ODT periods. During the first year (FY 1989), six HEMCOs participated. They "...contributed 38,888 productive hours towards the repair of 3,100 items of equipment."<sup>43</sup> The plan now is to rotate about twelve HEMCOs through the EMC per year; each for three weeks of ODT.

The EMC is under the control of the 21st Theater Army Area Command. It is commanded by a National Guard AGR lieutenant colonel and is staffed with Active Component, ARNG and USAR AGR personnel.

The National Guard and Army Reserve have participated in road construction projects in places like Panama and Honduras. Similarly, the ARNG constructed a Field Medical Training Site in Panama and participates in about twelve to fourteen medical deployments per year in Central and South America.<sup>44</sup> Such deployments contribute to "nation building" in that part of the world.

The National Guard and Army Reserve are also involved in counter-narcotic operations. A total of \$212.9 million has been appropriated for Reserve Component (Defense-wide) participation in these operations.

#### FUTURE

If one walks the corridors of the Pentagon and asks the future of the U.S. Army Reserve Components, the different

responses will probably be as numerous as the number of persons asked. There are reasons for this uncertainty, not the least of which is the call-up of approximately 80,000 Reserve Component soldiers who have been deployed for Operation Desert Storm.<sup>45</sup> Another possible reason is the uncertainty of the threat from the Soviet Union, and just how much the so-called "peace dividend" will draw funds away from defense programs, and ultimately the Army Reserve Components.

President Bush, while speaking to the Aspen Institute Symposium last August said,

"In our restructured forces, reserves will be important, but in new ways. The need to be prepared for a massive, short-term mobilization has diminished. We can now adjust the size, structure and readiness of our reserve forces, to help us deal with the more likely challenges we will face."<sup>46</sup>

Just what the "new ways" will be, is not yet clear. However, some facts are known.

Last year, the Department of the Army directed National Guard Bureau to reduce ARNG force structure by 76,000 authorizations. These reductions were to take place over a four-year period with 10,000 in FY 1991; 25,000 in FY 1992; 30,000 in FY 1993; and 11,000 in FY 1994. The Army's guidance also called for the elimination of two ARNG divisions and an ARNG armored cavalry regiment.<sup>47</sup>

An interim report to Congress by the Total Force Study Group also reflects an apparent Department of Defense position that reserve forces should be reduced along with active



forces.<sup>48</sup> Much of the thinking for this position is based on what the report calls "...a reduced need for large forces on short notice...."<sup>49</sup>

The position of the Congress is not consistent with the DoD's and the Army's position in this area. The Conference Report from the House of Representatives for 1991 Defense appropriations states:

"The conferees believe that during a period of decreasing Defense budgets, it makes sense to put more, not less, force structure into the Reserve components. At a minimum, the current Guard and Reserve force structure should be retained."<sup>50</sup>

As a consequence, Congress restored the 1991 National Guard and Army Reserve end-strength to 1990 levels.<sup>51</sup>

Members of Congress also took issue with the Department of Defense's decision not to call up ARNG combat units in the early stages of Operation Desert Shield.<sup>52</sup> Many ARNG and USAR combat support and combat service support units were mobilized, but no major combat units. Even two active roundout divisions deployed without their ARNG brigades. Some officials I spoke with believed the President's call-up authority (ninety days plus a ninety-day extension) did not allow for sufficient time to prepare these units for combat. Consequently, Congress has extended the authority to 180 days plus a 180-day extension for combat organizations. These brigades have since been called to active duty but not deployed.

These issues have put the meaning of "Total Force" to the

test; therefore, post "Cold War" missions and force structure of the Army's Reserve Components have not been totally worked out. One option being looked at is a cadre division concept. Other options include rotational missions similar to the EMC and European AVCRAD.

One of the strongest supporters of the Reserve Components in Congress is Representative G.V. (Sonny) Montgomery, chairman of the House Veterans' Affairs Committee and member of the House Armed Services Committee. Mr. Montgomery believes the "...Guard and Reserve are the best buy for our defense dollar."<sup>53</sup> He also believes consideration must be given to transferring more missions to the Reserve Components. However, he cautions this should be done only after taking a "hard critical look" at requirements, and determining which missions can best be performed by the Guard and Reserve. Mr. Montgomery sees a need to revalidate the Total Force Policy, and believes the call-up of Guard and Reserve units for the Persian Gulf crisis as "...going a long way towards this revalidation."<sup>54</sup>

The biggest variable in determining the future of the Army's Reserve Components, is the Soviet Union. If events in that country are such that the Soviets are once again perceived as a threat by the American and European public, it is likely discussions of reductions in Reserve Component force structure may cease.<sup>55</sup>

NOTES - CHAPTER XV

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## CHAPTER XVI

### NATO RESERVE ASSOCIATIONS

#### INTERALLIED CONFEDERATION OF RESERVE OFFICERS

The Interallied Confederation of Reserve Officers (CIOR)<sup>1</sup> is an organization made up of national reserve officers associations from twelve NATO member nations. It is a non-governmental, non-political, non-profit-making organization.<sup>2</sup> The CIOR was formed in 1948 by the reserve officers associations of Belgium, France, and the Netherlands. Today, it has approximately 800,000 members from around the Alliance.<sup>3</sup>

According to the NATO Handbook, its purpose is "...to contribute to the organisation, administration and training of reserve forces in NATO countries and to improve their motivation, capabilities, interoperability and mutual confidence through common and exchange training programs."<sup>4</sup> An important by-product is the "...improvement of public understanding of NATO and the strengthening of public support for its policies."<sup>5</sup> The CIOR undertakes its work through six commissions made up of officers from each national delegation. Both the International Military Staff at Headquarters, NATO, and SHAPE have liaison officers working with the CIOR.<sup>6</sup>

#### THE INTERALLIED CONFEDERATION OF MEDICAL RESERVE OFFICERS

Closely affiliated with the CIOR is the Interallied Confederation of Medical Reserve Officers (CIOMR).<sup>7</sup> This organization was also founded in 1948. Like the CIOR its

charter members were from Belgium, France and the Netherlands. After the North Atlantic Treaty was signed in 1949, it came to include members from other nations in the Alliance.<sup>8</sup>

#### NATIONAL RESERVE FORCES COMMITTEE

The National Reserve Forces Committee is comprised of the chiefs of reserve forces from each of the NATO member nations. They normally meet in conjunction with the annual congresses of the CIOR to discuss issues and problems of mutual interest.

NOTES - CHAPTER XVI

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## CHAPTER XVII

### CONCLUSIONS AND RECOMMENDATIONS

#### CONCLUSIONS

From the chapters contained in this study, the following conclusions are drawn:

- 1. The greater part of the wartime strength of NATO armies are reservists.** From the figures presented in this paper, mobilizable forces comprise about 60 percent of the combined strength wartime armies of NATO member nations. This percentage includes all categories of reserve component and home guard forces. Excluded are para-military organizations which may be considered reserves of these armies.
- 2. The reserve forces in each country are different.** Three countries (Canada, the United Kingdom, and the United States) are completely volunteer. The others have systems based on conscription. Some reserve systems have force structures; others are used only as fillers for Regular Army organizations.
- 3. Volunteer reserves tend to train more frequently than reserve forces based on conscript accessions.** Reservists in Canada, the United Kingdom, and the United States will typically train at least one weekend per month and participate in an annual training period of about fifteen days. Training in other conscription-based countries range from a mere sixty-six days in eighteen years for Belgium, to a maximum of twenty-one days every three years for Greece. To be fair,

some countries, such as the Netherlands, do not leave reservists in priority units very long after release from active service. In this way, units are continually filled with freshly trained personnel. However, countries who are shortening the active commitment for conscripts, especially those considering less than eight months of active duty, may have mobilizable armies with insufficiently trained soldiers.

**4. The reserve forces in the NATO armies are experiencing change because of peace initiatives, demographic problems and budget constraints.** As can be seen in the preceding chapters, some of these armies are being reorganized or making other changes affecting their reserve forces. These include changes in the frequency of refresher training, the amount of active conscript service and reserve obligation, as well as major restructuring. Depending on what happens in the Soviet Union, and the resulting threat perception, more changes may be in the offing.

**5. Reserve associations affiliated with NATO are a mechanism for communication.** The NRFC provides opportunities for the chiefs of reserve elements in NATO to exchange ideas and to discuss solutions to common reserve related problems for the betterment of the Alliance. The CIOR and CIOMR provide national reserve associations and individual reserve officers a means of doing the same thing at their level. Because reservists provide an army's best liaison with civilian communities, these organizations can be influential in communicating NATO positions to the public.

## RECOMMENDATIONS

The following are my recommendations as a result of undertaking this study:

1. **NATO should continue to give reserve matters high priority.** The active-reserve mix of each army in NATO is a national decision; consequently, it is not up to NATO (or a U.S. senior service college fellow) to recommend changes in the composition of foreign armies. Having said that, NATO can be involved in reinforcement and mobilization issues that impact on the Alliance. The reserve contribution to NATO's war-fighting capability is just too large to ignore or relegate to second priority. As active forces are reduced, it is likely that reserves will become an even larger percentage of this capability; hence reserve issues will become even more important.

2. **Within NATO, the term "reserve" should be dropped in favor of "mobilizable forces" as is the case in the Norwegian Army.**<sup>1</sup> This change will emphasize the important part these forces play in NATO's defense structure rather than just considering them forces in reserve.

3. **Consideration needs to be given to using the capabilities of mobilizable personnel and units in assisting countries in Eastern Europe to make the transition to western style democracies.** Perhaps the type of projects would not be the same as has been undertaken in Central and South America by the U.S. Army Reserve and National Guard.<sup>2</sup> It is likely the needs will be different; however, the capabilities available in the mobilizable forces of NATO could go a long way to

strengthening ties between Eastern Europe and the West.

**4. More studies should be undertaken on NATO reserves.** The use of reserve organizations and personnel in multinational forces, "out of area" training missions, and possible reserve assistance to Eastern Europe should be considered as separate research projects. Mr. David Lightburn of the NATO International Staff has suggested reserve forces might be able to contribute to the CFE verification process.<sup>3</sup> This is another idea that deserves study. As reserves become more important to the Alliance, knowledge of them and suggestions for their improvement and utilization will become indispensable.

NOTES - CHAPTER XVII

1. See Chapter 10.
2. See Chapter XV.
3. Interallied Confederation of Reserve Officers, Summary Record of Executive Committee Meeting, Calgary, 22-28 July 1990, p. 72.

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