

The 2018 Posture of the United States Army Reserve,  
America's Global Operational Reserve Force

Submitted by

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**NOT FOR PUBLICATION UNTIL RELEASED BY THE SENATE  
APPROPRIATIONS COMMITTEE**

Title 10 USC specifies the Chief of Army Reserve shall submit to the Secretary of Defense, through the Secretary of the Army, an annual report on the state of the Army Reserve and the ability of the Army Reserve to meet its missions.

The report shall be prepared in conjunction with the Chief of Staff of the Army and may be submitted in classified and unclassified versions.

## **INTRODUCTION**

### **Ready Now; Shaping Tomorrow**

Throughout its 110-year history, America's Army Reserve has always met the challenges of the time. Leveraging its broad and pervasive presence on, and connections with, Main Street America, the Army Reserve has consistently demonstrated its ability to build and sustain readiness, and provide unique and critical capabilities to the Army and the Combatant Commands at a massive cost-savings to the American people. These times are no different.

As the Army's sole, dedicated Federal reserve force, America's Army Reserve has been preparing and posturing its forces to respond quickly to evolving threats from multiple sources. In 2016, we embarked upon an effort to significantly increase the readiness of our forces and close interoperability gaps with the Joint Force. Today, some 30 percent of Army Reserve units are charged with maintaining higher levels of peacetime readiness to reduce post-mobilization training time, and both risk-to-mission and risk-to-force, in the event of war.

These units, organized into the construct of Ready Force X (RFX), are pre-identified based on contingency plans, to mobilize and deploy on short timelines as part of critical "Fight Fast" formations. Some RFX units will provide unique and essential early-entry and set-the-theater capabilities to support Army requirements in contested environments across multiple domains. Others are tailored to support Army efforts to rapidly expand the critical mobilization platforms needed to generate the deployment through-put as needed on behalf of the American people. Still others provide operational depth, acknowledging that hostilities in one theater may tempt other competitors to become opportunistically adventurous in another. All these forces are being methodically identified, prioritized, trained and postured to move fast, engage quickly and win decisively on the battlefield of today.

This urgent press to build sufficient readiness to meet the demands of a large and sudden contingency operation, driven by this new threat paradigm we face today, has the potential to increase stress on our Army Reserve Soldiers, families and employers. We acknowledge and accept the daunting challenge it creates, which is to be ready enough to be relevant, but not so ready that our Soldiers cannot keep superb civilian employment and maintain healthy, rewarding and balanced lives with their families.

This is no small order, but this is no ordinary team. A combination of engaged leadership, a realigned and dynamic command and control structure, a reformed and innovative training strategy, and enhanced time-management flexibility for junior commanders at echelon, will help mitigate increased pressure on the Soldier. We are also

re-tasking and redesigning our Family Support Program to include regionally-oriented, organically-nurtured programs that support the family. Finally, the Army Reserve will continue its persistent engagement with influencers and employers across America to reinforce the strategic partnership between Main Street and America's Army Reserve to employ the Nation's best talent in support of the American people.

Looking to tomorrow, your Army Reserve will continue to assess, innovate, and shape as we lean into the future. Our aggressive initiative to anticipate and be informed by emerging demographic trends in the United States, will enable us to integrate, scale and — where necessary — realign force structure and facilities to better recruit and retain critical talent for the Army by being well-positioned to meet and support our Soldiers where they live and work.

Leveraging new systems and policies, America's Army Reserve will explore and, where appropriate, operationalize innovative ways to attract, "hire" and leverage the rapidly developing "digital talent" that exists in the private sector for the good of the Army and the Nation. In short, we will do more than prepare for tomorrow; we will shape it.

Ready Now, Shaping Tomorrow is not just a slogan. America America's Army Reserve — capable, combat-ready and lethal — is ready to fight fast today, and innovate for tomorrow, in support of the Army's mission to fight, survive and win the Nation's wars.

## **THE STATE OF THE ARMY RESERVE**

With a presence in all 50 States, five U.S. territories, and 30 countries across the globe, America's Army Reserve provides operational capability and strategic depth to the Army and the Joint Force in support of U.S. national security interests and Army commitments worldwide.

The Army Reserve comprises nearly 20 percent of the Army's organized units, almost half its total maneuver support, and a quarter of its mobilization base-expansion capacity. Its unique status as both a component of the Army and a singular Command imbues it with the flexibility, agility and unity of effort needed to respond to any mission at home or abroad, often with little notice.

Manned, trained and equipped primarily to enable combat formations, the Army Reserve provides quick access to trained and ready Soldiers and units, and the critical enabling and sustaining capabilities the Army needs to win. These include key strategic and operational capabilities such as Petroleum Pipeline and Terminal Operations, Rail Units, Biological Identification Detachments, Broadcast Operations, Civil Affairs and Psychological Operations, a variety of Military Police capabilities, Military Intelligence, Horizontal and Vertical Construction, as well as Combat Engineers, Assault Aviation, Logistics, and an array of Medical Commands and formations.

Engaged globally, the Army Reserve plays an integral role in America's national defense architecture, meeting high operational tempo demands, generating forces as required, and providing reliable capabilities to all Combatant Commands.

Since 2001, more than 310,000 Army Reserve Soldiers have been mobilized and deployed to Iraq and Afghanistan, as well as Theater Security Cooperation, Foreign Humanitarian Assistance and Disaster Relief, Homeland Defense, Defense Support of Civil Authorities, and other missions at home and around the world.

Today, nearly 15,000 Army Reserve Soldiers are supporting global combatant command operations to include Civil Affairs missions in the Horn of Africa, deterrence operations in Kuwait, Military Police operations at Guantanamo Bay, Cuba, and Medical Support operations in Honduras.

Without doubt, today's Army Reserve is the most combat-tested and experienced force in its history, but to remain ready to win in an environment that grows daily in lethality and complexity, we must build the most capable, combat-ready, and lethal Federal reserve force in the Nation's history.

## **MEETING THE NEW THREAT PARADIGM**

The emerging threat paradigm is characterized by extraordinarily capable potential adversaries who could contest and disrupt U.S. military operations across all domains – land, air, sea, space and cyberspace. This potential reality expands the modern battlefield beyond anything we have known in terms of tempo, lethality, and operational and strategic reach. Our ability to match and outpace potential adversaries is essential to ensuring freedom of maneuver, while also strengthening our deterrence posture and assessing the resolve and capability of key global allies.

The commanding lead in technical innovation, once enjoyed by the US military, is now subject to challenge by emerging competitors. Moreover, the fast pace of change in the private sector – in areas of quantum computing, artificial intelligence, robotics, computer & materials science, medicine, and genetic research and engineering, to name a few – has, in the main, been driven by profit-motivated markets that can, in many cases, be characterized by regions, communities or, in some cases, specific corporate entities. This pace has accelerated to the point where private/public partnerships are, arguably, an essential element of National Security.

In this evolving global security environment in which both U.S. technological supremacy and vital national interests are subject to challenge by states who potentially possess both the means and proclivity to challenge U.S. dominance in critical areas and non-state actors who may acquire capabilities to acutely challenge our forces for discrete attacks, the mandate is clear: increase the readiness of Army Reserve forces – primarily units with a bias for action – in order to enable them to deploy and engage on short notice. This focus on readiness, of both individual Soldiers and action oriented units, drives the Army Reserve’s strategy for manning, training, and equipping its “Fight Fast” formations and adds credence to the Nation’s deterrence posture.

Readiness is our first priority, and full-spectrum threats demand full-spectrum readiness. In addition to sustaining the counter-insurgency and counterterrorism capabilities we have developed, the Army Reserve must be ready to respond to evolving threats in several theaters, and be prepared for the warfighting demands of large-scale, nearly simultaneous contingencies in more than one of them. Should they materialize, these contingencies would require significant and rapid mobilization, and require lead formations from America’s Army

Reserve to provide technical enabling capabilities crucial to opening, synchronizing, and sustaining major operations.

In this new threat paradigm, the time-tested model of rotational readiness will no longer suffice. Our traditional “patch chart” approach will not generate the significant surge capacity that such contingencies – arising quickly with little strategic indications and warning – will demand. To that end, the Army Reserve must now focus its training, equipping and manning priorities to meet the challenge of generating full-spectrum readiness for a Ready Force of tens of thousands of Soldiers who can deploy to the fight in a matter of days and weeks. This work includes having sufficient critical Army Reserve enabler capabilities and ensuring there are no interoperability gaps in areas such as mobility, lethality, battlefield communications and mission command systems.

## **Ready Force X**

In an environment in which the rapid mobilization and deployment of lead formations is critical to massing and sustaining combat power, the Army relies upon the fundamentally integrated and unique capabilities of America’s Army Reserve to fight and win. To that end, as noted earlier, your Army Reserve has continued to refine and develop Ready Force X (RFX) as the driving force for all aspects of manning, equipping, training, and deploying key capabilities on the compressed timelines that certain contingencies mandate. While this remains a work in progress, much advancement has been made.

RFX units will have the ability to deploy rapidly – in some cases days or weeks – with the mobility, survivability, lethality and netted mission command architecture to synchronize with the Total Force and win on the battlefield. While RFX units may be missioned, primarily, with an eye towards one contingency, their key organizing aspects are readiness and agility. Put simply, they must be ready to “Fight Fast.” Whether it be opening ports, setting the theater with critical enablers, constituting and operating mobilization support platforms for the Total Force, or supporting maneuver forces in contact with the enemy, RFX units need to be ready to move quickly to a wide-variety of contingencies.

RFX units comprise critically integrated capabilities for the Army. In some instances they consist of capabilities that are unique to America’s Army Reserve and have, essentially, no analogue in either the Active Army or the National Guard. Key aspects of petroleum distribution, rail operations, theater-level engineer and aviation operations, civil affairs, and psychological operations are but a few examples of such formations. In other cases, they are capabilities that, while not exclusively the province of the Army Reserve — critical medical units, a wide array of sustainment capabilities, and multiple maneuver support formations to list but a few — form a large percentage of the Army’s total capacity and are likely to be needed

on compressed timeliness. These requirements drive the mandate: certain units must be able to achieve a high degree of pre-mobilization readiness and sustain it over time. Readiness begins with the individual American Soldier. Fit, medically-ready, appropriately trained, and conditioned, the deployable Soldier is the foundational element of capability. Upon this foundation we build the collective capability of units-of-action that are manned, trained, equipped and — above all — led to genuine combat-readiness. In RFX formations, this effort requires, in addition to motivated and committed leadership, persistent energy and a dogged determination to focus on those mission-critical tasks that must be accomplished now since there will be little to no time upon mobilization.

At the core, RFX is two things. First, it is a way of prioritizing activities and focusing decision-making — personnel policies, training schedules, equipping timelines, modernization priorities, etc. — with a view towards those things that must be done quickly in the event of a contingency or surge requirement. Second, it is a lens that forces commanders to assess, in conjunction with a potential wartime requirement, the amount of time they will need to prepare their unit for combat, but also to view that assessment considering when the Combatant Command has determined that the capability will be needed, in the battle-space, and fully mission capable. That lens is what enables leadership to see the risk of not being ready to “Fight Fast,” because it bounds the problem and clarifies the risk.

RFX is not a rotational-readiness construct. Units in it, to include early-entry/set-the-theater capabilities, and other formations meeting specific Combatant Command requirements, will be appropriately manned, trained, equipped, and maintained in place until further notice to enhance stability within the force and enable the Army Reserve to build and sustain individual and collective readiness. Leveraging the Army’s Sustainable Readiness strategy, strategic depth units will remain sized, trained, and postured, as required, to protect the Nation and its interests, to include Homeland Defense and Defense Support of Civil Authorities (DSCA).

### **Homeland Defense and Defense Support of Civil Authorities**

With Soldiers and equipment in more than 1,100 communities across the Nation, America’s Army Reserve is uniquely postured to employ capabilities critical to Homeland Defense and DSCA. These include search and rescue, aviation, engineer, transportation, medical, water and fuel distribution, water purification and communications support.

Operating under Title 10 of the U.S. Code, America’s Army Reserve supports local, state and federal agencies as part of the synchronized federal response force coordinated by the Federal Emergency Management Agency that fills the capability gaps of Civil Authorities, conducting operations to save lives, prevent human suffering and mitigate property damage. Operating under the guidelines of the National Response Framework (NRF), and in

compliance with the National Incident Management System (NIMS), America's Army Reserve provides an immediate and deliberate response in support of the American people at their time of greatest need. As with their brothers and sisters in the Army Guard, Army Reserve Soldiers live and work in local communities across the country and around the world, and they stand ready to support on no-notice.

Over the past year, in anticipation of Hurricane Harvey's landfall, your Army Reserve prepared and positioned capabilities to be ready to support on a moment's notice, and then — pursuant to Immediate Response Authority (IRA) — executed dozens of missions to rescue and evacuate well over 4,000 people, transport emergency responders, and airlift life-saving medical supplies throughout the greater Houston metroplex. Similarly, your Army Reserve Soldiers provided massive IRA support in the aftermath of Hurricanes Irma and Maria, providing key port-opening capabilities, road clearance operations, water and fuel distribution, and water purification operations in support of thousands of devastated survivors.

More than 2,000 Army Reserve Soldiers from the Puerto Rico-based 1st Mission Support Command and other Reserve units on Puerto Rico and the U.S. Virgin Islands responded to local and federal requests for assistance. Placed under the unified command of an Army Reserve Brigadier General immediately after Hurricane Irma struck, these units provided critical and orchestrated capabilities setting the stage for operations after Maria's devastating blow. These operations included movement of life-saving commodities, mortuary affairs, power restoration, opening of roadways, support of the U.S. Coast Guard in opening the Port of San Juan, and enabling additional support to the Federal Government's effort to assist the Commonwealth and the Territory. Your Army Reserve Soldiers, living in Puerto Rico and the Virgin Islands, cleared access corridors to hospitals and positioned civil affairs capabilities to better orchestrate medical support to local civilians.

Water purification units, like the 973rd Quartermaster Company, provided more than 12,500 gallons of safe water per day to people who had no access to potable water. Army Reserve Convoys transported pallet-loads of bottled water, thousands of meals, and gallons of freshly purified bulk water, and distributed well over 100,000 gallons of fuel in support of local authorities.

Twenty-one personnel from Delta Company, 249th Engineer Battalion (Prime Power), were on the ground in Puerto Rico repairing distribution lines. Delta Company, the only Army unit comprised solely of linemen, placed an average of 10 power poles per day, and repaired more than 52,800 feet of distribution lines, connecting over 3,500 clients to the power grid.

America's Army Reserve fields a significant portion of the Nation's chemical and biological agent defense capabilities, many of which are fully integrated into the standing Department of Defense Chemical, Biological, Radiological and Nuclear (CBRN) Response Enterprise An

Army Reserve mission force comprised of units assigned to the CBRN Command and Control Element conducts critical enabling tasks for CBRN response operations in support of if called upon, these highly trained Soldiers support civil authorities to save lives, minimize human suffering, maintain public confidence, and mitigate the effects of CBRN incidents.

## **Leveraging the Civilian Skills**

Many of America's Army Reserve Soldiers have years of civilian experience and industry-specific knowledge, expertise and skills in cyber, artificial intelligence, quantum computing and other advanced-technology fields. Your Army Reserve has already moved rapidly and decisively to position force structure across the United States to assess and develop "digital key terrain". Intended, broadly, to both better understand the rapidly developing technologies in the private sector of the global economy and to exploit the Army Reserve's unique ability to leverage its pervasive presence in that sector to bring additional capability to the Army, this initiative is well underway. Working closely with partners in both the public and private sectors, your Army Reserve is playing to its strength - finding some of the best talent in America and weaving it into the National Security fabric of America.

We will continue to explore and exploit opportunities to draw upon our civilian-acquired or civilian-retained skills, and to leverage our relationships with industry and academia, while also capitalizing on evolving demographic shifts in the population. But one example from an operational perspective: Army Reserve cyber Soldiers support a myriad of missions to include cyber protection of critical infrastructure networks. Army Reserve Cyber Operations Group Soldiers are employed by more than 30 government agencies and contractors, including the Department of Homeland Security, the National Security Agency, the Federal Bureau of Investigation, the Defense Intelligence Agency and more than 40 corporate, financial and academic institutions, such as Uber, Google, IBM, MIT, Carnegie Mellon University and the Naval Post Graduate School. This is but the beginning.

## **Families and Employers**

Readiness is built and sustained by garnering and retaining the support of both our families and, for America's Army Reserve, the employers who enable us to serve the Army and the Nation. The reason for this is as simple as it is self-evident: in a Nation that depends upon an all-volunteer force for its survival, if you are unable to hold the support of our families and fellow citizens, you do not have an Army. Families who feel embraced, appreciated, and integrated into the Army Reserve are our key enablers. Similarly, the unwavering support of employers for Army Reserve Soldiers often determines their ability to continue to serve the people of the United States as an American Soldier.

Translated into action, this reality requires a coherent and integrated approach whereby a variety of Family Support programs and initiatives are leveraged to support Families and sustain a sense of community and mutual support in spite of the geographic dispersion of our units and Soldiers who are spread around the world. Sustaining employer support becomes an even more complex and demanding challenge when seen in the context of the Army's appropriate reliance upon the Army Reserve to generate the requisite combat power the nation requires. Persistent and persuasive engagement with employers and the communities in which they reside, through a variety of outreach tools, is the key to reminding American businesses of the essential linkage between their patriotism and national security. We cannot, and will not, throttle back on this effort. Our U.S. Army Reserve Ambassadors, Public-Private Partnership Program and community support initiatives at the local level are all critical enablers in this push.

By way of example, the Army Reserve maintains an around-the-clock capability to support our Soldiers and Families. The Fort Family Outreach and Support Center at Fort Bragg, North Carolina, provides a direct conduit to command and community resources with comprehensive and confidential information, assistance, and referrals for every aspect of military life. Moreover, the Army Reserve Volunteer Program promotes and strengthens volunteerism by uniting community volunteer efforts, enhancing volunteer career mobility, and establishing volunteer partnerships.

Our Survivor Outreach Services Program maintains a family's connection with the Army family in times of loss, regardless of a fallen member's duty status or component. Child and Youth Services helps geographically dispersed Soldiers and families find affordable childcare and youth supervision options within local communities. Army Family Team Building is a readiness training program to educate Army Families about military life. These and other Family Readiness programs support more than a quarter of a million dependents in America's Army Reserve. They are initiatives that have proven themselves effective repeatedly.

Our Private Public Partnership (P3) program directly serves to meet the demand signal of attracting and retaining talent. Within the P3 program, America's Army Reserve develops, integrates, and fosters relationships between Army Reserve Soldiers and private and public-sector organizations. P3 has established an extensive network of partners that include not-for-profit and for-profit organizations and has helped establish veteran specific employment initiatives through a teamwork approach with employers – a win for both teams.

## **Suicide Prevention**

In America's Army Reserve, suicide prevention is the shared responsibility of commanders, leaders, Soldiers, Family members, and Army civilians at all levels and our efforts are a key component to personal unit readiness. Ensuring prompt access to quality care is an essential component of suicide prevention but we must also reduce risk, and one of the

greatest risks is stigma. In the Army Reserve, we are working to eliminate the stigma associated with seeking help for suicidal thoughts or feelings, and are working to provide supportive environments for those with emotional and psychological issues.

The Army Reserve is diligent in raising awareness of the many tools and resources available to increase individual resiliency and eliminate the incidences of suicide. For example, Military OneSource provides free financial counselors for military members facing serious financial issues – a key suicide risk factor. The Comprehensive Soldier Fitness (CSF) Program helps Soldiers learn resiliency and have the tools to grow through demanding experiences. The Army Reserve's Fort Family Outreach Support Center (1-866-345-8248) provides assistance for Soldiers and Families in need. The Army Reserve is unleashing the power of the team to take care of our teammates and eliminate suicides within our team.

### **Sexual Harassment and Assault Prevention**

There is no place for sexual harassment and assault in the Army Reserve. America's Army Reserve is a family, a close-knit team. Sexual harassment and assault is an attack on our team, and it is not tolerated. Just as we would not let anyone hurt our immediate family members, we will not let anyone harm a member of our Army Reserve team and our unit readiness.

The leaders at all echelons of the Army Reserve are the shields of trust for each Soldier. We must have high levels of mutual trust to get after those who would break that bond. As the shields to our team, the entirety of the Army Reserve is committed to 1) Protect victims, provide compassionate care, protect their rights and privacy, and prevent sexual assaults from occurring in the first place; 2) Report every allegation, ensure they are thoroughly and professionally investigated, and take appropriate action based on the results of those investigations; 3) Create a positive command climate and an environment of trust and respect in which every person can thrive and achieve their full potential; 4) Hold individuals, units, Commanders and leaders responsible for their actions or inactions; 5) Fully engage the chain of command, and hold it accountable for everything that goes on in the unit. America's Army Reserve is fully committed to eradicating instances of harassment and sexual assault, caring for the victims, and holding those who commit such egregious acts accountable.

### **SHAPE AND GROW THE FUTURE FORCE**

Staying current with force structure changes, unit positioning, leader development, and leveraging emerging technologies, capabilities and opportunities are key aspects of the agility the Army Reserve will use to shape and grow the future force. The positioning of force structure, units and capabilities is a vital part of developing tomorrow's Army Reserve. Building for the future means ensuring that America's Army Reserve not only anticipates and

flexes to meet new and emerging force structure requirements, but that ready units are positioned where future Soldiers are living and working in their chosen fields. Aligning force structure and unit locations with trending demographics will also help overcome perennial recruiting and retention challenges.

Developing agile leaders who can thrive in a full spectrum environment, are capable of making hard decisions under stress, and can operate in a complex and potentially digitally-disrupted or austere environment is a key component of our strategy to shape and grow the future force.

The Army Reserve's deep connection to the private sector is a substantial advantage in understanding and exploiting cutting-edge technology advances and capabilities, such as those in the cyber domain. For example, we are already positioning structure to support high tech-focused Department of Defense (DoD) initiatives leveraging "digital key terrain" in select locations in the United States, and seizing on further opportunities to draw upon our civilian skills and relationships with the private sector to meet critical needs of the Army.

Finally, infrastructure is also a critical component of generating readiness. No one installation is ideally suited to providing first-class training to all formations at all times of the year. Training platforms – their location, capabilities, and limitations – must be assessed and leveraged in a manner that optimizes their ability to provide relevant, combat focused training experiences for Army Reserve units, and maximizes their ability to increase the combat-readiness of discrete, capable units in the minimum time possible.

## **Resourcing and Sequestration**

Consistent funding is critical to ensuring that America's Army Reserve can meet the needs of the Army and Combatant Commands across the range of military options. We are grateful to Congress for the recent agreement to increase the discretionary budget caps for fiscal years 2018 and 2019. If sequestration budget caps return in FY 2020, the Army Reserve will incur significant risk in training, facility restoration and modernization, and equipping and modernization programs vital to winning the Nation's wars. To date, the Army Reserve has managed to fund training for critical units.

Sustaining critical operational capabilities requires consistent, adequate, and predictable funding over time. Past budget uncertainty and the 2013 sequester have negatively impacted modernization and equipping investments. To ensure Army Reserve units are ready when called upon, Army Reserve Training Centers that support Home Station training requirements must be adequately resourced and properly configured to maintain quality facility conditions.

The velocity of technology change continues to outpace the Army's modernization strategy

and the resources required to procure and sustain the most modern equipment across the entire force. Given Army priorities and resources levels, the Army Reserve is at risk striving to maintain battlefield commonality. Risk is particularly acute for the Army Reserve in Mission Command Systems, to include battle command systems, tactical radios, and satellite transport platforms. Moving forward, America's Army Reserve will focus its innovation efforts on units that must be postured to provide critical early entry and set-the-theater capabilities.

From FY 2015 to FY 2016, the National Guard and Reserve Equipment account (NGREA) funding allocated to the Army Reserve enabled investments in tactical wheeled vehicles (\$164M), engineer equipment (\$28M), simulations (\$23M), and field logistics (\$21M). Using FY 2017 NGREA funds, the Army Reserve will procure Critical Dual Use (CDU) items, including Logistics Automations Systems, Bridge Erection Boats, Power Distribution Systems and Scrapers in support of Defense Support of Civil Authorities (DSCA).

### **AMERICA'S ARMY RESERVE: CAPABLE. COMBAT-READY AND LETHAL**

America's Army Reserve is a capable, combat-ready, and lethal team providing critical capabilities to Army Service Component Commands and all Combatant Commands. Although the threats to America are dynamic and increasing every day, your Army Reserve remains a highly effective and responsive force for the nation. As it has since its founding in 1908 as the Medical Reserve Corps, today's Army Reserve – anchored in civilian employment and local communities across the nation, and highly trained and educated in 148 different military career fields – stands ready to serve the Nation at home and abroad. America's Army Reserve – a force of technically and highly skilled Soldiers, leaders, and units: Capable. Combat-Ready. Lethal.