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NARR/REF A IS ALNAVRESFOR 025/20 NAVY RESERVE FIGHTING INSTRUCTIONS 2020. REF B IS  
THE CHIEF OF NAVAL OPERATIONS' 2022 NAVIGATION PLAN (NAVPLAN) DRAFT.//  
POC/CAPT Pete Zubof/OPNAV N0955/703-614-4384/peter.m.zubof.mil(at)us.navy.mil//

RMKS/1. "In a fight, the winner will be the navy whose ships can take major damage and still maneuver and shoot to hit. This requires much more than just skill, courage, and endurance as we understand them in peacetime. It means that your officers and [enlisted Sailors] have to keep functioning, professionally, even when they have seen ships blown up and sunk, when many people have been killed and horribly wounded, when the survivors are scared and exhausted, when decks are red hot, lights are out and equipment is destroyed, and when they are dazed and bewildered by the sights, sounds, and smells of violence and death."

1.A. Read para 1 again and soak in the evocative imagery that results. Those words, penned in 1986 by a former U.S. SECOND Fleet Commander are as relevant today as they were during the height of the Cold War. And today they serve as a rallying cry for every Reserve Force Sailor to prepare – mentally, physically and spiritually - for the terrible realities we would face in combat with a peer competitor. THAT IS WHY WARFIGHTING READINESS IS MY NUMBER ONE, AND ONLY, PRIORITY. Period.

1.B. STRATEGIC CONTEXT. Since I published ref (a), the Navy Reserve Fighting Instructions (NRFI 2020), the forces that seek to reshape the international rules-based order have amplified and added coherency to their efforts. Together, the Russian Federation and the People's Republic of China (PRC) seek to undermine the global security balance that has been central to our way of life, and that of our allies and partners, since the conclusion of World War II. To counter these existential threats, and realize and defend our American values, we must accelerate pursuit and achievement of peerless warfighting readiness. And to ensure that readiness, we must transform the Navy Reserve to deliver a force that is designed, trained, and ready to fight and win – confidently and boldly - in sustained, multi-domain combat operations. As such, I have challenged the Force to adapt, with maximum urgency and velocity, to support my Theory of the Fight and in doing so, to prepare for the strategic competition our Navy faces across the globe.

1.B.1. Our transformation to provide strategic depth for high-end warfare must evolve rapidly. To reduce warfighting risk, specifically:

a. By 2025 we will incorporate changes to our Force design to ensure forces have two years of run time, and are fully adapted, trained and ready to contribute to the high-end warfight. Our distributed force will be trained to perform in mobilization billets defined on reserve unit manning documents. We will ensure our ability to mass mobilize, predictably, at scale, and with seamless administrative activation workflows, including timely and accurate pay processes.

b. By 2027, our Force will be fully interoperable with our Navy centers of gravity, the Fleets, as evidenced by real-world, timely contributions, exercise validation of "reps and sets," and by

delivering routine operational support while performing in mobilization billets. The Navy Reserve Force will be lethal, resilient, sustainable, survivable, agile and responsive.

1.B.2. To deliver this vision, we will continue to repurpose those capabilities and associated capacity that were tailored for the low-end fight, ad hoc support, administrative roles or building partner capacity. Our focus will remain designing and delivering high-end, combat-credible units and leading-edge capabilities. To enhance existing high-end-aligned units, we will accelerate growth of those capabilities that are tailored to Navy's future high-end requirements: Maritime Operations Center augmentation; Naval and Amphibious Liaison Elements (NALE); cyber, space, and other rapidly evolving technologies; expeditionary logistics, expeditionary maintenance and ship repair; and other capabilities that support strategic depth and resilience for the Fleets.

1.C. LINES OF EFFORT. Ref(a) announced my relentless focus on warfighting readiness, while also introducing three major lines of effort (LOEs): Design the Force, Train the Force, and Mobilize the Force. Those LOEs were crafted to develop, design, manage and deliver a ready force, linking operational concepts and capabilities to deliver strategic objectives. Ref(a) also articulated the urgency with which we would attack the generational reimagining of our reserve force as we modernize to address the future. This message, The Navy Reserve Fighting Instructions 2022 (NRFI 2022), provides my Commander's Guidance as well as updates to the three existing LOEs, while announcing a fourth, Develop the Force. Develop the Force will drive us as individuals and as Shipmates, to fully attain and maintain the warfighting credibility and relevancy required of us today and in the future.

1.D. INTRODUCTION OF THE DEVELOP LOE. Our Sailors are our asymmetric advantage. As described in ref(b), "We owe it to them to create an ecosystem that recruits and retains a diverse and talented workforce, educates them to out-think our adversaries, trains them to work with new technology, and provides them with the resources to prevail in competition, crisis, and conflict." I have initiated this LOE to deliver against that vision, and to align the Force with the Chief of Naval Operations' "Get Real, Get Better" (GRGB) initiative. GRGB "is a call to action for every Navy leader to apply a set of Navy-proven leadership and problem-solving best practices that empower our people to achieve exceptional performance". Furthermore, our focus on inclusion and equity allows our Navy Reserve to harness our entire diverse team of Sailors and civilians to maximize our warfighting capability and readiness. We promote a positive culture of dignity and respect by living our Navy's core values of honor, courage, and commitment. Through this fourth LOE, we will enable and empower our Sailors, embrace ownership and ingenuity, and reinforce the simple, unifying concept that Sailors and commands will take care of themselves and their people, all the while removing barriers constraining our warfighting advantage. Chiefs, LOE 4 (DEVELOP THE FORCE) is right in your wheelhouse.

1.E. THE WAY AHEAD. Collectively, we have made substantial progress towards the objectives articulated in NRFI 2020. While some of the original tasking has been completed or is nearly complete, this Commander's Guidance message renews and expands the strategic tasking our transformation requires. Specific details associated with each LOE are deliberately absent from this message in lieu of follow-on CNRF tasking.

1.F. NEXT STEPS. We will no longer rely on ad hoc measures to assess warfighting requirements and influence the design of our Navy Reserve Force. Going forward, we will be analytically rigorous and intentional in assessing and prioritizing requirements, and in budgeting and

building future capabilities. The NRFI 2022 tasks will build this process and ensure its seamless integration into the Navy POM and budget cycles.

1.F.1. I direct the LOE flag champions and my Echelon II (Navy Reserve Force) staff to define subordinate tasking for each of the following strategic tasks. Once defined, I direct Deputy Commander, Navy Reserve Force (DCNRF) to promulgate the tasks, assign owners, and support the LOE staffs with appropriate resources to implement change. DCNRF will capture and publish the tasking in subordinate implementation guidance within four weeks of the release of this message. Flag champions will assess their tasking from NRFI 2020 and roll uncompleted tasks under the strategic tasks defined in section 3. LOE teams are directed to define outcomes and devise metrics by which to measure progress toward, and ultimately completion of, each strategic and subordinate task, and to ensure alignment with this Commander's Guidance.

2. SITUATION. As we plan and implement our road ahead, I also acknowledge the tremendous work contributed to date by so many SELRES Sailors and supporting TAR staff at the Office of the Chief of Navy Reserve (OCNR) and RESFOR. The completed tasks below represent significant improvements to our processes and the ability of our reserve Sailors to support their missions. I am proud of your efforts in working through some of our most difficult impediments to progress. Let this pace and energy drive future change.

2.A. DESIGN THE FORCE LOE ACCOMPLISHMENTS.

2.A.1. DESIGN LOE built a strategic analysis process aligning Program Objective Memorandum (POM) investments with warfighting capability, and established a CNRF requirements development, generation, and validation process under OCNR resource sponsorship. As a resource sponsor, the Navy Reserve now establishes and modifies its contribution to the Total Force, gaining parity for reserve issues in the Navy budget. The team established accession branches to centralize accession program management, supporting direct assignments and mobilization billet fit and fill, and established Major Command and Sequential Command Boards to select the best and most fully qualified captains for command of high visibility Navy Reserve Readiness Units (NRRUs). The Design Team decreased administrative burdens by thoughtfully reducing the number of NRRUs by 28%, improved mobilization readiness and billet fit-fill by reducing Cross-Assigned Out (CAO) and In-Assignment Processing (IAP) assignments, and implemented nomenclature changes to standardize and align naming conventions across the Force. Finally, the DESIGN LOE team developed and piloted a Total Force manpower management process to measure, analyze, and improve billet requirement definition. When fully enacted, all stakeholders will manage a standardized set of billet parameters and establish a training track for all billets.

2.B. TRAIN THE FORCE LOE ACCOMPLISHMENTS.

2.B.1. TRAIN LOE established Mobilization and Personnel pillar metrics to measure warfighter readiness, and identified certification and qualification data sources to feed into the Training pillar. The team published a Reserve Program Director (RPD) Instruction to update and more clearly define RPD roles and responsibilities, completed a review and audit of CNRF-owned training courses, and created new courses to increase warfighter readiness and throughput capacity. The CNRF team initiated a review of all 58,000 Navy Reserve billets and their training requirements, completing the analysis of incumbents' fit and fill for more than 20,000 billets to date. Commander, Naval Information Forces Reserve (CNIFR) developed the Reserve Employment Readiness (RER) tool, which integrates disparate inputs to create and display unit

readiness metrics. Navy Reserve Force operational units implemented use of the Navy Readiness Reporting Enterprise (NRRE) tool, which feeds unit readiness data into the Defense Readiness Reporting System (DRRS), enabling Navy and Joint Force higher headquarters commands to view consistent metrics across all active and reserve operational units. These initial steps to measure and report readiness increased the Navy Reserve Force's ability to support Navy missions, in line with CNO's guidance on warfighting readiness.

## 2.C. MOBILIZE THE FORCE LOE ACCOMPLISHMENTS.

2.C.1. MOBILIZE LOE built activation/mobilization processing capacity under CNRF (Navy's supported commander for reserve mobilizations) at all six Regional Readiness and Mobilization Commands (REDCOMs), and operational units within Navy Expeditionary Combat Command (NECC), Naval Air Force Reserve (NAFR), and Naval Special Warfare Command (NSWC). Training for activation/mobilization was standardized and command and control of the mobilization authority was consolidated under CNRF. Mass activation exercises were conducted to stress test our new roles, billets, and systems, and training was completed via Mass Activation Exercise 22-1 and Large-Scale Exercise-21 (LSE-21). Planning for a "MOB-to-Billet" Exercise and LSE-23 was completed, and the team launched the online Annual Readiness Questionnaire (ARQ) to track and manage mobilization readiness and provide real-time status to Force leadership.

2.C.2. In an initial test of the Distributed Activation model, more than 1,300 Reserve Sailors mobilized to the Navy's four public shipyards as part of COVID response from July 2020 to September 2021, and more than 2,000 Reserve medical professionals mobilized across the nation to augment Navy and civilian medical centers for the COVID response. Sailors deployed directly from their Navy Reserve Centers to their ultimate duty stations, significantly decreasing the response time relative to the former, centralized mobilization model. Lessons learned were incorporated into current processes and training to ensure readiness for future activations.

## 3. MISSION. Deliver the strategic end states described below.

3.A. DESIGN THE FORCE PURPOSE. Identify and deliver Navy warfighting capabilities that are best suited for the Reserve Component, at reduced cost and within acceptable risk for warfighting readiness. Continually assess Fleet requirements and prioritize and field Reserve Component capabilities and capacity to meet the demand. (Flag Champion: RADM LeClair)

3.A.1. Action: Align Navy Reserve force structures to Navy requirements relevant for Strategic Competition.

3.A.1.A. End State: Navy Reserve force structure is Fleet-validated and supported by man, train, and equip reserve capabilities, and generated at appropriate capacity to be relevant in strategic competition.

3.A.2. Action: In partnership with the Total Force Manpower Management enterprise, create a continuous, repeatable process for assessing and adjusting SELRES contribution to Total Force manpower requirements, as well as measuring fit and fill across units, missions, and functions.

3.A.2.A. End State: The Navy employs a formal, documented, repeatable process for real-time assessment and adjustment of Reserve Force contribution to Total Force manpower requirements.

3.A.3. Action: Identify, resource, and employ reserve-specific capabilities that contribute to Navy and Joint Force warfighting readiness. Eliminate reserve capacity that adds little or no enabling or direct warfighting contribution.

3.A.3.A. End State: The Force employs a formal process for real-time assessment and sourcing of Fleet requirements by Navy Reserve-sourced Operational and Readiness Units.

3.B. TRAIN THE FORCE PURPOSE. Prepare Navy Reserve Sailors for their mobilization billets / warfighting assignments, ensuring all Reserve Sailors are trained, ready to activate, and can fight and win on “Day One.” Continually assess Fleet training and credentialing requirements, and design and deliver training to address readiness demand. (Flag Champion: RADM Clark)

3.B.1. Action: Design and implement a scalable online, real-time operational readiness assessment and reporting capability.

3.B.1.A. End State: A nimble, flexible, responsive force able to plan and optimally obligate precious time and training funds to maximize warfighting readiness based on clear insight into fleet training requirements and accomplishment.

3.B.2. Action: Establish and implement a force-wide process to define and validate training requirements, train and assess completion across the Force, and continually measure return on investment to inform future funding prioritization.

3.B.2.A. End State: The Force employs a formal process for continually defining, validating, and assessing training requirements and completion, along with the capability to access and deliver training efficiently. Additionally, the Force measures training output and gain in warfighting readiness against expenditures to assess and report value.

3.B.3. Action: Facilitate Reserve Sailors’ continuous and relevant learning and readiness by leveraging technology and automation efficiency, independent of classroom quota/capacity constraints.

3.B.3.A. End State: Navy Reserve Sailors can complete specified Navy training requirements via distributed technology (those deemed appropriate for distributed processes), and for those whose mobilization billets allow, can leverage remote training with their command remotely.

3.C. MOBILIZE THE FORCE PURPOSE. Develop and employ rapid activation and mobilization processes, including Distributed Activation (DA) and Mobilization-to-Billet, to ensure delivery of Reserve force-wide readiness in response to crisis or conflict. Continually monitor and streamline all accompanying activation and transaction processes (i.e., administrative and pay) to ensure the successful, rapid mobilization and employment of reserve Sailors. (Flag Champion: RADM Schommer)

3.C.1. Action: Improve and refine the mobilization process across the Force to enable timely response to all levels of operational need.

3.C.1.A. End State: The Force can execute a mass mobilization, activating 100 percent of the Selected Reserve (SELRES) population within 30 days, or an appropriate subset of the Force based upon validated requirements.

3.C.2. Action: Design and implement activation and deactivation processes that reduce administrative burden, and eliminate unnecessary paperwork and duplicative requirements.

3.C.2.A. End State: Navy Reserve activation and deactivation processes are streamlined to maximize speed, accuracy, auditability, and efficiency, while minimizing the time required for Sailors to report to their warfighting role and return home following orders termination.

3.D. DEVELOP THE FORCE PURPOSE. Inculcate a culture of excellence throughout the Force to maximize warfighting readiness. Reinforce Navy core values and signature behaviors, eliminate destructive behaviors, and emphasize Sailor and family wellness and readiness. Improve methods of educating, recruiting, retaining, and promoting our Sailors. Ensure Diversity, Equity,

and Inclusion (DEI) are fully integrated throughout all personnel processes. (Flag Champion: RADM Lacore)

3.D.1. Action: Enhance our warfighting culture by building an environment of inclusion, transparency, and honest assessments.

3.D.1.A. End State: Navy Reserve has inculcated leadership and problem-solving best practices that empower our people to achieve exceptional performance, combat readiness, toughness, and resilience.

3.D.2. Action: Foster an environment of enduring DEI to ensure every Sailor can achieve their maximum potential.

3.D.2.A. End State: The Force assesses Sailor performance against the objectives within Navy Leader Development Frameworks (NLDFs) appropriate for officers and enlisted, and rapidly implements institutional adjustments to remedy systemic flaws limiting world-class performance.

3.D.3. Action: Build warfighting resilience by embracing and serving the needs of Reserve Sailors and their families before, during, and after activation.

3.D.3.A. End State: Navy Reserve Sailors are aware of, and have ready access to, services that build personal readiness and resilience prior to, during, and after activation. Family members are knowledgeable about, and can access, the various family services available to them, whether their sponsor is at home or deployed.

3.D.4. Action: Maximize accession on-ramps, off-ramps and retention by enabling seamless transition opportunities between reserve and active service.

3.D.4.A. End State: The Force proactively assesses and responds to force-shaping manpower requirements to maintain projected Reserve Force end strength while offering flexible opportunities to balance commitments in and out of uniform.

3.D.5. Action: Implement a knowledge management (KM) capability that presents aggregated structured and unstructured data from across multiple platforms, enabling informed decision making at all levels for all manpower and personnel functions.

3.D.5.A. End State: The Navy Reserve leverages the tools and data-informed capability to answer requests for information, continuously assess execution against planned objectives, capture and present lessons learned, and enable data-informed decisions to shape, train, and employ the Force.

3.D.6. Action: Modernize and simplify the processes and tools for leaders and Sailors to manage Reserve Sailor mobilization readiness.

3.D.6.A. End State: Leaders have visibility into the mobilization readiness of all assigned personnel (local and non-local) and aggressively assess and exercise accountability for their Sailors' mobilization readiness.

#### 4. EXECUTION.

4.A. Initiatives within these four LOEs will be led by Reserve staffs or flag officer/senior executives, as assigned SEPCOR.

4.B. LOE leads will provide periodic progress reports to me, the Deputy Chief of Navy Reserve (DCNR), and other appropriate senior Navy Reserve headquarters staff simultaneously. Periodicity for progress reports will be at the discretion of the LOE lead, but not less than quarterly.

4.C. All LOE efforts should either accomplish their goals and sundown the respective task or institutionalize the improvement within routine staff functions.

4.D. Progress reports will include a succinct, focused problem statement, “north star” vision, and updates to measures of performance (MOPs) and effectiveness (MOEs) capturing quantitative improvement.

#### 5. ADMIN AND LOGISTICS.

5.A. This directive does not appropriate funds, though progress and pace of incorporation will drive existing and future funding support. Flag champions will identify issues and processes that may require enduring funding, and coordinate with OPNAV N0959 for possible prioritization and incorporation in future POM submissions.

#### 6. COMMAND AND CONTROL.

6.A. The Chief of Navy Reserve (CNR) will maintain oversight of this guidance. LOE flag champions and DCNR will have execution authority for all initiatives and will facilitate formal progress reviews to CNR.

#### 7. CONCLUDING REMARKS:

7.A. Shipmates, we are training for war. That is why the Navy Reserve Force exists. Our Force will be profound, professional, and formidable.

7.B. In this era of strategic competition, we must be ready. The Navy Reserve’s role as a critical enabler and a source of strategic depth is our organizational mandate. Our Navy and our joint forces are counting on each of you to contribute to assuring our allies and partners, deterring our competitors, and decisively competing and winning across the spectrum of conflict, in all domains, when called upon. War in any era is a challenging, lethal, and terrible practice in which each of you plays a role, and that role is defined by your mobilization billet. You MUST know what that means. We need all hands on deck, training for the mission, challenging the status quo, and innovating to develop warfighting-ready reserve Sailors... faster. Remember, warfighting readiness is our only priority.

8. Less talk, more action. Let's get busy out there.

9. Toujours L’Audace. Released by VADM J.B. Mustin, Commander, Navy Reserve Force.//

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