

# AN OVERVIEW OF DEFENSE TRANSFORMATION FROM A MANPOWER AND PERSONNEL PERSPECTIVE

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*The aim of this paper is to place armed forces transformation into the context of defense transformation. As such, it will focus on describing, sometimes using the exact words, the approaches taken by the United States, United Kingdom and Romania towards adapting to the current and future security environment. Thus, it claims no originality its sole focus being that of allowing the reader to make an implicit comparison between various perspectives on transformation.*

**Key words:** *defense transformation, manpower, personnel.*

## 1. US ARMY QUADRENNIAL DEFENSE REVIEW 2020

The United States faces a rapidly changing security environment. They will be able to focus on the strategic challenges and opportunities that will define the future: new technologies, new centers of power, and a world that is growing more volatile, more unpredictable, and in some instances more threatening to the United States. Challenges to many allies and partners around the globe remain dynamic and unpredictable, particularly from regimes in North Korea and Iran. Meanwhile, modern warfare is evolving rapidly, leading to increasingly contested battlespace in the air, sea, and space domains – as well as cyberspace – in which US forces enjoyed dominance in the most recent conflicts. Doing so will require exceptional agility in how they shape, prepare, and posture the Joint Force.

To protect the security interests of the United States most effectively

while recognizing the fiscal imperative of deficit reduction, the President's FY2015 Budget reduces projected defense budgets by about \$113 billion over five years compared to levels requested in the FY2014 Budget [11].

Given this dynamic environment, the 2014 Quadrennial Defense Review (QDR) was principally focused on preparing for the future by rebalancing defense efforts in a period of increasing fiscal constraint. The 2014 QDR advances three important initiatives:

a. First, it builds on the Defense Strategic Guidance, published in 2012, by outlining an updated defense strategy that protects and advances U.S. interests and sustains U.S. leadership;

b. Second, the QDR describes how the Department is responsibly and realistically taking steps to rebalance major elements of the Joint Force given the changing environment.

c. Third, the QDR demonstrates the intent to rebalance the Department itself as part of the effort to control internal cost growth that is threatening to erode our combat power in this period of fiscal austerity.

From a Human Resources area point of view the force will become smaller in the next five years but will gradually become more modern as well, with readiness improving over time.

Key end strength and force structure decisions in this QDR include:

a. Maintaining an Air Force with global power projection capabilities crucial for this updated defense strategy. We will modernize next-generation Air Force combat equipment – including fighters and bombers – particularly against advancing modern air defense systems.

b. To sustain this force, the Department will rebalance within the Army, across the Active, Guard, and Reserves. The active Army will reduce from its war-time high force of 570,000 to 440,000-450,000 Soldiers. The Army National Guard will continue its downsizing from a war-time high of 358,000 to 335,000 Soldiers, and the U.S. Army Reserve will reduce from 205,000 to 195,000 Soldiers. If sequestration-level cuts are imposed in FY2016 and beyond, all components of the Army would be further reduced, with active duty end strength decreasing to 420,000, the Army National Guard drawing down to 315,000, and the Army Reserves reducing to 185,000.

c. Preserving Naval capacity to build security globally and respond to crises. Through an aggressive effort to reduce acquisition costs and temporary ship lay-ups, the Navy will modernize its fleets of surface ships, aircraft,

and submarines to meet 21st century threats. If sequestration-level cuts are imposed in FY2016 and beyond, the USS George Washington aircraft carrier would need to be retired before scheduled refueling and overhaul.

d. Maintaining the role of the Marine Corps as a vital crisis response force, protecting its most important modernization priorities and ensuring readiness, but planning for an end strength of 182,000 active Marines. This end strength includes almost 900 more Marines for the Embassy Security Guard program, which will protect U.S. interests and installations abroad. If sequestration-level cuts are imposed in FY2016 and beyond, the Marines would continue their drawdown to an end strength of 175,000.

As the Joint Force rebalances so that it remains modern, capable, and ready, the Department will take the following additional steps that are consistent with the President's FY2015 Budget submission to protect key capability areas in support of strategy:

1. Cyber. They will invest in new and expanded cyber capabilities and forces to conduct cyberspace operations and support military operations worldwide, to support Combatant Commanders as they plan and execute military missions, and to counter cyberattacks against the United States.

2. Missile Defense. They are increasing the number of Ground-Based Interceptors and deploying a second radar in Japan to provide early warning and tracking. They will make targeted investments in defensive interceptors, discrimination capabilities, and sensors; and they are studying the best location for an additional missile defense interceptor

site in the United States if additional interceptors are needed.

3. Nuclear Deterrence. They will continue to invest in modernizing essential nuclear delivery systems; warning, command and control; and, in collaboration with the Department of Energy, nuclear weapons and supporting infrastructure.

4. Space. They will move toward less complex, more affordable, more resilient systems and system architectures and pursue a multi-layered approach to deter attacks on space systems while retaining the capabilities to respond should deterrence fail.

5. Air/Sea. They will continue to invest in combat aircraft, including fighters and long-range strike, survivable persistent surveillance, resilient architectures, and undersea warfare to increase the Joint Force's ability to counter A2/AD challenges.

6. Precision Strike. They will procure advanced air-to-surface missiles that will allow fighters and bombers to engage a wide range of targets and a long-range anti-ship cruise missile that will improve the joint ability of U.S. air forces to engage surface combatants in defended airspace.

7. Intelligence, Surveillance, and Reconnaissance (ISR). They will rebalance investments toward systems that are operationally responsive and effective in highly contested environments, while sustaining capabilities appropriate for more permissive environments in order to support global situational awareness, counterterrorism, and other operations.

8. Counter Terror and Special Operations. They will grow overall

Special Operations Forces end strength to 69,700 personnel, protecting our ability to sustain persistent, networked, distributed operations to defeat al Qaida, counter other emerging transnational threats, counter WMD, build the capacity of partners, and support conventional operations.

I believe that in 2020, US Army will still be the most powerful military in the world. Why? They analyze what quantitative forces need but also very important what quality of forces need and make the right decision. Decision point was to reduce almost 153.000 military in the best case scenario and 213.000 military in the worst case scenario from 2014 to 2019

More than 1 million men and women under arms - present in more than 130 countries and at sea - will still possess capabilities in every domain that overmatches potential adversaries. From my personal point of view the essentials of the 2014 QDR are correct.

Actually, US Forces start to change and transform the manpower and personnel system from quantity to quality aspects. Last year, in 2015 they launched a debate about up or out system for officer promotion and try to create more flexible personnel management and compensation system. At the present, the Services' ability to vary the duration of assignments and careers, as well as of compensation, of different personnel in different occupational specialties is extremely limited. Conversely, some military careers are too long, or personnel may be overpaid in comparison with their skills. The main objective is to recruit and retain the right people with the

new skills and competencies for the new equipment and to invest in the education and training system.

They need to cut the budget with \$113 billion until 2019. The changes required for institutional reform are unpleasant and unpopular, but they need to reduce excess infrastructure, slow the growth in military pay and compensation, and retire equipment that they do not need. Savings from these and other reforms will help them modernize, will add to research and development investments, and will provide needed funds to recover readiness. In this respect, they cut from regular forces and invest in education, training and new equipment.

I believe that dramatic changes will be needed in all of these by 2025. Some of these changes are well-known and outlined in the QDR. Some of these changes are only dimly perceived today and need encouragement and direction. Innovation is the military imperative and the leadership opportunity of this generation[2]. From this prospective, they are the best-trained, best-equipped, and best-led fighting force on the planet. That takes time, it takes money.

## 2. UK ARMY, MOD REVIEW 2013-2020

*“We go from a Regular Army of 101.000 and a Reserve of 19.000 to one Army of 112.000, an integrated Army, that’s the difference...”*

Lt. Gen. Adrian Bradshaw,  
Commander Land Forces.

On 5 July 2012, the Secretary of State for Defence announced that the future Army will consist of around 82.000 regular personnel and around

30.000 trained reservist, that means 112.000 personnel integrated in Army.

Before this statement, the UK House of Commons adopted the Strategic Defense and Security Review as effect of Summit from 2010. They improve and set out of paper “Transforming the British Army 2020” and was updated in 2013.

The new concept, Army 2020 designed a new integrated structure of Regular and Reserves that could meet three broad requirements through a clear delineation of roles through a Reaction Force and Adaptable Force supported by Force Troops<sup>12</sup>. These three pillars was designed from the mission what they need to fulfill. The Reaction Force will provide a high readiness force that will undertake short notice to move in a specific area of operations accordingly with NATO guidance and provide the Army conventional deterrence for Defense. Second pillar from manpower view is Adaptable Force and will comprise a pool of Regular and Reserve forces that will consist of 7 infantry brigades and a logistic brigade. The last pillar will be Force Troops which was designed and develop for support the Reaction Force and Adaptable Force. This structure will provide specialist troops for sustainment with a range of capabilities such as artillery, logistics, intelligence and signal.

The key point for all these forces will be training together as a single Army 2020. Transitions will take place a period of huge change and constraints, economically and environment. For a good integration of this plan, two organization will be supporting Army 2020 – the Defence Infrastructure Organisation and Defense Equipment and Support.

In a manpower area the impact of delivering Army 2020 was a huge change. Some big issue with a lot of staff procedures was needed to improve as follows:

- withdraws from Germany of British contingent;
- moves to its new locations in the new Army 2020 structures;
- adopt a new force preparations cycles.

From manning personnel system was a big challenge because the final reduction of the Regular Army from 101.000 to 80.000 will be achieved in 2018. Accordingly with the paper around 3800 personnel were made redundant in Redundancy Tranches 1 and 2 and some 4500 personnel are being made in Tranche 3. These reductions it is vital to emphasize that in order to maintain manning balance and institutional vigor.

The team from UK MoD design a new structure and redistributed personnel across the Army. For example, 1600 combat personnel from Royal Armored Corps and Infantry units need to be redistributed. Transfers will be prioritized to units nominated to deploy on operation and to high readiness elements including Special Forces and Parachute Regiment.

Other challenge will be to improve the recruitment system and selection process for a good balance between career opportunities and what Army 2020 need. For this perspective area they will implement the New Employment Model, which consist individual components in order to recruit and retain personnel of the right quality as well as enabling the services to respond more quickly to changing manpower requirements. In this respect UK MoD is being

specific areas to develop in policies and rules as follows:

- a. Value and Reward system – including payments, consolidation of allowances, expenses and a broader, strategic examination of Service Children’s Education and its linkage to the Continuity of Education Allowance;
- b. Future Accommodation – including a purchase incentive to assist Service personnel who want to buy their own home;
- c. Terms of service – reduce commitment working;
- d. Training and Education – including a Personal Development Pathway.

This new concept, Army 2020 is underway to develop and introduce a new career development framework (career structures, career management, individual training and education, conditions of service for Regular Forces and Reserve, supported by a single Human Resources management) and the final step the Armed Forces Pension Scheme 2015.

On the other hand but in the same way they develop Operation Fortify which means to deliver a sustainable Army Reserve of 30.000 by 2018 to meet Army’s Defence outputs as part of the integrated Army of 112.000. It focus on the immediate work to grow the Volunteer Reserve from 19.000 to 30.000.

This new operation will initiate and supercharges recruitment and training to:

- expand training capacity;
- increase inflow (recruitment);
- reduce losses throughout training;
- bolster retention.

In my opinion this plan could work very well because the UK MoD have a good plan, with some decisive point and objectives, with a good vision what they need and for what reason they made these changes. It takes time to switch and develop new rules but with some resources they will perform very well. Change takes time and money and a good vision for new Army 2020.

### **3. ROU ARMY, MOD REVIEW 2027**

According to the Activity Report for 2015 from MoD [13], Romanian armed forces remains the fundamental institution of the state that enjoys one of the highest levels of trust among citizens, and for good reason. Strategic Partnership with USA, membership of NATO and that of European Union have been and remain fundamental pillars of Romania's foreign policy.

Within NATO, Romania is appreciated as predictable and reliable ally. The geopolitical context is complicated, and Romania remains an anchor of stability in this region. Our country will continue to be a security provider at the eastern border of NATO and the European Union. In this capacity, we have the responsibility to ensure and strengthen at the same time, the national defense, but also to help ensure collective defense within NATO. Increase of the budget for defense at a level of at least 2% of GDP, which hope to achieve in 2017, and maintaining at least that level for at least the next 10 years is crucial in this direction.

Romania participates actively in strengthening NATO, and Allies contribute, in turn, to strengthening the eastern flank, thus to strengthening the security of Romania at the Black Sea. I want to mention in particular the US decision to significantly increase the budget allocated to European Reinsurance Initiative. At the same time, the establishment in Romania of NATO Forces Integration Unit and Headquarters Multinational Division South – East are designed to strengthen the deterrence and defense posture of NATO.

The operational status of the anti-missile shield from Deveselu, and especially, the authority transfer of this defensive system to NATO add to the participation in operations and missions under Security and Common Defence Policy of the European Union, in regional initiatives, collaborations at bilateral level on the line of ministries of defence, especially in the context of the Strategic Partnerships with the US, France, Poland, Turkey, as well as constructive engagement of cooperation partners, and other relevant partners.

Moreover, there is further need to increase the operational capacity of the Romanian Army in conjunction with the allocation of funds for endowment, including major equipment. To materialize this priority of the Ministry of Defence, there may be considered a Strategic Review of Defense – mentioned, in the report too, given the developments in the security environment, review circumscribed to the legal framework in force or about to be drafted. I have in mind mainly some strategies and policies as follows:

a. National Strategy of Defence for the period 2015 – 2019 – whereby there was defined the framework in which Romania operates in matters of national security;

b. White Defence Paper – which was approved two months ago in 2016 in Parliament's houses;

c. New defence planning law which was approved in last decade of april 2016;

d. The program of transformation, development and procurement of the Romanian Army until 2027 and in perspective;

e. Law on the status of military, sergeants and privates, and the new Military Career Guide – expected to be promoted this year.

When it comes to the issue of equipping the army, I am thinking about cooperation with national defence industry too. Beyond the beneficial effect of creating new jobs, we will essentially follow the best interrelation between revamping the defence industry and equipping the army. Finally, in this moment of evaluation, I think once again of those of you who are now, in the theatres of operations, in various missions, serving under the flag.

Improving the training level of the Romanian troops is one of the main priorities taken into account in the process of planning financial defence resources. Starts from 2014, the number of bilateral or multinational training exercises conducted in Romania increased with over 25 percent. In 2015 over 400 major exercises were conducted, of which 112 were bilateral and multinational.

As a measure of the Readiness Action Plan of the Alliance, Romania included a significant number of

multinational exercises in NATO program of exercises.

The financial allotments forecast for 2016 will allow keeping the increase rhythm in the field concerning the complexity and number of participants in the exercise.

The composition of the Romanian Forces - 2027 will be precisely established in the future. This imposes the identification and definition of each and every assignment according to rank, specialty and necessary equipment. After the new law will be approved by Parliament the personnel, will be managed in accordance with laws and the personnel policies.

In my opinion it takes time to have real transformation but with multiyear plans and resources 2% GDP for new equipment acquisition, improving new education and training system based on motto “we train as we fight” the ways of changes is going faster.

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