SUMMARY of CHANGE

AR 690-11
Use and Management of Civilian Personnel in Support of Military Contingency Operations

This revision dated 26 May 2004--

- Changes the title of this regulation from Mobilization Planning and Management to Use and Management of Civilian Personnel in Support of Military Contingency Operations.

- Updates roles and responsibilities (paras 1-4 through 1-9).

- Updates the definition of Emergency-Essential (para 1-10).

- Outlines the requirements for contingency and emergency planning (para 2-1).

- Outlines the entitlements of deployed civilians (para 2-2a).

- Outlines the requirements for processing of personnel for overseas replacement (para 2-2c).

- Outlines the training, clothing, and equipment requirements for deploying civilians (para 2-2d).

- Revises the listing of required and related publications (app A).

- Revises the listing of terms and definitions (glossary).
Use and Management of Civilian Personnel in Support of Military Contingency Operations

By order of the Secretary of the Army:

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History. This publication is a major revision.

Summary. This regulation on the mobilization, deployment planning, and management of Department of the Army civilians in support of the Army’s mission in all crisis situations, implements DOD directives 1400.31 and 1404.10 and DOD Instructions 1400.32.

Applicability. This regulation applies to the Active Army, the Army National Guard of the United States, and the U.S. Army Reserve. During mobilization, the proponent may change policies and procedures in this regulation. This regulation applies to peacetime planning for all military contingency operations, including peacekeeping and humanitarian operations from pre–emergency through partial, full, and total mobilization execution. It applies to all levels of Army command with mobilization missions that include planning for the deployment and management of Army civilian personnel paid from appropriated funds. This regulation does not apply to contractor employees (other than for tracking purposes) and has limited applicability to nonappropriated fund and foreign nationals outside continental U.S. personnel. Commanders may follow this regulation as a guideline, when appropriate, to maintain nonappropriated fund support during mobilization. Foreign national support is subject to governing treaties and local agreements.

Proponent and exception authority. The proponent of this regulation is the Deputy Chief of Staff, G–1. The proponent has the authority to approve exceptions or waivers to this regulation that are consistent with controlling laws and regulations. The proponent may delegate the approval authority, in writing, to a division chief within the proponent agency or a direct reporting unit or field operating agency of the proponent agency in the grade of colonel or the civilian equivalent. Activities may request a waiver to this regulation by providing justification that includes a full analysis of the expected benefits and must include formal review by the activity’s senior legal officer. All waiver requests will be endorsed by the commander or senior leader of the requesting activity and forwarded through their higher headquarters to the policy proponent. Refer to AR 25–30 for specific guidance.

Army management control process. This regulation contains management control provisions in accordance with Army regulation 11–2, but does not identify key management controls that must be evaluated.

Supplementation. Supplementation of this regulation and establishment of command and local forms are prohibited without prior approval from the Deputy Chief of Staff, G–1, ATTN: DAPE–MP–PRO, 300 Army Pentagon, Washington, DC 20310–0300.

Suggested improvements. Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) to Deputy Chief of Staff, G–1, ATTN: DAPE–MP–PRO, 300 Army Pentagon, Washington, DC 20310–0300.

Distribution. Distribution of this publication is available in electronic media only and is intended for command levels A, B, C, D, and E for Active Army, the Army National Guard of the United States, and the U.S. Army Reserve.
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Chapter 1
Introduction

Section I
Provisions

1–1. Purpose
This regulation establishes policy and procedures on preparing and maintaining plans to recruit, train, mobilize, deploy, and redeploy Department of the Army (DA) civilian employees who are required to perform emergency functions in support of military contingency operations.

1–2. References
Required and related publications and prescribed and referenced forms are listed in appendix A.

1–3. Explanation of abbreviations and terms
Abbreviations and special terms used in this regulation are explained in the glossary.

Section II
Responsibilities

1–4. Deputy Chief of Staff, G–1
The Deputy Chief of Staff (DCS), G–1, DAPE–MP–PRO will—
   a. Issue policy on the establishment of positions for and the use of DA civilian employees as Emergency–Essential (E–E), key, cadre, and alternates.
   b. Propose modifications to Joint Travel Regulations entitlements, as required.
   c. Recommend legislation and executive orders needed to resolve civilian personnel management issues under emergency or non–emergency conditions.
   d. Establish policy for the mobilization and deployment of E–E civilian designees or alternates.
   e. Determine functional requirements of management information systems that allow for the identification and tracking of employees who have been designated as E–E, key, and cadre.
   f. Coordinate automation actions with Office of Secretary of Defense, other Department of Defense (DOD) components, and internal Army organizations to ensure that mobilization planning and execution requirements for the identification and deployment of civilian employees are supported.
   g. Direct the inclusion of mobilization planning and execution requirements in appropriate training courses.
   h. Coordinate with career program functional chiefs and personnel proponents on mobilization issues.
   i. Establish policy and criteria for selecting E–E, key, cadre, and alternate employees.
   j. Advise and assist Army Staff agencies in planning for the use and management of DA civilian employees in support of military operations.
   k. Monitor exercises that test and validate DA civilian personnel plans, policies, and procedures.
   l. Provide guidance to the Department of the Army Civilian Personnel community regarding the responsibilities for mobilization planning and execution and deployment of DA civilian employees.
   m. Develop and coordinate procedures and plans for the use of DA civilian employees in military contingency operations and for the expansion of civilian and military manpower to meet the crisis situations.
   n. Develop and coordinate Army mobilization and deployment personnel procedures and plans, to include—
      (1) Accountability and reporting of all civilian categories (Army, other DOD components, Red Cross, Army and Air Force Exchange Service, contractors, and so on) deployed in support of contingency operations.
      (2) Evaluation of the adequacy and effectiveness of Department of Army (DA) instructions and guidance for the deployment of civilian employees.
   o. Develop post–mobilization (M–Day) (during crises) guidance for major commands (MACOMs) in the application of emergency civilian personnel procedures.

1–5. Deputy Chief of Staff, G–3
The Deputy Chief of Staff (DCS), G–3 will—
   a. Integrate E–E, key, and cadre considerations into total force planning.
   b. Ensure the documentation of E–E, key, and cadre positions on Table of Distribution and Allowance/Mobilization Table of Distributions and Allowances or other related manning documents.
   c. Require Situation Reports (SITREPs) to report status of all civilian categories (Army, other DOD components, Red Cross, Army and Air Force Exchange Service, contractors, and so on) deployed by name, social security number, category, skills, location, and unit supported.
d. Be the sole tasking agent for DA civilian requirements in support of contingency operations.

1–6. Commanding General, U.S. Army Human Resources Command
The Commanding General, U.S. Army Human Resources Command (USA HRC) will—
   a. Execute manpower mobilization plans and procedures for Army transition from peacetime to wartime, including support for military contingency operations.
   b. Develop operational plans and procedures for implementing the policy requirements pertaining to the mobilization and deployment of DA civilians.
   c. Maintain status of mobilization and deployment requirements for DA civilians and others as designated, identify shortfalls, and make recommendations as required.
   d. Establish procedures to ensure the orderly deployment of E–E employees and others through designated processing sites.
   e. Execute procedures to track and report status of all civilian categories (Army, other DOD components, Red Cross, Army and Air Force Exchange Service, contractors, and so on) deployed in the area of operations.
   f. Serve as point of contact for individual civilian replacement and augmentation actions.

1–7. The combatant commander
The combatant commander will—
   a. Establish requirements for E–E employees (for example, numbers, skills) in the theater of operations.
   b. Establish procedures and coordinate with DCS, G–3 (DAMO–ODO) for individual replacements and augmentees.
   c. Receive and in–process E–E employees during military operations.
   d. Account for and report the status of all civilian categories (Army, other DOD components, Red Cross, Army and Air Force Exchange Service, contractors, and so on) assigned or attached in support of a contingency operation and provide SITREPs to DCS, G–1 (DAPE–MP–PRO–PCC).
   e. Establish Time Phased Force Deployment Data priorities for E–E employees.
   f. Establish and announce the administrative workweek to ensure that E–E employees receive proper payment for all hours worked.
   g. Determine theater and/or specific operation deployability requirements such as medical and physical requirements, clothing and equipment, weapons issue policy for E–E employees, deployed personnel tracking and reporting procedures, theater unique cultural and environmental training, and provide this information to DCS, G–1 (DAPE–MP–PRO–PCC) prior to deployment of DA civilians.

1–8. Commanders of major commands and heads of independent reporting activities
The commanders of MACOMs and heads of independent reporting activities will—
   a. Develop and implement mobilization and deployment, plans and procedures needed to ensure the implementation of DOD and DA policy affecting civilians.
   b. Develop and maintain plans required to support military contingency operations at all levels of mobilization, to include plans to recruit, train, assign, and deploy DA civilian employees in correct numbers with required skills to ensure effective support of the military mission.
   c. Maintain awareness of civilian mobilization and deployment requirements, identify shortfalls, and take appropriate corrective action.

1–9. All commanders with mobilization missions
All commanders who have mobilization missions will—
   a. Ensure the correct designation and documentation of E–E, key, and cadre positions on all appropriate documents and systems, for example, position descriptions, vacancy announcements, automated personnel systems, Table of Distribution and Allowances, and Mobilization Table of Distribution and Allowances.
   b. Provide the necessary resources and support for E–E employees and alternates as specified in DODD 1404.10.
   c. Ensure the annual screening of E–E designees and their alternates as reflected in DODD 1200.7 to ensure that ready reservists and military retirees in recall status do not occupy E–E positions unless they have received an exemption.
   d. Ensure all deploying DA civilians process through a designated continental U.S. (CONUS) Replacement Center (CRC) and/or Individual Deployment Site.
   e. Ensure that appropriate plans, procedures, and standby emergency implementation documents have been developed.
   f. Ensure that field and command post exercises are conducted as joint military–civilian exercises. These exercises will test the capability of civilian emergency plans to provide essential civilian support to ensure success of the military mission.
   g. Periodically evaluate the effectiveness of installation mobilization planning.
h. Establish procedures to identify E–E, key, and cadre positions. Ensure the identification of both primary and an alternate employee, as appropriate.

i. Include the Civilian Personnel Advisory Center’s staff in all aspects of mobilization planning as appropriate.

Section III
Emergency–Essential, Key, and Cadre Positions and Employees

1–10. Emergency–Essential positions categories
Civilian employees will continue to support the Army’s military mission in all crisis situations. Emergency–Essential civilian positions must be limited to those positions specifically required to ensure the success of combat operations or the availability of combat–essential systems.

a. Pre–identified positions. Employees assigned to pre–identified positions must sign a DD Form 2365 (DOD Civilian Employees Overseas Emergency–Essential Position Agreement) as a condition of employment. The agreement specifies that the employee must continue to perform the duties and requirements of the E–E position in the event of crisis situation or wartime. For an E–E employee who occupies an overseas E–E position, this agreement takes precedence over any existing transportation agreement. If a person with military recall status, that is, Ready Reserve, Standby Reserve, or other military recall status is selected for an E–E position, his or her nonavailability for military mobilization will be reported promptly to the appropriate military personnel center so that he or she may be removed from military recall status. Any employee selected for an E–E position who cannot be exempted from recall to active duty will not be appointed to an E–E position.

b. Positions not pre–identified. Because of unforeseen circumstances, it may become necessary to identify positions as E–E that have not previously been so identified. These positions may be located overseas or may be positions in the United States from which an employee would be sent to the location of the military contingency or other crisis overseas.

(1) Employees in positions located overseas that are identified as E–E after the outbreak of a military crisis will be asked to execute an E–E agreement. If the employee declines, the employee will continue to perform the functions of the position if no other qualified employee or military member is reasonably available. The employee will be entitled to the benefits and protections of an E–E employee, but will be reassigned out of the position and assigned to a non–E–E position as soon as reasonably practicable under the circumstances.

(2) An employee in the United States who occupies a position that is identified as E–E after a crisis develops or contingency mission begins, will be asked to execute a DD Form 2365 and participate in contingency operations during the crisis. If the incumbent declines to sign the agreement or perform in the newly designated E–E position, the employing activity will seek another employee to volunteer to fill the position. If a volunteer is available, the incumbent will be detailed or transferred to a non–E–E position, if one is available, at the same grade for which he or she is qualified. If a volunteer is not found, and the incumbent declines to sign the agreement but possesses the skills and expertise, which in management’s view renders it necessary that he or she perform in the E–E position without an E–E agreement, the employee may be involuntarily assigned the E–E duties at the location where needed, and directed to perform the duties at that location on a temporary basis.

1–11. Key positions and employees
Some DA civilians occupy positions that cannot be vacated during national emergency or mobilization without seriously impairing the capability of their organization. To ensure continuity in mission, commanders may designate these positions as key. Civilians in key positions must be exempted from recall to active duty because of Reserve or retired military obligation.

1–12. Cadre positions and employees
Cadre positions form the core of emergency or expanded functions at an existing installation or an installation to be activated upon mobilization. Department of the Army civilians designated to fill cadre positions upon mobilization are cadre employees. Any employee selected for a cadre position who cannot be exempted from recall to active duty will not be appointed to a cadre position.

1–13. Alternate positions and employees
Alternate employees, as defined in DODD 1404.10, are DA civilians who agree to perform the duties of an E–E civilian position in the absence of an E–E employee during a crisis situation. Alternate employees must meet the same criteria required of E–E employees.
Chapter 2
Civilian Contingency and Emergency Planning

2–1. Personnel guidance
This chapter provides civilian personnel guidance for developing plans for identifying, training, deploying, and sustaining DA civilians required to perform E–E functions in support of the military contingency mission.

2–2. Preparedness planning
   a. Plans and procedures. Plans and procedures for the mobilization and deployment of the civilian workforce during contingencies and emergencies must be based on guidance provided in DODD 1400.31 and DODI 1400.32.
   b. Entitlements.
      (1) Department of the Army civilians, including E–E employees, who remain in or are deployed to areas of contingencies or emergencies during a declared emergency or outbreak of war, are normally entitled to—
         (a) Evacuation of their family members (same priority and services or assistance as family members of military personnel, in accordance with DODD 3025.14).
         (b) Payments and allowances (for example, danger pay; post differential; separate maintenance allowance if family members are evacuated due to dangerous living conditions; continued pay and allowances if captured or missing; overtime or other premium pay), as authorized.
         (c) Protective equipment and training commensurate with the anticipated threat and theater policy.
         (d) Geneva Convention identity cards in accordance with DODI 1000.1.
         (e) Personal and family services (for example, legal assistance in accordance with AR 27–3, family support programs, Post Exchange, commissary privileges, and use of Morale, Welfare, and Recreation facilities and activities).
         (f) Medical services (medical treatment same as provided military members while deployed and continued care for illness, disease, or injury sustained while deployed during contingency operations). Civilian employees who sustain injury or death while deployed may also receive benefits provided by the Federal Employees Compensation Act.
         (g) Casualty services (tracking under military casualty system; next-of-kin notification by Casualty Area Command; military escort of remains; and a U.S. flag and casket provided at Government expense).
         (h) Automatic restoration of annual leave lost by an E–E employee while deployed to a combat zone, without having to preschedule and get supervisor’s approval.
         (i) Authorization to enroll in basic Federal Employees Group Life Insurance (FEGLI) coverage upon designation as an E–E employee.
      (2) Standard benefits and entitlements for federally employed civilians will continue throughout the deployment, including any FEGLI coverage.
      (3) In accordance with DSSR 131–2, living quarters allowance for DOD civilians overseas is authorized for employees’ family members if the employee is deployed to a remote assignment and the family members reside at the assigned location or relocate to another overseas site.
   c. Medical fitness.
      (1) Personnel selected for or occupying E–E and alternate positions will meet the medical fitness and physical requirements of the job as determined by the combatant or MACOM commander.
      (2) Any special medical fitness requirements must be job related and/or theater specific.
      (3) E–E and alternate employees will be encouraged, but not required, to participate in physical fitness and conditioning activities in accordance with AR 600–63.
   d. Overseas replacement.
      (1) Replacement of E–E employees will be at the discretion of the combatant commander. Emergency–Essential employees will be released from their agreement and permitted to leave the crisis area after the initial evacuation of noncombatants only when appropriate management authority determines that they are no longer required or able to perform their assigned duties. In making that determination, the appropriate authority will take into consideration any rotation policy and procedures established for military members during the contingency.
      (2) All CONUS–based DA civilians (E–E, volunteers, and replacements) will process through a designated CRC prior to deployment.
      (3) During periods of mobilization, to include a Presidential Reserve Call–up, the commander, USA HRC is authorized (when delegated the authority by DCS, G–3) to task across MACOMs to fill required E–E positions.
      (4) Processing of personnel for overseas replacement will meet the requirements of this regulation, the Army Mobilization Operations Planning and Execution System (AMOPES), the operational specific criteria established by the gaining command, and AR 600–8–101.
   e. Training, clothing, and equipment.
      (1) E–E employees and alternates.
         (a) Headquarters, Department of the Army mandated training includes the following: first aid and other soldier field survival tasks; hands–on Mission Oriented Protective Posture (all levels); Geneva Convention (relative to the treatment
of Prisoners of War, August, 12, 1949), review and update; and an explanation of entitlements and the circumstances under which the entitlements are authorized. Training requirements are the responsibility of the employee’s home installation and will be conducted in accordance with AMOPES and MACOM guidance.

(b) Combatant commanders may approve, under certain conditions, issuance of a personal military weapon for self-defense to DA civilians. Prior to issuing a personal military weapon for self-defense to civilians, they must receive weapons familiarization training in the proper use and safe handling of firearms. Acceptance of a personal military weapon for self-defense is voluntary. Civilians may not be assigned to guard duty or perimeter defense or to engage in offensive combat operations. Only Government-issued weapons or ammunitions may be authorized.

(2) Key civilian employees. These employees will receive the training necessary to ensure mission accomplishment in support of CONUS sustaining base operations during mobilization.

(3) Cadre civilian employees. These employees will receive the training necessary to ensure mission accomplishment in support of CONUS sustaining base operations during mobilization.

(4) Deploying civilians. All deploying civilians are expected to wear the appropriate military uniform as determined and directed by the theater commander. DA Pam 690–47 and AR 670–1 contain more details on the issuance and wearing of military uniforms and equipment.
Appendix A

References

Section I
Required Publications

AR 27–3
The Army Legal Assistance Program. (Cited in 2–2b(1)(e).) Available at http://www.apd.army.mil.

AR 600–63
Army Health Promotion. (Cited in para 2–2c(3).) Available at http://www.apd.army.mil.

AR 600–8–101

AR 670–1

DA Pam 690–47

DODD 1200.7
Screening the Ready Reserve. (Cited in para 1–9c.) Available at http://www.dtic.mil/whs/directives.

DODD 1400.31

DODD 1404.10

DODD 3025.14

DODI 1000.1

DODI 1400.32

DSSR 131–2
Department of State Standardized Regulations: Living Quarters Allowance. (Cited in para 2–2h(3).) Available at http://www.state.gov/m/a/als/1728.htm.

Section II
Related Publications

A related publication is a source of additional information. The user does not have to read it to understand this publication.

AR 71–32
Force Development and Documentation–Consolidated Policies

AR 135–133
Ready Reserve Screening, Qualification Records System and Change of Address Reports
AR 600–8–14
Identification Cards for Members of the Uniformed Services, their Eligible Family Members, and Other Eligible Personnel

AR 601–10
Management and Mobilization of Retired Soldiers of the Army

AR 690–400
Total Army Performance Evaluation System (chap 4302)

AR 500–5
Army Mobilization

FM 12–6

FM 100–17

5 CFR 230
Agency Authority to Take Personnel Actions in a National Emergency http://www.gpoaccess.gov/cfr

JTR, Volume 2

10 USC 129
Prohibition of certain civilian personnel management constraints http://www.army.mil

Section III
Prescribed Forms

DD Form 2365

Section IV
Referenced Forms
This section contains no entries.
Glossary

Section I
Abbreviations

AMOPES
Army Mobilization Operations Planning and Execution System

AR
Army Regulation

CONUS
continental United States

CRC
CONUS Replacement Center

DA
Department of the Army

DA Pam
Department of the Army Pamphlet

DOD
Department of Defense

DODD
Department of Defense Directive

DODI
Department of Defense Instruction

E–E
Emergency–Essential

FEGLI
Federal Employees Group Life Insurance

MACOM
major Army command

M–Day
mobilization–day

SITREPs
Situation Reports

Section II
Terms

Active duty
Full–time duty in the active military service of the United States.

Civilian employee
A direct hire U.S. employee who is appointed either temporarily or permanently to a position with the Department of the Army or other DOD component.

CONUS
United States territory, including the adjacent territorial waters, located within the North American Continent between
Canada and Mexico. For the purpose of this regulation, CONUS includes Alaska, Hawaii, Puerto Rico, and the U.S. Virgin Islands (Joint Publication 1–02, DOD Dictionary of Military and Associated Terms).

**CONUS Replacement Center (CRC)**
CONUS centers established to validate processing for overseas replacement operations.

**D–Day**
The day on which an operation begins or is due to begin. This may be the commencement of hostilities or any other operation.

**Deployment**
Depending on the context: (1) the movement of forces within operational areas; (2) the positioning of forces into a formation for battle; or (3) the relocation of forces and materiel to desired operational areas. Deployment encompasses all activities from origin or home station through destination, specifically including intracontinental United States, intertheater, and intratheater movement legs, staging, and holding areas.

**Emergency–Essential (E–E) civilian position**
An “F1” civilian position located overseas or that would be transferred overseas during a crisis situation or which requires the incumbent to deploy or to perform temporary duty assignments overseas during a crisis in support of a military operation. That position is required to ensure the success of combat operations or to support combat–essential systems subsequent to mobilization, an evacuation order, or some other type of military crisis. That position cannot be converted to a military position because it requires uninterrupted performance to provide immediate and continuing support for combat operations and/or support maintenance and repair of combat–essential systems.

**Full mobilization**
Expansion of the active armed forces resulting from action by Congress and the President to mobilize all Reserve Component units in the existing approved force structure, as well as all individual reservists, retired military personnel, and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security. Reserve personnel can be placed on active duty for the duration of the emergency plus 6 months (Section 12301(a), Title 10, United States Code).

**M–Day**
The day on which full mobilization begins or is to begin.

**Mobilization**
The act of assembling and organizing national resources to support national objectives in time of war or other emergencies. The process by which the armed forces or a part of them are brought to a state of readiness for war or other national emergency. This includes activating all or part of the Reserve Components as well as assembling and organizing personnel, supplies, and materiel.

**Operations plan (OPLAN)**
A classified plan containing details of a military operation. A separate OPLAN exists for each theater of operations.

**Outside continental U.S. (OCONUS)**
All locations outside the continental United States. For the purpose of this regulation, OCONUS excludes Alaska, Hawaii, Puerto Rico, and the U.S. Virgin Islands (Joint Publication 1–02, DOD Dictionary of Military and Associated Terms).

**Partial mobilization**
Expansion of the active armed forces resulting from action by Congress (up to full mobilization) or by the President of not more than 1 million Ready Reservists for not more than 24 consecutive months, under Section 12302, Title 10, United States Code and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security. Reserve personnel can be placed on active duty for the duration of the emergency plus 6 months.

**Post–mobilization**
after M–Day.

**Pre–emergency**
Peacetime preceding a national emergency.
Pre-mobilization
before M-Day.

**Presidential Reserve Call-up (PRC) Authority**
Provision of Section 12304, Title 10, United States Code that provides the President a means to activate, without declaration of national emergency, not more than 200,000 members of the Selective Reserve and the Individual Ready Reserve, for not more than 270 days to meet the support requirement of any operational mission.

**Ready Reserve**
Consists of the Selected Reserve, Individual Ready Reserve, and the Inactive National Guard (ING). Members of the Ready Reserve are liable for active duty as prescribed by law (sections 10142, 12301, and 12302, Title 10, United States Code).

**Standby emergency implementation documents**
Letters, messages memorandums, or other documents that authorize or prescribe specific emergency actions. These documents are prepared in advance but are not implemented until an emergency takes place.

**Standby Reserve**
Those members of the Reserve Components (other than those in the Ready Reserve or Retired Reserve) who are liable for active duty only as provided in sections 12301 and 12306, Title 10, United States Code.

**Total mobilization**
Expansion of the active armed forces resulting from action by Congress and the President to organize and/or generate additional units or personnel beyond the existing force structure, and the resources needed for their support, to meet the total requirements of a war or other national emergency involving an external threat to the national security.

**Section III**
**Special Abbreviations and Terms**
This section contains no entries.