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SUPPORTING THE RESERVE COMPONENTS AS AN OPERATIONAL RESERVE AND KEY RESERVE PERSONNEL LEGISLATIVE INITIATIVES

HEARING

BEFORE THE

MILITARY PERSONNEL SUBCOMMITTEE

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDRED ELEVENTH CONGRESS

SECOND SESSION

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SUPPORTING THE RESERVE COMPONENTS AS AN OPERATIONAL RESERVE AND KEY RESERVE PERSONNEL LEGISLATIVE INITIATIVES

HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
MILITARY PERSONNEL SUBCOMMITTEE,
Washington, DC, Thursday, April 15, 2010.

The subcommittee met, pursuant to call, at 2:10 p.m., in room 2118, Rayburn House Office Building, Hon. Susan A. Davis (chairwoman of the subcommittee) presiding.

OPENING STATEMENT OF HON. SUSAN A. DAVIS, A REPRESENTATIVE FROM CALIFORNIA, CHAIRWOMAN, MILITARY PERSONNEL SUBCOMMITTEE

Mrs. DAVIS. Good afternoon. The meeting will come to order. Today this subcommittee will turn its attention to the important issue of what it means to be an Operational Reserve Force and to examine what policies, laws and practices may need to be adjusted to ensure a sustainable Reserve Force.

The attacks on September 11, 2001 set in motion the sustained increased use and heavier reliance on the Reserves with over 761,000 reservists and guardsmen mobilized to date, one-third of whom have been activated two times or more. The Department of Defense (DOD) and the services have begun a transformation of the Guard and Reserve to an operational force with greater strategic capability and depth. This includes an equipping strategy to ensure the Reserve Components have the same equipment as their respective active component and effective force management strategy to ensure the Reserves are not over-utilized.

In response to the continuing reliance on the Reserves, Congress took some key steps to address the concerns that emerged:

First, it established the Commission on the National Guard and Reserves to provide a comprehensive, independent assessment of the Guard and Reserves and its potential future roles.

Secondly, as part of the National Defense Authorization Act of 2008, Congress, one, elevated the Chief of the National Guard Bureau to the grade of four-star general; two, made the National Guard Bureau a joint organization; and three, required specific actions with regard to equipping the Guard and Reserves.

Congress also mandated the establishment of the Yellow Ribbon Reintegration Program to assist Guard and Reserve members and their families' transition back to communities after deployment.

Some of the issues of interest to the subcommittee we hope to discuss today, in today's hearing, would include the status of the remaining 53 recommendations of the Commission to the Depart-

ment of Defense, the status of the Reserve retirement; the Continuum of Service objective; the promotion system and the integrated pay and personnel systems; the status of individual readiness, medical readiness, and force structure decisions; and the status of support to families and support to employers.

We have an excellent panel consisting of the Assistant Secretary of Defense for Reserve Affairs and the Chiefs of the Reserve Components who will help us explore these issues. I will request that all witnesses keep their oral statements as close as you can to three minutes. And, without objection, all written statements will be entered into the record.

[The prepared statement of Mrs. Davis can be found in the Appendix on page 37.]

Mrs. DAVIS. I ask for unanimous consent to allow Congressman Phil Hare to submit a question for the record.

[The information referred to can be found in the Appendix on page 167.]

Mrs. DAVIS. Mr. Wilson, do you have opening remarks?

STATEMENT OF HON. JOE WILSON, A REPRESENTATIVE FROM SOUTH CAROLINA, RANKING MEMBER, MILITARY PERSONNEL SUBCOMMITTEE

Mr. WILSON. Chairwoman Davis, I join you in welcoming our witnesses, the key civilian and military leaders of this nation's Reserve Components. Our country is so fortunate to have such dedicated military leaders who truly look out for their troops and military families. I thank them all for their service to the nation.

We also want to thank you for having this hearing. In my view, we are in a period of transition, trying to incorporate the lessons learned from strong active and Reserve Component integration and interdependence during the past eight years of war, while moving towards a future where potential requirements for building and sustaining the Reserve Components as an Operational Reserve may soon outstrip the resources available.

To illustrate my concern, let me highlight a point made in Secretary McCarthy's written statement. Quote: The fiscal year 2011 budget provides for about $50 billion to pay for training, equipping, and facilities to support the Reserve Components. The funds provide about 43 percent of the total military end strength, for 9 percent of the total base budget.

That statement reiterates an historical fact. The Reserve Components have always been remarkably cost-effective. The statement does not address, however, whether the $50 billion adequately meets the requirements for today's and tomorrow's Reserve Components, nor does it address the resourcing legislative and policy changes that would be required to ensure that the Reserve Components continue to be in an Operational Reserve and do not slip back into the former resource-dictated roles of being only a Strategic Reserve.

Our witnesses, as military leaders, know during a time of battle that periods of transition, a passage of lines, a relief in place to shift from offense to defense are periods of risk. From my perspective during this period of transition, this period of risk, we must hear clearly and distinctly from each of the military services and

from the Department of Defense how they intend to go forward to ensure the Reserve Components remain and grow as an Operational Reserve.

I especially appreciate our Reserves, as a 31-year veteran of the Reserves and National Guard myself, with four sons currently serving in the military, with two having service in Iraq and three currently in the National Guard. For that reason I look forward today to the testimony of our witnesses with regard to how each of them is moving in both the short and long term to make the Reserve Components fully effective as an Operational Reserve.

I yield the balance of my time.

Mrs. DAVIS. Thank you.

[The prepared statement of Mr. Wilson can be found in the Appendix on page 39.]

Mrs. DAVIS. I would now like to introduce our panel. The Honorable Dennis M. McCarthy, Assistant Secretary of Defense for Reserve Affairs; Lieutenant General Jack Stultz, Chief, Army Reserve; Vice Admiral Dirk Debbink, Chief of Naval Reserve; Lieutenant General John F. Kelly, Commander of Marine Forces Reserve; Lieutenant General Charles Stenner, Chief of the Air Force Reserve; Lieutenant General Harry Wyatt, Director of the Air National Guard; and Major General Raymond Carpenter, Acting Director, Army National Guard. Thank you so much for being here.

And I understand, Secretary McCarthy, that this is your first time testifying for us in this position, and we certainly want to welcome you, look forward to all of your statements.

Mrs. DAVIS. And would you please begin, Mr. Secretary.

STATEMENT OF HON. DENNIS M. MCCARTHY, ASSISTANT SECRETARY OF DEFENSE FOR RESERVE AFFAIRS

Secretary MCCARTHY. Thank you, Madam Chairwoman, Ranking Member Wilson, and members of the subcommittee for the opportunity to be with you today. It is always an honor to testify before the Congress of the United States, and it is a privilege to appear and to represent the over 1.1 million men and women who serve in the National Guard and Reserve.

One of the President's key goals, adopted and fully supported by Secretary Gates and all of the leaders of the Department of the Defense, is to sustain the all-volunteer force. We decided as a nation in the early 1970s that we wanted all of our military services to be made up exclusively of volunteers. We have learned since that time, and, as you point out, most specifically since September of 2001, that our all-volunteer force can never be large enough to fight a sustained conflict or to remain decisively engaged in a global struggle without augmentation and reinforcement.

We can get that augmentation from either one of two sources. We can either return to conscription or we can have a strong and effective Reserve Component. To me, it is clear that the latter course of a seamlessly integrated force made up of both active and Reserve members is the preferable one.

So it is incumbent on the leaders sitting before you this afternoon to ensure that, with the support of Congress, we train, equip, and sustain the Reserve Component of that equation.

There are three main themes that I believe we must all understand. First is that every man and woman serving in the Reserve Components in uniform today has made a conscious choice to serve. They have either enlisted or reenlisted since 9/11 with the full understanding of what their decision means to them and to their families. They realize that service in the armed forces at this point in history means service in combat. They realize that service means repeated deployments that are challenging not just for the service members but for their families. And for those in the Reserve and Guard, they know that the challenges inherent in their decision affect their employers as well.

The second point is that, as you point out, since 9/11 over 750,000 soldiers, sailors, airmen, coastguardians, and Marines of the Reserve Component have been mobilized. Since I have been in office the last few months, the daily average of those mobilized has been about 140,000. And that number does not take into account the number of reservists who serve on active duty and other types and in other statuses around the world every day. We can't sustain this effort without the continued support of our families and our employers.

Lastly, even after the demand for high numbers of forces in both Iraq and Afghanistan come down, we should continue to utilize our Reserve Components on a rotational basis. The nation has made a significant effort and a significant investment in the readiness and capability of this force, so it makes good sense from an economic standpoint to continue to get return on that investment.

Even more importantly, the men and women of our Reserve Component continue to tell their leaders that this is how they want to be used. They do not want to go back to the old one weekend a month and one week in the summer paradigm.

I will turn now to my colleagues who still get to wear their uniforms, but I am anxious to respond to any questions that the subcommittee may have.

Mrs. DAVIS. Thank you.

[The prepared statement of Secretary McCarthy can be found in the Appendix on page 41.]

Mrs. DAVIS. Go ahead, sir.

STATEMENT OF LT. GEN. JACK STULTZ, USA, CHIEF, ARMY RESERVE

General STULTZ. Chairwoman Davis, other distinguished members, first it is an honor to be here representing 208,000 great heroes, the men and women that I have in uniform in the Army Reserve. And I can tell you that your Army Reserve is in good spirit. I am authorized 205,000, I mentioned I have got 208,000. And as Secretary McCarthy indicated, all of those soldiers have either enlisted or reenlisted since 9/11. Morale is high.

Since January I have been in nine or ten countries now, because I just came back from Haiti, visiting Army Reserve soldiers on duty around the world doing great things for this nation and great things for other nations, with wonderful skills that they have from their military, but also wonderful skills they bring from their civilian life and their civilian employment.

To maintain this Operational Reserve my focus is really on three priorities: One, the soldiers. I have got to have the best-trained, best-equipped, best-led soldiers. Two, the families. We have got to have the support of our families, we have got to support them because they are making sacrifices just like our soldiers are. And three, the employers. Without the support of the employers we cannot maintain this Operational Reserve. Without the support of the employers, we cannot maintain, because one-weekend-a-month pay does not pay the mortgage, it does not send the kids to college. They depend on their employers. And their employers depend on us to provide them predictability, to provide them some kind of support and compensation, just like the families depend on us.

But I can tell you morale is high, soldiers appreciate what they are doing. Just as Secretary McCarthy indicated, they didn't sign up for one weekend a month, two weekends in the summer, they signed up to go somewhere to do something for their nation, and we have a national treasure that we cannot afford to lose.

Thanks for Congress's support for all you have done for our soldiers and our families, and I look forward to your questions, ma'am.

Mrs. DAVIS. Thank you.

[The prepared statement of General Stultz can be found in the Appendix on page 64.]

STATEMENT OF VICE ADM. DIRK J. DEBBINK, USN, CHIEF, NAVY RESERVE

Admiral DEBBINK. Chairwoman Davis, Ranking Member Wilson, and distinguished members of the Military Personnel Subcommittee, thank you for the opportunity to discuss our vision of how we can best support the operational elements of our Navy Reserve.

I would like to begin by thanking you for your terrific support for the 65,551 sailors and their families in our Navy Reserve. As the Chief of Naval Operations Admiral Gary Roughead has said, we are one Navy with an active component and Reserve Component. And as I testify this afternoon, Navy Reserve sailors are operating in every corner of the world, shoulder to shoulder with sailors, soldiers, airmen, Marines, coastguardsmen, and I think, most importantly perhaps sometimes, the interagency as well. On any given day more than 30 percent of the Navy Reserve is providing support to Department of Defense operations.

The Navy Reserve is ready now anytime, anywhere, as our motto and our sailors proudly claim. Just as the Quadrennial Defense Review reflects the Department of Defense priorities of both prevailing in today's wars while preventing and deterring future conflict, we believe our Reserve Components have both an operational mission to provide accessible, ready, and innovative forces for today's Joint Force requirements and also a core strategic role in our National Defense Strategy.

To best accomplish these dual missions, we are concentrating our efforts on three strategic focus areas: First, enabling a true continuum of service. Secondly, delivering a ready and accessible force. And finally, providing valued capabilities to the Navy and Marine Corps team and Joint Forces. Continuous service initiatives provide

for a seamless movement between the active component, Reserve Component, and civilian service, offering full access to the Navy total force, while delivering operational flexibility and strategic depth at the best value for the Navy. Delivering a ready and accessible force sustains that reliable inventory of on-demand expertise delivered by available trained and equipped individuals in units. And providing value capabilities advances the long-term course set forth in the Quadrennial Defense Review and the priorities of the Chief of Naval Operations by identifying and excelling in those missions of the Joint Force that are best accomplished by the Navy Reserve.

Success in these operations, of course, is no accident. It is as a result of your sailors' can-do spirit, combined with the support of chain of command, support of families, and support of employers, and the proactive work of this Congress in helping us in all its endeavors is greatly appreciated. Together we seek to provide our sailors with the training, the equipment and the support that will ensure their success.

It is a privilege to serve during these important and meaningful times in our nation's defense, especially as a Navy Reservist. I thank you for your continued support, your dedicated commitment to both the Navy Reserve and our Navy, and I look forward to your questions. Thank you, ma'am.

Mrs. DAVIS. Thank you.

[The prepared statement of Admiral Debbink can be found in the Appendix on page 79.]

STATEMENT OF LT. GEN. JOHN F. KELLY, USMC, COMMANDER, MARINE FORCES RESERVE

General KELLY. Congresswoman Davis, Congressman Wilson, distinguished members of the committee, I am certainly happy to be here today. This is my first opportunity to testify before the committee.

I will open by simply saying I am an active duty general. I have known the Reserves for almost 40 years, but more as a user and abuser of Marine Corps Reserves than as someone who knew the intricacies of the other 90 percent of how they spend their lives.

I will cut to the quick. The Marine Corps Reserve today is probably as experienced and is combat-ready like no other time since the early 1950s. I had never heard the term "Operational Reserve" before I came to this job. The Marine Corps Reserve is in fact, and has been since 9/11, a fully functioning Operational Reserve. It is very strong, it is very combat-effective.

As a total force we share all of the difficulties and successes of equipment, fielding shortages that the active component—we are equal in the way that we receive equipment. Those going to the fight get the equipment and the best equipment first. It doesn't matter if they are reservists or active duty. So as I say, we have very definitely been an Operational Reserve now for almost 10 years.

What is very very interesting to me as I get around and talk to reservists, in the last six months that I have had the command—and this has been mentioned before—the two things they want to do is get back into the fight. Most of them, the vast majority of

them, have served in the conflict, either in Afghanistan or Iraq, at least once, many of them two and three times, and they volunteer to do that. They also don't want to be put back on the shelf. Even if this war were to end tomorrow, they still want to stay in the fight, so to speak, doing these state-of-cooperation missions that all of the combatant commanders (COCOMs) scream for every day. And indication of this, frankly, is that our recruiting is good, our retention is good, and the families are happy.

And certainly, as I say, it is an honor to be here, and I look forward to your questions.

Mrs. DAVIS. Thank you.

[The prepared statement of General Kelly can be found in the Appendix on page 101.]

STATEMENT OF LT. GEN. CHARLES E. STENNER, JR., USAF, CHIEF, AIR FORCE RESERVE

General STENNER. Chairwoman Davis, Congressman Wilson, members of the committee, I am very pleased and proud to be here today to answer some questions and give you some perspective on what is happening with our Air Force Reserve. I brought with me Chief Master Sergeant Dwight Badgett, and he was our Command Chief Master Sergeant and helps me with the sustainment and maintenance of our strong component force.

I believe as you opened, Chairwoman Davis, on the discussion on sustaining the Strategic Reserve and the operational force, my perspective is we are first and foremost a Strategic Reserve. I believe we leverage that on a daily basis to provide that operational force that we send around the world on a rotational basis, maintaining and sustaining each and every mission set that our Air Force has. And we work together as a three-component Air Force to do that, and we are integrated seamlessly. We train to the same standards and we go wherever and whenever called in this nation's defense.

So sustaining that Strategic Reserve keeps the basis of that operational force strong. I think we need to do that, even more so in this world, where we are adding new mission sets, where we have to rebalance our force to do that, and we have to remember first and foremost that we do all of what we do with that citizen airman, that citizen warrior, that person that has three parts to their life. And they have to balance that life such that they can sustain and maintain their civilian career, which I do not want to impact.

Their employer is a big piece of that. I need to work with that employer to make sure that that happens. I want to make sure that their families are sustained and maintained as well. And then I want to make sure that they have a military career that they can grow and broaden in as well.

That then takes me to how to create the senior leadership for tomorrow, because we aren't the same Reserve as we were in the past. The senior leadership has got to understand the kinds of things we do as a joint team, the kinds of things we do as a seamlessly integrated Air Force. In order to do that, we have got to get them outside of the standard stovepipes and the career paths they have been in. That manpower, that personnel, that citizen warrior that is balancing those three parts of their lives, has got to be able to volunteer and go when they need to go and when they

can go. I need to sustain that so that they are going to stick with us, I need to watch and monitor the dwell, and I want to do that with our active component and our Guard compatriots as well.

The pressures are not going to lessen, the realities are there, the budgets are going to be tough, and in those tough times I want to preserve that capability and that strategic force. And I believe that our Guard counterparts here would join me in saying that in order to do that we need all the help that you can give us and that we can sustain and maintain this Reserve Component as the nation needs.

Thank you very much. I look forward to your questions.

Mrs. DAVIS. Thank you.

[The prepared statement of General Stenner can be found in the Appendix on page 121.]

STATEMENT OF LT. GEN. HARRY M. WYATT III, USAF, DIRECTOR, AIR NATIONAL GUARD

General WYATT. Chairwoman Davis, Ranking Member Wilson and distinguished members of the committee, thank you very much for the opportunity to discuss issues of vital importance that impact the well-being, the lives of our 108,396, as I count them today, Air National Guardsmen, their families, and their employers.

Seated behind me is Chief Master Sergeant Chris Muncy. He is the Command Chief of the Air National Guard, representing over 90,000-plus enlisted members of the Air National Guard. Air National Guard airmen are volunteering at unprecedented rates, risking their lives daily because they strongly believe in what they are doing for our country and our communities.

Since 9/11, 146,000 Air National Guard members have deployed overseas, many of them on second and third rotations; 75 percent of those in combat zones as volunteers. In the past year alone, we have deployed 18,366 service members to 62 countries and every continent, including Antarctica.

The Air National Guard proves day in and day out that we are available and that we are accessible, we are there for the federal fight and for our communities also. In the past year, Air National Guard members have helped their fellow citizens battle floods, mitigate the aftermath of ice storms, fight wildfires, and provide relief from the devastating effects of a tsunami.

Earlier in the year, Guard members from Kentucky, Arizona, and Missouri responded to debilitating ice storms which resulted in the largest National Guard call-up in Kentucky's history.

Last spring, North Dakota, South Dakota, and the Minnesota Air National Guard members provided rescue relief and manpower in response to Midwest flooding.

In September the Hawaii Air National Guard sent personnel from their Chemical, Biological, Radiological High-Yield Explosives Enhanced Response Force Package (CERFP), a command and control element, and a mortuary affairs team to American Samoa in response to an 8.4 magnitude earthquake-generated tsunami.

These are just a few of the examples of how Air National Guard members provide exceptional expertise, experience, and capabilities to mitigate disasters and their consequences. Without the stewardship of your committee, our airmen would have an incredibly dif-

ficult time doing their jobs and taking care of their families and their employers taking care of them. We are thankful for everything you have done and continue to do for our members, and we know that America cares about them and is grateful for their sacrifices.

In conclusion, Madam Chairwoman, and to the committee, thanks again for inviting me to speak on behalf of our military and civilian members, their families, and our employers. I look forward to your questions. Thank you.

Mrs. DAVIS. Thank you.

[The prepared statement of General Wyatt can be found in the Appendix on page 135.]

STATEMENT OF MAJ. GEN. RAYMOND W. CARPENTER, USA, ACTING DIRECTOR, ARMY NATIONAL GUARD

General CARPENTER. Chairwoman Davis, Ranking Member Wilson, distinguished members of the subcommittee, I am honored to represent more than 361,000 citizen soldiers in the Army National Guard. As I speak, 52,355 of those soldiers are mobilized, deployed, and on point for this nation. These soldiers joined our force knowing that they would deploy. They are willing to make a difference in the world and defend our country. Army National Guard soldiers are part of the Operational Reserve. Your Army National Guard is accessible and it is important that we fully resource those formations and ensure that they maintain the highest levels of readiness. The sacrifice of those soldiers, their families, and employers is something we must not only acknowledge but fully appreciate.

The National Guard today is dramatically different from the one I joined over four decades ago. The last eight years have seen the Guard transform from a Strategic Reserve to an operational force, and the enablers of the Army National Guard have been provided and sustained by congressional initiatives, and we thank you for your continued support.

I want to specifically mention our request for increase in non-dual status technicians from 1,600 to 2,520. Non-dual status technicians work primarily in personnel administration, contract management, information technology, and similar support functions. With the Army National Guard's frequent mobilizations, we find that we need these non-deploying civilian technicians to fill critical positions in our generating force. Filling these positions with dual-status military members who deploy creates a disruptive work flow.

As we talk about the Operational Reserve, among the questions we get is, What is a soldier's perspective? The answer for us can be found in our experience over the last eight years. After 9/11 we mobilized the first wave in the Army National Guard, and they went to war and they did a great job. When they came back, some of them realized that that wasn't what they signed up for, and they talked to their employers, they talked to their families, and they looked at the outlook and they decided that they would not stay with us because it didn't fit into their future plans. And so we saw our end strength go from 350,000 to 330,000.

We changed our recruiting processes, we directed our efforts at a segment of the population who wanted to serve their country and

go do their patriotic duty. We turned that trend around to where we had 368,000 soldiers inside of our formations, a high point in February of 2009, and we have since come back to around 358,000. We are exceeding our recruiting goals, we are above our end strength of 358,000, not below it as of today. Our retention rate is over 110 percent. And this would not be true if the soldiers did not want to be part of an operational National Guard.

General Campbell, the force's command commander responsible for training and deploying the Army Guard, has said the Operational Reserve is a national treasure, a treasure which we abandon at our own peril.

Again, I want to thank you for your support for our operational National Guard today, and I look forward to your questions.

Mrs. DAVIS. Thank you.

[The prepared statement of General Carpenter can be found in the Appendix on page 142.]

Mrs. DAVIS. Thank you to all of you, and for keeping in such a short time frame. We appreciate that. And we know that you have a great deal to say, but this way perhaps we can talk through the questions. And I would certainly encourage you—if you feel at the end that we haven't addressed something that is really important and critical to you, I will try and get back and ask that question. But if I don't, then please bring it up so we can have that on the record, because we know there is a lot that you have been working with.

I wonder, Secretary McCarthy, if you might just speak for a few minutes about the recommendations. The Commission on the National Guard and Reserves, as you know, released its final report on January 31, 2008 with 95 recommendations. And the Secretary of Defense determined that there were 82 of the 95 that the Department was required to take action on or continue action that had already begun. And he further directed the appropriate services commands and agencies to develop an implementation plan for 53 of those recommendations.

I am not going to ask you to go through all 53 of them. But of those—and I think there were a few that you called out in your statement as well. If you could kind of give us a general assessment and what concerns you the most of those recommendations and the ability to really drill down and to make sure that they are accomplished, or are there some that you think quite honestly weren't quite realistic in what they were asking?

Secretary MCCARTHY. Madam Chairwoman, as you say, the Secretary approved the vast majority of the Commission's recommendations. Some, he felt at the time, and we feel, were already accomplished. But there is a long list that needs to be accomplished. And quite frankly, I don't think we have moved as fast on implementing them as I would like, as I suspect some of my colleagues here would like. But we have made some substantial progress on some of the more important ones.

In the opening, both you and Congressman Wilson mentioned equipment. And two of the recommendations, number 42 and 43, dealt with the transparency and accountability of Reserve equipment. And I think we have made tremendous progress in both of those areas. We are not all the way there yet, by any stretch of the

imagination, but we have a much better handle on what Reserve equipment is, where it is, what is needed; and, where there is exchange of equipment between the active component and the Reserve Component, tracking and tracing that and replacing it where necessary. So I think that is a sign of real solid progress.

We have made good progress on the Yellow Ribbon Program. Again, we are not done yet, but we have made substantial progress. One of the Commission's recommendations that languished for a long time but has now been fully implemented is the creation of the Governors Council. The President appointed ten Governors who have already had their first meeting with Secretary Gates and Secretary Napolitano, and that is going to be a continuing dialogue between ten Governors drawn from the National Governors Association and the Department of Defense and Department of Homeland Security. Others are in process. They are in stages. And a lot of them are complex things, personnel kind of issues that are not going to be solved overnight. But I do think we are moving forward. And we certainly have that on our plate. We know what we need to do and we are not going to stop until we get to the end of that.

Mrs. DAVIS. Thank you. I appreciate your response.

I wanted to just go back to the equipment for a second, because I know that that was certainly a great concern, because the requirements are such that we are dealing both for training in theater, bringing back, and then also in the communities and for homeland security as well.

Would any of you like to comment on that in terms of just some direction to us, because through the appropriations process we know this is being addressed, but it is that balance that has been so critical? And I wonder if you have had some experiences that have thrown up some alarms and you want to be sure that we are aware of them.

General STULTZ. I will chime in first from the Army Reserve perspective. As Secretary McCarthy said, we have made great progress. We have come up approximately 10 percent or better in overall equipment in the Army Reserve, somewhere to the range of about 80 percent of equipped, which is the best we have been in years.

The concern I have got is twofold. One is we are still only about 65 percent modernized. A lot of the equipment we have, while we have it on hand, is not the modern equipment, it is still old equipment. And so there is still a lot of work to be done in that capacity.

Secondly, as we have transformed the Army Reserve from the old strategic to an operational force, we are transforming structure inside the Army Reserve. And we are building more capability that the Army and the nation has identified they need to fight the future wars; such things as military police, engineers, civil affairs, logistics, medical, those types of capabilities. That comes with a bill, because those units are new equipment bills that are still out there.

I could tell you, to get to where we are going to be in fiscal year 2016, the unfunded equipment requirement that we still have out there to meet the new requirements and to modernize the equipment we have got on hand right now is about $11.3 billion. So it

is significant. But thanks to your support and thanks to the support of Congress, we have made great strides. We are critically dependent upon the National Guard and Reserve Equipping Account, the NGREA, because those dollars give us the flexibility to prioritize within our force what equipment we think we need immediately; whereas, with the regular appropriations, that falls within the Army's program and it gets lumped in with theirs. Even though, as Secretary McCarthy said, we have made great progress in terms of transparency, the NGREA really gives us the flexibility to meet immediate needs that we can prioritize ourselves, so we appreciate all the support that we get on that account.

Mrs. DAVIS. Thank you. My time is essentially up. We are going to try and stick to the five minutes, but would anybody like to make a comment specifically on this?

General KELLY. If I could, on the equipment. As a part of the total force we are—as I mentioned in my opening statement—given the equipment first if we are going next to the fight, and if not we wait, but not at the end of the line, after all of the active duty people are provided equipment. At home station we leave our equipment behind as we go forward, and so we are in good shape. It is called a training allowance. We have just enough to train the Marines with and the sailors that serve with us. So we have no problem in that regard.

But overall, the Marine Corps Commandant has talked in terms of about $13 billion required right now to reset the total force, and that would include the Marine Corps Reserve. So that is a number I would throw out for total force reset, $13 billion and some change. Thank you.

Admiral DEBBINK. And, if I may, I just wanted to emphasize one of the points that General Stultz made, in that I think it relates to the subject of this hearing as we seek to figure out the roles between the active component, the Reserve Component, and the balance thereof, our goal is that we look to complement, not mirror. And one of the advantages we believe the Reserve Component brings to our nation is agility and innovation, because our active components need to be locked into what they are doing for the defense of our nation.

And so if we are going to be innovative and agile, this National Guard and Reserve Equipment Account is very important, because in the year of execution, then, we can direct those dollars to where our nation needs them most.

General CARPENTER. Chairwoman Davis, as you know, the Army National Guard is one of the first responders in terms of emergencies and disasters in our responsibility as a dual mission and in support of the Governors. And in the last five years the investments that you all have supported in terms of $32 billion worth of equipment into the Army National Guard, $5 billion of which came from the NGREA account, has raised our equipment fill for what we call critical dual-use equipment—that being equipment that can be used in emergencies and disasters as well as that equipment that is deployed into theater—has gone from a percentage of around 40 percent to where it is currently at 83 percent across the nation. And so it has turned a dramatic turn to the positive, courtesy of what you all have done.

General STENNER. Madam Chairwoman, if I could just make a very small nuance to the National Guard and Reserve Equipment Account not buying anything new, but when we have the three component Air Force buying anything, we outfit the entire Air Force three components. But the NGREA is very, very critical in accelerating some of that where we have excess capacity. Marrying that up within our association, as we do in the Air Force, get our stuff and our people into the fight much quicker. So it accelerates some of the current existing as well.

General WYATT. I will be very brief. To add onto what General Stenner said regarding the NGREA account, but shifting the focus to equipment acquisition in the total Air Force, we are fortunate in that the Air Force utilizes all three of its components as a total force, and we are included in looking at the new weapons systems. The Air Force shares with the Air National Guard and the Air Force Reserve the situation that we have a lot of aging equipment and we are trying to recapitalize. And I think it is essential if we are going to keep the Reserve Component, Air Force Reserve and Air National Guard, as operational that we consider opportunities for concurrent fielding of those new capabilities, those new systems across all three components.

That is the way we fight. And in order for us to be able to continue fighting and provide that ops tempo relief to our active duty component brothers and sisters, we need to fly the same equipment, train at the same levels, which we do now, and be fielded new equipment at the same time.

Mrs. DAVIS. Thank you. Mr. Wilson.

Mr. WILSON. Thank you, Chairwoman Davis. And again, I want to thank all of you for your service.

It is my view that by providing young people the opportunity to serve in the Guard and Reserve, you are providing them extraordinary opportunities. It is very fulfilling for the young people, the networking of friends, lifelong friends, that they will make. And it is wonderful for me to hear the success of recruiting and retention, because you are making a difference in people's lives and protecting our country simultaneously. And I have really enjoyed the references to this is no longer the one weekend and two weeks in the summer Guard and Reserve.

And General Carpenter, it is an understatement that what I served in is different. But I saw the difference start with the extraordinary service of the Army National Guard and other Guard and Reserve Forces to recover from Hurricane Hugo in South Carolina in 1989. Then came the Persian Gulf service. That was extraordinary.

And then I know from our own family service in Iraq and Afghanistan, and so many of my colleagues that I recruited, they are so proud of their service and they do want to be operational.

With that, another fact, Secretary McCarthy, is that it is so difficult to distinguish between Guard, Reserve, active duty, except on the issue of retirement. And so I certainly hope that we can make some changes. And in particular, current law allows the mobilized Reserve Component member to earn three months credit toward early retirement for every 90 days of aggregate service on active duty. Congress intended for those to be active duty to be counted,

regardless of whether the active duty period occurred across fiscal years. But the Department somehow has implemented this, that if it is across the fiscal years, that it doesn't count at all.

What is DOD going to do to fix this or what should we do to clarify? But there is no question that we certainly meant to disregard fiscal year.

Secretary MCCARTHY. Congressman Wilson, I am well aware of that anomaly. I think everybody understands that it is not what the Congress intended, and it is not what is—it is not the right thing to do. So it is going to take a fix. I am not sure whether it will be a legislative or a directive fix. I suspect it will be the latter—I am sorry—I suspect it will be the former, and that we will have to come to Congress on that. But I know that it is on the agenda to be resolved.

Mr. WILSON. And then I hope it will be resolved as quickly as possible.

Additionally, we have a circumstance where we have mobilized Reserve Component members who can earn retirement as reservists or Guard members wounded or injured. If they are placed in a Wounded Warrior unit under the orders of the Wounded Warrior, again, they don't receive credit for recovering—for the period of time recovering from the wounds. And again, I just know my colleagues and I did not mean for that to be. So I hope that is corrected—or please give us advice how we can correct it.

Secretary MCCARTHY. The change of a Wounded Warrior status when they are mobilized, wounded, and then have their status changed is purely a directive issue. It is something that was done a couple of years ago, and I think that the result that you have described was an unintended consequence, but it has got to be fixed. And I know that the people in personnel, in readiness, have that for action.

Mr. WILSON. And I appreciate the effort, because we know that these troops are so dedicated they want to be operational, they want to serve. But it is also very important for their families that there be proper protection.

General Kelly, I am of course very grateful to represent Parris Island Marine Corps Air Station. So whatever I can do to promote the Marines. The Marine Inspector and Instructor Program historically has been a key to the success of the readiness of the Marine Corps Reserve. Given all the demands on the active duty Marine Corps who are assigned to the Inspector and Instructor Program, what is your assessment of the health and effectiveness of the Inspector and Instructor Program?

General KELLY. It is very healthy. And in fact in this very hearing room, about 15 years ago, hearings about why the Marine Corps Reserve was very, very strong, the body that sat here at that time talked in terms of one of the great strengths of the Marine Corps Reserve was in fact our commitment of active duty individuals to INI, Inspector and Instructor, type staffs. It is a command billet. They are all combat veterans, they are handpicked, they do well in future promotions, selection for attendance at various service schools and whatnot. So my overall assessment is that it is hugely healthy, and really is probably the basic foundation of the great strength of the Marine Corps Reserve.

Mr. WILSON. Thank you all very much.

Mrs. DAVIS. Thank you. Dr. Snyder.

Dr. SNYDER. Thank you, Madam Chair. Gentlemen, it is great to have you all here. I have probably known you, General Kelly, the longest. And I think you have had about as many promotions in the time I have been here as I have had babies, so I think it is time for me to move on. We have four little boys under the age of four at home.

I also did note, General Kelly, that your obviously very proud daughter was watching you testify. We appreciate her service here, although she was watching the TV screen rather than you live. I don't know what that means.

I have two questions that I want to ask and then let you—we will just start with Secretary McCarthy and go down, and I am sure my time will long pass.

The first one is our subcommittee has just completed a study that is about to go to the printer, I think tomorrow, on professional military education (PME). There are, I think, some special considerations for the Reserve Component, and I would like to get each of you to make any comments about where you think PME ought to be improved with regard to the Reserve Component.

And then the second question is, if you have any comments. We have given the highest ranks of civilian and military leadership an opportunity to make any comments they wanted to personally on Don't Ask, Don't Tell. The Reserve Component also has some particular special dynamic there in which people really can separate their lives. They may have a private life 200 or 300 or 400 miles away and keep their lives pretty separate. On the other hand, if they get mobilized, their partner really doesn't get any of the support from the community because of the fear of coming forward. So if any of you have any comments about that.

Secretary McCarthy, we will begin with you.

Secretary MCCARTHY. Congressman, I think the thing I would say about PME, Professional Military Education, is that we have made great strides over the past ten or more years in distance education, and we need to continue to do that because that is what makes a lot of our PME courses more available to Reserve Component members if they can do them on a distance education basis. So I think we need to continue along that same path.

With regard to Don't Ask, Don't Tell, I think that the course that the Secretary has set out to do a very thorough and very comprehensive review, not to delay it but to move forward and do that, it is the right course, and it is going to help us to understand the different impacts of a change of law, if there is one, on various parts of the force.

I know that General McKinley is a member of the group that is being led by General Counsel Jay Johnson and General Hamm. So the equities of the Reserve Component, and especially those of the National Guard, will be considered when that study is being done. So I think we are moving in the right direction there.

General STULTZ. Yes, sir. With regard to the professional military education, I think, echoing the remarks that Secretary McCarthy said, the distance education has given us the capability to accomplish a lot of the professional military education that we need

in the Reserve Components. As much as we can, where we can level the playing field so that the education that is being provided is the same education across the active and Reserve, because as we have operationalized the force, those individuals now are working side by side. And so we need the same quality and the same instruction. And so within the distance education, we have got to make sure the curriculum matches across the force.

I think the other thing we have to take into consideration is the tendency is with our force generation cycle, the cyclical deployment of forces, when the units come back from deployment, that is when you would—in that year of reset is when you would get your education done. In the Reserves we have to recognize that that soldier has to reset in their civilian job also. And so we can't be too hasty to say, now that you are back, now you have got to get your education, military education done.

We have got to give them time, because every time I came back from a deployment and went back to Procter and Gamble, my civilian employer, I reset at Procter and Gamble. I got into a new position, new training, new learning that I had to do.

And so I am being very cautious to say we can't rush the professional military education too soon for a returning soldier. But I think the quality of the education is what I am focused on. It has got to be at the same level across the force.

With regard to the Don't Ask, Don't Tell, I just echo the same remarks that Secretary McCarthy did. I think the process that has been set forth by the Secretary of Defense is the right thing: to take a long, hard look at all the factors involved before we make any decisions.

Admiral DEBBINK. Congressman Snyder, with regard to the professional military education, for the Navy we have an account we call ADT, Active Duty Training schools account, a very important line item for us and one that we prioritize very carefully every year, as we are driving toward something we call Fit as well as Fill of our force. So we are not just trying to put any sailor in a spot, we are trying to make sure that sailor has the right training. So that is a very important line to us.

The other element of professional military education that is very important is the joint professional military education (JPME). And at this point we are very pleased with the changes that were made in the last year or so that allow our sailors to pursue both the level I and level II. And level II is primarily through a distance learning—we call it advanced JPME—and also very important for their promotion as they go through their careers.

General KELLY. Sir, all Marines regardless of component, have a requirement in all ranks to participate in PME. Obviously for the Reserve Component, time and distance is the issue you deal with most. All of the distance learning is exactly the same as what is available to an active duty Marine. Not all of our active duty Marines get to go to a resident PME, so they take the very same courses.

For the Reserve Component courses, virtually all of them have a one- or a two-week on-site. We bring them to Quantico as an example. We pay for that, of course. Where I would like to see a little bit more flexibility is at the Lieutenant Colonel level. There are

distance learning courses; the Army War College and Navy War College, all of them very, very good. I would like to see that expand a little bit just because it is—I would like to see some more seminar time added; that is to say, weekends or something like that. Again, we would pay for them to come to a location and participate in the PME.

And on the Don't Ask, Don't Tell question, again it is being studied. Again, I would only say that we don't make a distinction in the Marine Corps between active and Reserve Marines; they are Marines all the time. Whatever the rules are, if in fact they are changed, whatever the law changes are, whatever comes out of that, that will apply to the Marines that are in the Reserve Component just like they will the Marines in the active component.

Dr. SNYDER. General, that seminar time is something you all can do. There is no legislative prohibition.

General KELLY. Internally we can expand some of our schools, but we got it, sir.

General STENNER. Congressman Snyder, we, like my compatriots, all have opportunities, whether they be distance learning, whether they be seminar, whether they be in residence. We covet the in-residence courses for not only the book learning that you get, but for the relationships that you build, especially in the joint arena where you see people you will see again in the senior leadership roles over the years. Those relationships that are built in an in-residence PME setting are huge. So the more we can get some of those opportunities funded and built and created, the better we will be, in my mind, for the future senior leadership, whether that be officer or enlisted.

And the enlisted force is just as busy, if you will, taking care of the in-residence pieces and the distance learning pieces that they need to do.

On the margins of PME, there are some things in line with some of the fellowships and the other kinds of things that come up here that have different nuances as to how you incur a commitment and then how you would accomplish that commitment, which doesn't happen in some of the bigger PME schools. So if they are looking for just some little on-the-margin kind of things, special considerations, I would take a hard look at the fellowships and how we pay back the time on the commitment we incur.

As far as Don't Ask, Don't Tell, I do agree it is part of how we do business today. It is in accordance with what we have been handed as far as the policy and the law, and it needs to be studied in depth, as we are doing, before we make any substantive changes.

General WYATT. Congressman Snyder, regarding PME, there is a theory in the Air Force, because we fight as a total force, that there should be more shared common experiences in professional military education.

As a result of that, just recently the Air National Guard has worked with the area Education and Training Command, General Moran is the commander, to move the commissioning program of the Air National Guard from McGhee Tyson to Maxwell Air Force Base, where now we have all three components in the same location with a commissioning program. We retain different course

links to accommodate the different needs of the components, but we are sharing curricula now and we are learning more about the active component and the Reserve Component and vice versa. So that is at the very basic level.

But as we get to some of the advanced officer and enlisted experiences, I think there is a need for more seats in the residence programs. Chief Muncy working behind, or sitting behind me, has some initiatives that he is working with Command Chief Master Sergeant of the Air Force Roy, seeking additional residence seats. We are seeing very good reception from the active duty component, and I think we are making progress.

In regard to Don't Ask, Don't Tell, I share the comments of most of my committee members. I would suggest that you know, from my perspective, my experiences and where I work and where I live are considerably different from first-term airmen who may be serving in Balad or Baghdad. And I am not sure I am educated to the point that I need to be to make sure to render any sort of professional opinion at this point in time.

We have the Commission that the Secretary has mentioned that is collecting data, and we have the opportunity to hear from our enlisted corps, 90,000-plus in the Air National Guard, and our officer corps as we go forward on this important issue.

General CARPENTER. Congressman Snyder, I share all the views of my colleagues. I would point out one additional area and expand on the joint qualification piece that Admiral Debbink talked about. And that is that we need to make sure that we provide the opportunities for our young officers to get the joint qualification through the PME process, so that later on when they compete for some of the jobs, specifically like the job that I am acting in, the Director of the Army National Guard, and build a bench for the new four-star general that we have got inside of the Army National Guard, that we do have a bench that can compete for it and does have the qualifications. And so that is pretty important as you get to the senior levels of our organization.

The DL, distance learning, piece of PME is incredibly important when we have soldiers out there who are trying to balance their family requirements as well as their employers' needs as they get back from deployments, and yet try to make sure that they are competitive in the ranks in terms of promotions.

And then finally, we are participating in the study group for Don't Ask, Don't Tell, and we are awaiting the end of that study group, which I believe is a year down the road.

Dr. SNYDER. Thank you.

Mrs. DAVIS. Thank you. Ms. Tsongas.

Ms. TSONGAS. Good afternoon. And thank you all for your testimony. As this hearing is about the operational role of our Reserves, I am particularly interested in an issue that concerns our Guard and reservists and their readiness for deployment.

General McCarthy, you mentioned the, quote, trained mobilized, deployed model for an Operational Reserve. What do you all know about the issues of Rapid Fielding Initiative (RFI) equipment fielding for Guard and Reserve units during pre-mobilization training?

And I bring this up because in 2009, the Massachusetts Army National Guard trained and mobilized over 1,000 soldiers for de-

ployment in Iraq and Afghanistan. In order to limit the total mobilization time to 12 months, the predominance of mobilization training took place at the unit's home station in Massachusetts, not at the deployment mobilization site.

The RFI, the Rapid fielding initiative, was designed to streamline the process in distributing equipment to deployed units and ensure that all soldiers, regular Army Guard and Reserves are outfitted with the most advanced individual and unit equipment available, providing significant improvements to soldier combat effectiveness, survivability, and operational quality of life.

The program is commendable. However, there appears to be a disconnect. Instead of being issued during pre-mobilization training in Massachusetts where soldiers have time to properly train with the equipment, they are going to fight with RFI. Items are being issued to soldiers after they have reached their mobilization phase. Soldiers stay at their mobilization station for a short time before going to Iran and Afghanistan. Because of other demands, they sometimes have as little as 15 days to train with this new equipment.

This is unacceptable. Lives are at stake. And in fact, in conversations with a National Guard officer in my district, he really felt he lost a soldier because he simply had not had adequate time to train.

So despite the recommendations of the Commission, it appears that our National Guard and Reserve soldiers are being given insufficient time to train with the equipment they are going to fight with, often to their peril.

Please tell me what you all are doing to solve this problem. What are the obstacles, and are there things that we can do to help alleviate this issue?

General CARPENTER. Congresswoman Tsongas, thank you for the question. As you have eloquently outlined, RFI has been a problem inside the Army National Guard and the mobilization process. RFI came into our organization about four years ago and it was a rapid fielding initiative to ensure that we got the best, most modern equipment to our soldiers in advance of the mobilization, so that when they deployed they had the best equipment available for the mission at hand.

RFI is a changing kind of equipment list, and we want to ensure that our soldiers have the most modern equipment. We have seen two versions of helmets come through the process here in the last five years. We have seen various other equipment changes.

The Army's view of this is that rather than issue one set of equipment and then have to go back and reissue another set of equipment, the idea was to issue the most modern equipment a single time. And because of the limited amount of production of these specific pieces of equipment, the effort was to do that in mobilization station.

We have found that we want to maximize boots-on-the-ground time, that being the time that this soldier spends on mission in theater, because that reduces the time that—what we call the turn, and extends the dwell.

We have worked with the Army to do the fielding of RFI to the extent possible in pre-mobilization to reduce the time at the mobili-

zation station, and we are looking at a year down the road when we think that we will have RFI. It won't be called RFI, but it will be equipment that will be issued in pre-mobilization, and we will solve the problem that you have just described.

Beyond that, soldiers that deploy into theater are validated, and they meet a standard in training before they can deploy. And so regardless of whether it is issued in pre-mob or whether it is issued in post-mob, the training that takes place for those soldiers to be able to use that equipment and to be successful in its use is validated by the First Army Commander. So the deployment piece, everybody meets the same standard. There isn't anybody that goes down range that doesn't get trained.

Ms. TSONGAS. Do others want to comment?

Secretary MCCARTHY. I would like to add, and I think General Carpenter has really hit the specifics, so I will address it from a little broader standpoint, and that is that this transition to an Operational Reserve—that is, to a pre-trained, a Reserve that is trained, then it mobilizes and then deploys—is a process, and we are not going to throw the switch and become a totally Operational Reserve overnight.

And the equipping issues are a significant part of that. The training issues are a significant part of that. And so we are going to be constantly progressing, and I hope improving in this becoming a pre-trained force, a pre-equipped force, with things like the Rapid Fielding Initiative and other ways to get modern frontline equipment out to units. But it is not going to happen overnight.

But I think the concluding comment, if I understood Ray's comment in conclusion, I don't think any commander is going to stand forces forward who have not had sufficient training time with the equipment that they are going to use in combat. And if that means less time with boots on the ground, I think that is a price we are all willing to pay, because we are not going to send people forward who are not both adequately equipped and adequately trained. So I know that is the policy of the Department, and everything I have seen is that it is being carried out.

Ms. TSONGAS. Thank you for your testimony. And I think if you find it is harder to do than you like to think, that you be forthcoming with us as to ways that we can be more helpful.

Mrs. DAVIS. Thank you.

Mr. Loebsack.

Mr. LOEBSACK. Thank you, Madam Chair. First I do want to thank all of you for being here today, all the witnesses. And I would like to thank especially the chairwoman and ranking member for holding this hearing, because I really do believe this is an absolutely critical topic.

General Carpenter, I am glad to see you again. I think the last time we chatted it was about the trainees, transients, holdees, and students (TTHS) account, and I am glad to see you mentioned its creation in your testimony today as well. The President's budget request includes an increase of 920 non-dual status technicians.

General Carpenter, you spent quite a bit of space in your testimony discussing the role and importance of non-dual status technicians and why this increase in their authorization level is necessary.

Can you please explain to us why these particular individuals are particularly important to supporting the Army National Guard as an Operational Reserve?

General CARPENTER. Sir, just as one example, one of the things that these non-dual status technicians do for us in the National Guard is they work inside of our pay sections. And one of the most irritating things that you find that soldiers deal with and one of the things that we want to avoid the most are pay problems. Those non-dual status technicians are the experts in that area and they spend a lot of time doing that. If we have a soldier who works in that pay section, who is also in the National Guard, and we mobilize and deploy them, we lose that expertise. And if we have a non-dual status technician that stays there while the unit deployed, because they are not in the National Guard, it reduces the pay problems, in this particular example, incredibly and it is the right thing to do.

Mr. LOEBSACK. I do appreciate that very much. I hear about this all the time, obviously, from the National Guard folks I represent in Iowa, so I really appreciate you putting that effort into that program. I think it is critical that we look at the force structure requirements associated with the Operational Reserve and I do appreciate that response.

My second question, of course, is about dwell time. And the President's budget request cites a planning objective of establishing a 5-to-1 ratio for Reserve Components.

General Carpenter, if you want to speak to that issue too, that would be great. Could you tell me if you believe that current end strength is, in fact, sufficient to achieve this goal, and what impact in particular this cross-leveling has on dwell time?

General CARPENTER. The effect that cross-leveling has on dwell time inside the Army National Guard is evidenced by the statistic that on a unit scale inside the Army National Guard, we are deploying units that have a dwell time of 3.3 years. For the soldiers, mostly first-termers, who come into our organization, because we have to cross level them between units that are deploying and the ones that are home, the dwell time on average for deploying soldiers is 2.2 years. That is pretty quick. And so our effort here is to reduce the amount of cross-leveling and extend the dwell time.

The Surgeon General of the Army says that it takes somewhere around two years after a one year deployment for soldiers to get back to something that looks normal in terms of their emotional status and behavioral and all those kinds of things that deployment impacts. And so to the extent that you increase the dwell time, you increase the readiness of the soldier, you increase the support of the employers and families out there for what we are doing with an Operational Reserve.

Mr. LOEBSACK. I am glad you mentioned the employers and families, too, because this subcommittee under the current leadership, and in the past as well, has looked quite a lot at the family. And I think it is really, really critical that we never forget about the family, these folks, not just spouses but the rest of the family as well. So I really appreciate all of you being here today.

Mr. Secretary, did you want to speak at all to the dwell time issue before my time is up?

Secretary MCCARTHY. I would only add that the Secretary has established this 1-in-5 ratio. It is a goal. We are clearly not there yet. The application is somewhat different across the services. But coming out of the Quadrennial Defense Review, we are directed to conduct a study on the future roles of the Reserve Component, and I think that may lead us to some further understanding and perhaps even some refinement of some of the things we think now about dwell time and other related issues. So I suspect that that study will be completed early in 2011. I think there will be some additional learning, some knowledge available to the Congress on that and a number of other issues.

Mr. LOEBSACK. I just want to finish by saying as someone who represents a district in Iowa where we don't have, as I always say, large bases as such, but we have a heck of a lot of wonderful National Guard and Reserve Components, I appreciate everything that the National Guard and Reserve Components are doing. And we do have a number of our folks heading to Afghanistan later in the year to stand up an agriculture development team and to train security forces in Afghanistan. And General Orr is doing a great job as our adjutant general, so I am going to do everything I can as long as I am on this committee and in Congress to support folks like you and those who are under your command. Thank you very much.

Secretary MCCARTHY. Thank you sir.

Mrs. DAVIS. Thank you.

Mr. Jones.

Mr. JONES. Madam Chairman, thank you very much. And General Kelly, it is good to see you again. You took me back 15 years. I didn't know you would be here today. When I saw you, I went back 15 years just in a matter of seconds. But it is good to see you.

General Carpenter, I guess you and Mr. McCarthy, this has been kind of an ongoing issue with a father of a National Guardsman in east North Carolina who was deployed on active duty, fought in Iraq, and this father has met me two or three times wanting to know why a Guardsman who has fought for this country, active duty, called upon, that they do not qualify as an active duty soldier or Marine with the GI bill for educational benefits.

Is this an issue that you hear quite a bit about? I think that Senator Webb at one time was thinking about trying to put legislation in on the Senate side that would deal with this. And does this ring a bell with you?

General CARPENTER. I am not aware of the specific case that you cite, but I do know that one of the things we hear from National Guardsmen and from states out there is the GI bill, what we call the new GI bill, applies to soldiers who deploy, but does not necessarily apply to soldiers who are in a Active Duty for Training (ADT) status or a Title 32 status, and a lot of the soldiers that I talk to see that as an inequity, and so they raise that issue with us.

I am not sure about the specific instance you talk about where somebody who was mobilized and deployed to the theater was not eligible for the GI bill, but if you will give me the details I will certainly look into it.

Mr. JONES. That would be extremely helpful.

Again, I think I am pretty much correct and your explanation makes a lot of sense. I might have been a little bit mistaken in my speech. But one of my biggest concerns to all of you is that when we continue—let's say that I know the President said we are out of Afghanistan in a year and a half, let's say something changes that year and a half, and we cannot confirm that we are out in a year and a half, and maybe then we decide, well, we need another year and a half or two years.

What I am hearing from those in the Guard—and this is probably true in the Reserves as well—that they are beginning to feel the unbelievable stress that families feel of not being able to plan. If by chance—and I know this is a hypothetical—but if by chance that in a year and a half that President Obama decides, well, the conditions are not right to have significant reduction so therefore I am going to continue to call on the Guard and Reserves, can you foresee this as a problem to meet and maintain the manpower that you need to do the job back home if called upon?

General CARPENTER. Sir, I would look to the example of North Carolina, sir. The 30th Heavy Brigade just had their welcome-home ceremony last weekend, and we had people there—I wasn't there personally, but typically it is one of those joyous events and people are just taken by the moment and they support the patriotism. That is the second rotation for the 30th Heavy Brigade into Iraq, and they had a dwell of around three and a half years between those two rotations.

One of the things that the Secretary of Defense did for us in the Reserve Component in January 19 of 2007, he limited the mobilization for Reserve Components to one year. And that really has allowed us now to access the Reserve Component and to sustain over a longer period of time the 30th Brigade, 30th Brigades we have out there, those kinds of scenarios.

So right now, as I mentioned in my opening statement, although we are stressed, we are far from broken. And the soldiers that we have inside of our formations look forward to those deployments, maybe not at that frequency, but certainly we are able to sustain.

Mr. JONES. General, thank you. I want to apologize. I missed everybody's opening statement. I didn't get a chance to read it, quite frankly, so if I am being repetitive again I apologize for that.

But Madam Chairman, I will yield back at this time.

Mrs. DAVIS. Thank you. I appreciate your question.

I wanted to have a chance to talk a little bit about the continuum of service and the fact that the authorization bill did allow, and particularly in the Navy, for people to serve and then go into the Individual Ready Reserve (IRR). And I am just wondering—and they did that for up to three years for personal and professional reasons—Admiral, how do you see that working? How is it being implemented?

And I think for others, are there other kind of continuum of service plans that we have? What problems have arisen, and is there anything legislatively that would give you more flexibility that you see is needed, and some thoughts about how that might be done differently if that is something that you would recommend? Admiral?

Admiral DEBBINK. Thank you. The program you refer to we call Career Intermission Pilot Program (CIPP) or the—I can't say the exact acronym—allows people to transition from active deployment all the way to the IRR, retaining medical benefits, which is really important, and then to pay that time back when they come back, and it gives them a guaranteed return. It is one program out of many that we are developing in the Navy for pursuing our goal of being a top 50 employer of choice.

And as we continue to pursue these different initiatives, one of the things we are focusing on is—the vision of where we are going is lane changes. So you have a Navy highway, if you will, and the active duty maybe is in the left-hand lane and you have a Selected Reserve (SelRes) in the middle lane, you have the IRR, and you want to be able to seamlessly change lanes back and forth.

The one thing that is perhaps our biggest barrier right now in making all that happen is the pay system that we have currently and the need for a single integrated pay and personnel system that we feel that as a Department now, we are on a path to head in that direction with some of the authorities we have been receiving recently. And we hope that within the next couple of years we will get there. And that is what we need most perhaps, and we will continue working towards that direction.

Mrs. DAVIS. I noticed in the comments that basically spoke about progress in moving toward the total force future pay plan. And I guess my question would be: What does progress represent? What would it take to speed up that process?

Admiral DEBBINK. As I think you might be aware, we were all held back basically for a number of years, over a decade, as the Department pursued a program called DIMHRS, Defense Integrated Manpower and Human Resource System. We have, since February now, been authorized to pursue service-specific solutions. And I know the Navy is going after that very aggressively, and in fact there are some meetings again this week to allow us to continue pursuing down that path.

It will be important as we go down that path to continue looking towards, we believe, a common database that we will all share, because the combatant commanders will want to have that kind of data and we are in full support of that as well. So at this point I believe it is just a matter of executing on a new software program and pursuing that, but also doing it carefully so we get it right this time because it is a very, very important issue for us.

Mrs. DAVIS. Anybody else want to comment on that? What are the lessons learned from that as well? Sometimes we do try and do things that are going to be applicable and yet, as you are saying, that didn't work. Where are we, Mr. Secretary?

Secretary MCCARTHY. One of the things—I have been watching this stuff for a long, long, long time. And one of the things that we have chased for years is trying to find a way to simplify a very complex structure of different kinds of duty statuses, different pay accounts and so forth. And it has defied successful resolution so far, but——

Mrs. DAVIS. Sometimes I wonder whether we are looking in the wrong place for that kind of thing.

Secretary MCCARTHY. You are absolutely right. I think sometimes we are our own worst enemies, but, frankly, since you asked what can the Congress do, some, not all, but some of the duty statuses that are engrafted onto our pay and personnel system are the result of various laws. And so we may at some point—I hope we will come to the Congress and say we have eliminated a number of the duty statuses that we imposed on our self through direction, and we would like the Congress to eliminate some of them that are imposed in law, because that will make the integration of a pay and personnel system that much easier and that much more achievable. And that will be a big step forward.

That is a Commission on National Guard and Reserve recommendation. They said we should go down to two: either on active duty or not active duty. Frankly, that may be oversimplifying it, but it certainly can be reduced from the 28, or whatever the number is, that we have now. And we may very well need the Congress's help in making that reduction.

Mrs. DAVIS. Anybody else want to comment on the continuum of service issue?

General KELLY. Yes, ma'am. Like anything, the devil is in the details. And I am not the expert in the Marine Corps, certainly. I don't think probably most of us up here are real experts in it in terms of the level of complications that we get into as we started this, down this road of continuum of service. So I would just, in my mind at least, hope that as we do that, we don't do a cookie cutter that will apply to each one of the services and the Guard in exactly the same way, because I don't think it is going to apply to the services in the same way.

We have, as an example, very little interest, certainly in the reservists I talked to, about going into and out of various statuses in terms of getting off active duty for a few years. Certainly the active duty people, for the most part, don't express any desire. So a little caution about how we try to hammer this. I hope for flexibility.

In terms of the admin and pay system, for the most part, the Marine Corps does have a single system. In fact, I can remember hearings in this room 15 years ago when we were being chastised about not going the DIMHRS road, and we resisted it and we resisted it and, lo and behold, we were right.

So we have this system and it works pretty well for us. We have very, very few differences between the way the active duty and the Reserve people handle it administratively, so the ease of moving in and out of various duty status is not a real problem for us.

General STENNER. Madam Chairwoman, a continuum of service, as articulated between, as the Navy put it, the active, Reserve and then the IRR, is one way to look at it. And in the Air Force we are looking at how you go between the Reserve Components, the Guard, the Reserve, the active force; because some of that is very helpful also in just what kind of participation can you do, whether it is IRR or SelRes.

But as far as continuum of service and duty status, some of the kind of things that until we get that golden nugget that takes us to where the Navy or the Marines are right now, in a macro perspective, if there was a way to articulate some small changes in the law that would allow us to take the different statuses in and out

of positions in headquarters staffs, the kinds of things that by law right now are limiting—you can only go in a certain status, you have to be assigned to a unit—we need to perhaps look as an interim fix on some of those kinds of things so our force development, especially at the senior levels, can happen much more easily. Take them into and out of the positions they need to be within their status or allow an ease of status or some head space for active duty status that doesn't count against our active duty force, and that would help tremendously in some of the interim fixes we could do right there.

Mrs. DAVIS. General Wyatt.

General WYATT. Madam Chairwoman, as far as the Air and Army National Guard are concerned, there is another complicating factor, and that is we are not always on federal status. Sometimes we are placed on duty by the Governors under a completely different pay system. And so as we try to streamline the pay systems on the different statuses at the federal level, I think it is important to recognize that the adjutants general in the 54 jurisdictions have the additional problem of a system that sometimes has a soldier or an airman who might be on a state pay status for a couple of days as we transition into a Presidentially declared disaster or an emergency or a federal status.

And to make those pay systems link up I think is worth an effort to consider not only the service inside the service, federal systems, but also a way to link those two, the myriad of pay systems out there in our states. It is just an additional problem we need to consider.

Mrs. DAVIS. Thank you. Dr. Snyder, any questions.

Dr. SNYDER. No, thank you.

Mrs. DAVIS. Okay. And Mr. Wilson?

I have a few more, then.

One of the issues, I know, that I think General Stultz, in your comments, in talking about the shortages in the midgrade noncommissioned and commissioned officer ranks, how do we address that? Where are we? And I know that goes across the board in terms of medical, a whole host of different professions. Is that true for everyone? Or is that more or less more true for you in the Army?

General STULTZ. Right now, one of the major campaigns that I have got one of my deputies developing is to reshape the Reserve, the Army Reserve, and the reason for that is to your point. We have had phenomenal success in recruiting the last several years, and grown our end strength way above what we are authorized now. But we are over strength in the lower skills, the lower grades. We are over strength in the senior grades. We are short in the middle, both in the captains and majors for the commissioned officers, and both for the E6s and E7s for the noncommissioned officers.

Part of the reason for that is the Army Reserve traditionally has relied on soldiers leaving active service, coming into the Army Reserve as a supply of manpower. And so we were getting those soldiers coming off active duty with four, five years of active service, and by that time had acceded to the grade of captain or to their rank of sergeant.

With the stop loss that the active Army has had in the last several years, which they are coming off of now, but as well as the incentives to keep people on active duty, we have seen that slow down over recent years. So it is a phenomenon of the supply chain got broken for a while.

We are now seeing that turn around. And we are now seeing our AC to RC, as we call it, active to Reserve, starting to increase, and we are starting to pick up now in those grades. It is going to take us a while to get healthy again.

We are actively going out and looking across the Individual Ready Reserve and other databases for soldiers who have left active duty, and, in our terms, have taken a knee—three or four years—and we are going back to them now and saying, What about coming back into Reserves? We are getting a good take rate on that.

And I think it plays exactly to your point before, that continuum of service is the key to success for all of us. That continuum of service that allows an individual with their lifestyle to say, I have been on active duty for four or five years, I need a break. Or, I want to try something different, let me move into the Reserve Component or even move into the IRR and take a knee, but with the confidence that if I want to, I can come back the other direction.

That is what we have got to, I think, get within the Army. And we are not there yet. We are still, we have some bureaucracy involved, we have some gray determination—if you leave and stay out for a certain amount of time, you are going to have to come back on active service at a lower rank. We have to get beyond those and level the playing field. But we are working feverishly with a campaign plan to reshape the Reserve, but it is going to take us a couple of years to get healthy.

Admiral DEBBINK. Ma'am, we have the same issues. It will take us a while to get healthy. But a couple of things that we are working on, we are having success in trying to attract that lieutenant commander or senior lieutenant as they are thinking about departing the active duty. We stood up an office called the Career Transition Office, CTO, in Millington, which is our personnel headquarters. And that office contacts individually each active duty officer who has expressed a desire to leave active duty personally. And we have seen by that personal contact, our transitions have gone from 26 percent up to 54 percent. So, quite successful. We will continue that effort.

Mrs. DAVIS. One of the questions that I was asking, not relevant to that discussion, gets back to the health component, the mental health components, whether or not you were aware of—and I am just trying to understand the statistics, the differences between active duty, and Reserve, and Guard in our suicide rates—whether there was anything that we are looking at. And it looks as if the numbers are quite different, actually, and I don't know whether you have anything that you would like to add or suggest regarding that.

General STULTZ. I know for both the Army Reserve and the Army Guard—Ray can follow along with their experiences—the major difference we are seeing within the Army Reserve—and we do what we call a psychological autopsy on every case. We go in depth to

try and figure out what was going on. The majority of our suicides are not related to deployments. The majority of our suicides are actually soldiers who have never deployed. Some of our suicides are soldiers who have just joined the Reserves.

And so we are trying to find out what is it that is going on in their life that makes them make this tragic decision. We know that almost in every case there is something, a broken relationship, or something that happens that kind of pushes them over the edge.

My concern is, in some cases as we did the psychological autopsy, the soldier indicated, or his family or friends, that his proudest thing was being a member of the military; that that was the only thing he had going for him in his life. The problem is, for the typical Reserve soldier, we only see them two days out of the month. They are back home with their family or friends the other 28. So this idea of a battle buddy doesn't work as well as it does with the active component.

The key to us is we are trying to develop a program that is not only targeted at the soldiers and the battle buddy system—look out for your battle buddy—it is targeted at the family. We have to educate the family. We have to educate the family as to the warning signs; but we also have to educate them that there is no stigma. It is okay to ask for help. If you see something happening with your son or your husband or wife or whatever, it is okay to ask for help. And here is where you can go.

We have had that happen on a couple of occasions already with our suicide training, where family members have come forward saying, hey, my son needs some help and he is not willing to ask for it.

That is the challenge. We had one soldier, just as an anecdotal case, that after we did the suicide training, came forward and said, I need help. We found out he was living in his car in a Walmart parking lot. But my first reaction is I am going to go relieve the commander and the first sergeant. But when I talked to the commander they said, sir, we never knew. He showed up at drill in uniform, did his duty, left on Sunday afternoon, and no one ever really knew the situation he was in until he came forward.

For us that is the challenge. It is, how do we reach that soldier and his family the other 28 days of the month that we are not with him. But it is not really a deployment-related issue for us.

Mrs. DAVIS. One of the concerns around compensation and bonuses as well, and help and support, really has to do with the extension of TRICARE Reserve Select. Now is there some—as you are speaking of this particular soldier and others, one of the issues I understand is, especially with the Guard and Reserve, is helping people to actually access TRICARE Select. Is that a problem, and do we need to approach it differently?

Secretary MCCARTHY. When you talk about TRICARE Reserve Select, you are talking about a tiny or a relatively small, I guess is a better way to put it, a very small percentage of the force. Right now, of the eligible members of the Guard and Reserve, only about 10 percent of them are enrolled in TRICARE Reserve select. So one of the things we want to do is to increase, broaden the enrollment.

For those who are enrolled in TRICARE Reserve Select or those who are getting TRICARE benefits because they are either on ac-

tive duty or coming or going from active duty, it is clear that the network of providers is not as broad as we would like. It is not only a number, but in distribution, so there are pockets of the country where there simply aren't enough TRICARE providers. And that, too, is an object of great interest and something that we know we need to continue to work on.

Mrs. DAVIS. Is there anything that you see the role the Congress needs to play here? This is more or less an outreach job in a number of communities that needs to be more aggressive, and, as you said, you need to provide—find the providers as well.

Secretary MCCARTHY. Well, one of the things that I think we are seeing is that we have got three big TRICARE regions, three big TRICARE providers. And in one of the regions, the number and the distribution of providers is much better than it is in the other two. And I think it is because they have harnessed state agencies, state authorities, adjutant generals, Governors, to help spread the word and get more health-care providers signed up.

Whether there is a role, a national role, whether there is a role for the Congress nationally or not, I am not sure yet. But I know that both the TRICARE Management Agency and the Assistant Secretary for Health Affairs are working hard on that.

Mrs. DAVIS. Right. Okay, thank you. Does anybody else want to comment? Yes.

Admiral DEBBINK. Yes, ma'am. Continuity of care is very important as you work through this continuous service construct. And TRICARE is an amazing benefit for our reservists and guardsmen and, in my case, the sailors. And the Congress helped us out greatly last year by putting into the National Defense Authorization Act (NDAA) the ability for reservists and guardsmen to have TRICARE continue into what we call the "gray" area. After you retire after 20 years or 30 years of service, say, in their late thirties to 50, it would take them to age 60.

That was important because I believe the reason we have a very low take-up rate with TRICARE is a reservist knows that at some point that care, that insurance, is not going to be available to them once they retire.

And so that took care of that problem. And we can get out now and start marking this with one more exception, and you mentioned the IRR before. We do find, in my case at least, people being, if you will, forced into the IRR occasionally. So let's say they come back from a mobilization and their billet is not available to them for another six months or a year, and they fall into this gap, if you will. And so I believe that is the last gap that we had.

And then I think we all as chiefs here can get out and really push for our members to join TRICARE. That will be good for the member. It will also be very good for us as a force, because it ensures our members keep a higher level of medical readiness, which is, of course, very important for their deployability.

Mrs. DAVIS. And we are making some speculation, of course, which may or may not be true, that having that available, particularly in areas where people do need some support, may in fact make families and Reserve or Guard officer more likely to get the kind of help that they need, if it is available and it is right there for them.

Dr. Snyder.

Dr. SNYDER. Madam Chair, I meant to make a comment, very briefly. We have an Army Reserve Master Sergeant in town from Arkansas. Master Sergeant Verlean Brown, from Sherwood, Arkansas, spent 34 years in Army Reserve, including a 400-day tour in 2008–2009 in Iraq, where she worked as an advocate for victims of sexual assault. And she is in town because she is one of the ten national award winners of the Attorney General's Office. But that all grew out of her work in the Army Reserve. So thank you, Madam Chair.

Mrs. DAVIS. We are going to just wind down and we have some votes. But just to end this, because I believe—and you have all stated how important families are to your efforts. And a number of all the services have begun and are sustaining programs that are of great help to families.

Is there anything else in this regard, whether it is Purple Camps or programs for young children? We are learning as we study the military family and children today, about what is difficult with deployments. We have had some reports that have come back.

Have you, in your capacity, learned anything recently, about the families that you are serving, that would be helpful to us to know about? And is there anything that you see and that you think is a particular model, a particular program that we should do more with?

One of the things that surprises me, I almost learn every day about another organization out there that is supporting our families, or children, which I think is a very good thing. We know that families would still suggest, at least they did last year, that they think that Americans generally do not understand or appreciate the sacrifices that they make. And yet we see that there are many, many very committed individuals that are working hard to be supportive of our families, maybe a relative drop in the bucket in terms of public perception, but nevertheless it is there.

Is there anything else that you think we ought to be doing in this regard? Because there is nothing more heartbreaking—and I am always remembering Mr. Jones's comment about the little boy and his concern that his daddy is not dead yet. Our kids are suffering. Our families are suffering, despite the tremendous, tremendous resilience that we see in them. And I think we need to applaud them and applaud their leadership for that.

But what else do you see that we really need to have a much more aggressive role to play in this regard? General Kelly.

General KELLY. I think active or Reserve Component, I think if you give them, the families, predictability, if you give them sufficient dwell. You have got to watch out, I think in my community, our community, you have got to watch out for people that volunteer too much to go. They just want to go overseas and do their part over and over again. You have to watch out because there is a balance there.

What has worked very well for us—and this is no comment on how other services do it—but the shorter deployments, the seven month deployments for most of the marines that go over has worked very, very well for us in terms of families. Of course, the

families love it. So I think those things, predictability and sufficient dwell and tour length is pretty important.

General STULTZ. I will give you one initiative we are doing—and I have to give credit to my wife, not me, because she has lived through this as I have put her through these multiple deployments that I have been through. But she said we have got to take the installation to the families in the Reserve because we don't live on the installations; we live in the communities.

And we are doing a couple of pilot tests right now in the Army Reserve which we call the Army Strong Community Center—but it can morph into anything—but just within the community, putting a facility with a couple of people full-time in there, and putting a banner out, and say this is where you come if you need help.

We opened up our first one last year in Rochester, New York, in one of my Reserve centers. But we want to get outside the Reserve center and get in the community. We have had over 3,000 requests for support come through that Rochester center. Surprisingly, over 500 of those were active duty. A number of them were Navy, Marine Corps and Air Force.

What we are finding that we really hadn't thought about is in those communities across America, when that husband leaves Fort Campbell for a 1-year or 15-month deployment, the wife and kids go back to Rochester. We have had a number of Gold Star families come in and say, We are here in Rochester. One young father said, My son was at Fort Hood, Texas, 4th Infantry Division. He was killed in action.

I have never been to Fort Hood. I don't know anybody in Fort Hood. I need somebody here, so we will pilot test. In fact, we are looking at California as one of the locations to see how can we get out into the community and then hand it to Office of the Secretary of Defense (OSD) to make it Purple, not an Army Reserve.

Mrs. DAVIS. Anyone else?

General CARPENTER. I think from the Army National Guard perspective, I tell you that the Yellow Ribbon Program has been a God-send in this business in terms of reaching out and touching the families, especially while the service member is deployed, because the anxiety level for those family members while the service member is deployed is through the roof.

And we are looking at some of the statistics now in terms of impacts on families of deployments, suicide rates for family members, in conjunction with those kinds of deployments. And Yellow Ribbon has been key to us in terms of establishing that relationship and making sure that we know what is going on out there with the family, truly a big deal. And we thank the Congress for their support of that particular program.

Secretary MCCARTHY. One of the things, if I could, on the Yellow Ribbon Program and what can Congress do, there is an element or item in this year's Defense Omnibus that would enable us to expand the definition of family member who can attend the Yellow Ribbon events beyond simply spouse or parent. And we know that that is an important change that needs to be made in the joint travel reg, but we need congressional support to do that. If we get that changed, we will be able to bring more supportive, more—some people, you know, don't have a spouse, but they have some-

body else who is a very supportive person, who ought to be a part of the Yellow Ribbon process. So I ask your consideration for that.

Mrs. DAVIS. Why would anybody object to that? Is it just dollars? Why would anyone object? Why haven't we done that already?

Secretary MCCARTHY. I am not sure why we haven't done it already. But when we looked at the joint travel reg, which is the restrictive document, the answer came back, Well, we need to get the law changed so we can change the Joint Travel Regulation (JTR), so that is what we need to do. It is in the omnibus this year.

Mrs. DAVIS. Thank you. We are going to have to go vote. Any last-minute comment from anyone that you are going to walk out of here and say, Oh darn, I didn't say that? Anything?

Thank you so much to all of you for your tremendous service. We appreciate it greatly. We know it has been a long career and we appreciate the leadership that you provide. Thank you very much.

[Whereupon, at 4:45 p.m., the subcommittee was adjourned.]

A P P E N D I X

April 15, 2010

PREPARED STATEMENTS SUBMITTED FOR THE RECORD

April 15, 2010

Statement of Chairwoman Susan Davis

Military Personnel Subcommittee

Supporting the Reserve Components as an Operational Reserve and

Key Reserve Personnel Legislative Initiatives

April 15, 2010

Today the Subcommittee will turn its attention to the important issue of what it means to be an operational reserve force and to examine what policies, laws and practices may need to be adjusted to ensure a sustainable reserve force.

The attacks on September 11, 2001, set in motion the sustained increased use and heavier reliance on the reserves with over 761,000 reservists and guardsmen mobilized to date, one third of whom have been activated two times or more. The Department of Defense and the services have begun a transformation of the Guard and Reserve to an operational force with greater strategic capability and depth. This includes an equipping strategy to ensure the reserve components have the same equipment as their respective active component and an effective force management strategy to ensure the reserves are not overutilized.

In response to the continued reliance on the reserves, Congress took some key steps to address the concerns that emerged. First it established the Commission on the National Guard and Reserves to provide a comprehensive independent assessment of the Guard and Reserves and its potential future roles. Secondly, as part of the National Defense Authorization Act of 2008, Congress: (1) elevated the Chief of the National Guard Bureau to the grade of 4-star general; (2) made the National Guard Bureau a joint organization; and (3) required specific actions with regards to equipping the Guard and Reserves. Congress also mandated the establishment of the Yellow Ribbon Reintegration Program to assist Guard and Reserve members and their families' transition back to their communities after deployment.

Some of the issues of interest to the Subcommittee we hope to discuss today in today's hearing include:

- The status of the remaining 53 recommendations of the Commission to the Department of Defense.
- The status of the reserve retirement, the continuum of service objective, the promotion system, and the integrated pay and personnel systems.
- The status of individual readiness, medical readiness, and force structure decisions.
- The status of support to families and support to employers.

Rep. Joe Wilson – Opening Remarks

Military Personnel Subcommittee Hearing

Supporting the Reserve Components as an Operational Reserve and Key Reserve Personnel Legislative Initiatives

15 April 2010

Chairwoman Davis, I join you in welcoming our witnesses, the key civilian and military leaders of this nation's reserve components. I thank them all for their service to the Nation.

I also want to thank you for having this hearing. In my view, we are in a period of transition, trying to incorporate the lessons learned from strong active and reserve component integration and interdependence during the past eight years of war, while moving towards a future where potential requirements for building and sustaining the reserve components as an operational reserve may soon outstrip the resources available.

To illustrate my concern, let me highlight a point made in Secretary McCarthy's written statement: "The Fiscal Year 2011 budget provides about $50 billion to pay for training, equipping, and facilities to support the Reserve Components. The funds provide about 43 percent of the total military end strength for nine percent of the total base budget."

That statement reiterates a historical fact: The reserve components have always been remarkably cost effective. The statement does not address, however, whether the $50 billion adequately meets the requirements for today's and tomorrow's Reserve Components; nor does it address the resourcing, legislative and policy changes that will be

required to ensure that the Reserve Components continue to be an operational reserve and do not slip back to their former, resource-dictated roles of being only a strategic reserve.

Our witnesses, as military leaders, know during a battle that periods of transition – a passage of lines, a relief in place, the shift from offense to defense – are periods of risk.

From my perspective, during this period of transition, this period of risk, we must hear clearly and distinctly from each of the military services, and from the Department of Defense, how they intend to go forward to ensure that their reserve components remain and grow as an operational reserve.

For that reason, I look forward today to the testimony of our witnesses with regard to how each of them is moving in both the short- and long-term to make the reserve components fully effective as an operational reserve.

Honorable Dennis M. McCarthy
Assistant Secretary Of Defense For
Reserve Affairs

Before the

House Armed Services Committee
Subcommittee on Personnel

Supporting the Reserve Components
as an Operational Reserve

April 15, 2010
2:00 PM

Room 2118 – Rayburn House Office Building

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COMMITTEE ON ARMED SERVICES
MILITARY PERSONNEL SUBCOMMITTEE

The Honorable Dennis M. McCarthy

Assistant Secretary of Defense for Reserve Affairs

Secretary Dennis M. McCarthy was confirmed as the Assistant Secretary of Defense for Reserve Affairs on June 25, 2009. A Presidential appointee confirmed by the Senate, he serves as the principal staff assistant to the Secretary of Defense on all matters involving the 1.2 million members of the Reserve Components of the United States Armed Forces. He is responsible for overall supervision of Reserve Component affairs of the Department of Defense.

A graduate of the University of Dayton and the Capital University Law School, Lieutenant General McCarthy began his military service in combat in Vietnam, and remained on active duty until 1978. He served as an infantry officer in the "traditional reserve," and was recalled to active duty for Desert Shield/Desert Storm and on several subsequent occasions. He also served on the Secretary of Defense's Reserve Forces Policy Board. In 1997 he commanded the Third Marine Division and was the only Reserve General Officer to command an active duty Marine Division. From 1984 until his retirement in 2005, he commanded eight different Marine Corps and Joint organizations for a total of 161 months, including overall command of the Marine Corps Reserve as it undertook its largest mobilization in history.

From 1978 to 1999 he engaged in the private practice of law as a civil trial lawyer. He was a member of the Adjunct Faculty of Capital University Law School and a frequent lecturer at continuing educational programs. He is admitted to practice before the Supreme Court of Ohio and the United States Supreme Court.

Secretary McCarthy's military decorations include the Distinguished Service Medal, Defense Superior Service Medal, the Meritorious Service Medal, and the Navy Commendation Medal with "V" device and the Combat Action Ribbon.

Prior to returning to government service, Secretary McCarthy served for four years as the Executive Director of the Reserve Officers Association. This 67,000 member organization is chartered by Congress to "support and promote … a military policy for the United States that will provide adequate national security." In this capacity he led key efforts to sustain and reform the active and reserve components. He has written extensively on Reserve and National Guard issues, and worked closely with the Commission on National Guard and Reserves and other groups studying reserve component policy.

Introduction

Chairwoman Davis, Ranking member Wilson, and members of the subcommittee; thank you for your invitation to present the capability of America's Reserve component (RC) forces to meet current and future operational requirements. This is my first appearance before this committee in my current role, and I would like to recap where we've been and where I think we need to go. The House Armed Services Committee has always been very supportive of our National Guard and Reserve Forces. On behalf of those men and women, our Citizen Warriors, their families and employers, I want to publicly thank you for all your help in providing for them as they have stepped up to answer the call to duty. We will do everything in our power to merit your continued support.

Preface

The office I hold was specifically mandated by Congress because of recognition that sustaining the Reserve components was essential to the success of the All Volunteer Force. The statutorily mandated mission of the Assistant Secretary of Defense for Reserve Affairs (ASD/RA) in title 10 section 138 is, "...the overall supervision of Reserve component affairs of the Department of Defense." I take this responsibility very seriously because our Guard and Reserve perform vital national security functions and are closely interlocked with our states, cities, and communities. I have very specific guidance from the Undersecretary of Defense for Personnel and Readiness to focus on the readiness of our Reserve components, and to measure our success by our contribution to maintenance of the All Volunteer Force. I know from first hand conversations with the

men and women who comprise our National Guard and Reserve that this is a most welcome message. They too are focused on readiness and have every intention of being fully ready for whatever mission their country may assign them.

I believe the goal for the Reserve components should be to become; a force that is sustainable, seamlessly integrated with the Active components, and complementary in its capabilities to our overall national security requirements. Achieving this goal will require a coordinated effort between the Legislative and Executive branches.

Where we've been

I try to consistently speak about a few central themes that I believe are particularly relevant as the Department actively plans for the next few years. But first, let me briefly recap where we've been. In recent years, as you know, we have seen an unprecedented reliance on the Reserve components – since 9/11, over 761,000 Citizen Warrior mobilizations have occurred; of that number over 232,000 Selected Reserve members have been activated two or more times. Their service has been magnificent, fully accessible, participating across the full spectrum of missions, absolutely outstanding. I have visited the CENTCOM AOR several times and have witnessed first-hand the seamless integration of our forces in the field.

During the Cold War, the Reserve components were basically a force held in Reserve. The typical RC member trained for approximately 38 days a year and had little expectation of being mobilized. If he/she were called to duty, the expectation was that there would be plenty of time to mobilize, train and deploy - an event that might happen perhaps once in a career. I think we can all safely say "This is not your father's,

mother's, or even your older brother's Reserve component anymore." Today's Citizen Warriors have made a conscious decision to serve, with full knowledge that their decision may involve periodic recalls to active duty under arduous and hazardous conditions. They know this is no longer a "one week-end a month" organization, and they didn't join up just for the college tuition. Also, it is clear that we have left the old model of, "maybe once in a lifetime mobilization" behind. In the nineties, the Active component (AC) and RC end strength drew down, but the world continued to be a dangerous place, so we increasingly relied on the National Guard and Reserves to support military mission requirements in the first Gulf War, Bosnia, Kosovo, Multinational Force and Observers (MFO) Sinai, air operations in and around Iraq, as well as daily operational support requirements. Even before 9-11, we were evolving toward a total transformation in the way the Reserve component was being utilized.

Recognizing this change, the Department set about transforming the Guard and Reserve from a purely strategic force to a sustainable Reserve force with both operational and strategic roles. Effective management of the Guard and Reserve as an operational force required changes in numerous policies, including: mobilization, force structure rebalancing, personnel management, training, readiness, equipping, and family and employer support. These changes have been critical to our success during what is now the largest mobilization of the Guard and Reserve since the Korean War, in a war that has lasted longer than World War II. It is important to note that in addition to these expanded operational capabilities, the Reserve components still provide strategic depth to meet

U. S. defense requirements across the full spectrum of conflict. Additionally, the indisputable fact of high enlistment and retention rates in all services and components clearly demonstrates this generation's commitment to service; they are convinced that their service is valuable, and that it is valued. The six DoD Reserve components combined achieved 104% of their recruiting goal for FY09 and retention is high. As a result, end-strength expectations are being met.

Where we're going

Writing the next chapter in the history of our nation's use of its Reserve components begins with the Quadrennial Defense Review (QDR) and other strategic planning processes, to include the findings and recommendations of the Commission on the National Guard and Reserves (CNGR). The Department continues to work the 53 CNGR recommendations the SECDEF approved in his November 2008 memo. While much work still needs to be accomplished, there have been several high points. This includes improvements in the oversight of equipment readiness and transparency of Reserve component procurement funding and establishment of the Yellow Ribbon program. The FY 2011 budget provides about $50 billion for pay, training, equipping and facilities to support the RCs. The funds provide about 43 percent of the total military end strength for nine percent of the total base budget.

The CNGR recommendations that the SECDEF approved will continue to be a high priority for me until they are fully implemented. The implementation of those recommendations will enable the proper utilization of the National Guard and Reserve, reducing the burden on all forces -- a Presidential priority. Effective utilization of the

Guard and Reserve increases the strategic capacity of the Total Force. We have authored mobilization policies which institutionalized "judicious use" as the core principle of Reserve component participation, and are the foundation of predictability (one-year mobilization and 1:5 utilization goals) for the Operational Reserve. This principle is widely supported by military members, families, and employers alike.

Another important concept emphasis in the CNGR is Continuum of Service (CoS). This phrase often appears in testimony and documents; however, there is little concrete description of what CoS actually is. CoS is an important aspect of retention that allows Service members to easily transfer from one component (Regular, Guard, Reserve or civilian) to another. The CoS program provides greater flexibility and predictability for retaining valuable skills over a lifetime of service to the nation. In the future, DoD will seek necessary legislative changes to assist in duty status reform.

CoS initiatives have had a positive impact on our Service members. The Air Force initiated an on-line CoS Tracking Tool that provides a single comprehensive information source for capturing and monitoring Total Force CoS initiatives. This tool was incorporated by the Army and is now being adapted for use throughout the Department of Defense. Based on NDAA 09 authorization, the Navy initiated a Career Intermission Pilot Program allowing a break in service from active duty to the Non-Participating Individual Ready Reserve for up to three years for personal or professional reasons. The Army and Air Force are now implementing this pilot program to retain valuable experience and training of our Service members who might otherwise be lost to permanent separation.

For Reserve components, CoS is an important force multiplier for balancing people and mission to ensure the right member to the fight.

I would note that the budget supports preparation of both units and individuals to participate in missions, across the full spectrum of military operations, in a cyclic or periodic manner that provides predictability for the Combatant Commands, the Services, Service members, their families, and civilian employers; potentially increasing the Department's overall capacity while reducing costs.

We now have a policy of notifying members 180 days prior to mobilization whenever possible. The services are also striving to provide alerts to units one year or more in advance. In addition, this subcommittee helped provide a change in statute which doubled from 90 to 180 days the period prior to mobilization in which reservists are eligible for healthcare. I believe this change will have a positive impact on individual medical readiness. As the services perfect their rotational readiness models, it will be increasingly common to notify units of upcoming missions up to two years in advance. We have streamlined the mobilization and pre-deployment training processes, and these and other changes are sustaining the Reserve components during this extensive mobilization period. In addition we are implementing a "train-mobilize-deploy" construct, as opposed the old Cold War model of "mobilize-train-deploy," this means that the RCs must be ready, manned, trained, medically prepared, and equipped when their scheduled availability comes up, and they must be funded accordingly.

Clearly, your changes in compensation and benefits that recognized the increased operational role of the Guard and Reserve, as well as the pride they take in serving their

country in these challenging times, are major factors in improving our abilities to recruit and retain a quality force.

Over the past eight years, we developed a rebalancing effort in the Active and Reserve components that initially transitioned 89,000 billets in less-stressed career fields to more heavily used specialties. From 2003 until now, we have rebalanced over 180,000 billets and working with the Services, have planned and programmed an additional 121,900 billets for rebalancing between FY 2010 and 2015. Although the amount and type of rebalancing varies by Service, key stressed capability areas include: Engineers, Civil Affairs, Intelligence, Special Operations, Military Police, Infantry, Aviation, Space and Combat Air Superiority. By 2015, we expect to have rebalanced over 302,000 billets. Rebalancing is a continuous and iterative process. The Department will continue to work closely with the Services as they review and refine their rebalancing plans to achieve the right mix of capabilities and alignment of force structure. For that reason, the QDR and the defense budget will continue the efforts the Secretary started, to rebalance the military's forces and programs to meet the current threats and to reform the way the Defense Department does business. The Under Secretary of Defense for Policy recently testified, "If the QDR has a bumper sticker it would be 'Rebalance and Reform'." This will greatly help reduce stress and increase support to the Active and Reserve operational force by providing a deeper bench for those skills that are in high demand. However, easing the stress on the force is more than just rebalancing, judicious use and notification.

"Rebalance and Reform" also means sustaining the readiness of our forces. One such program is the Innovative Readiness Training (IRT) Program. This program

provides mission essential training opportunities for our National Guard and Reserve sustainment units while providing a critical link between the military and underserved civilian communities. The IRT program's focus is to provide a venue for Mission Essential Task List (METL) training requirements in engineering, health care, diving, and transportation. Each year new training opportunities are presented by federal, state or local government agencies or non-profits. The IRT program's goal is to strive to ensure a varied and challenging menu of training opportunities that result in interoperability and ensure readiness training is available for our military personnel. Examples of IRT activities include, constructing rural roads and runways, small building and warehouse construction, and providing medical and dental care to Native Americans, Alaska Natives and other medically underserved communities. IRT continues to evolve to meet the challenges of DoD transformational priorities to strengthen joint war-fighting capabilities while ensuring our Nation maintains a fully capable National Guard and Reserve.

How we get there

We need a roadmap to list the waypoints, to foster dialog and change some widely held traditional beliefs. Extracting full value from our Reserve components will require a fundamental shift in the way many in DoD currently envision these forces. During the Cold War, military planning generally viewed the Guard and Reserve as essentially a "force of last resort," to be used after all possible Active component solutions have been attempted. Going forward, I believe the Services should not hesitate to use National Guard and Reserve formations as the "force of first choice" for requirements for which

they are well suited. This will require many minds to transition from "what was," to "what is," then "what should be."

Predictability is perhaps one of the most important keys to tapping into the reservoir of Guard and Reserve capabilities. The process by which roles and missions are assigned to the Reserve and Guard should be characterized by a belief that these forces can, and frequently should be, the first choice for recurring or predictable missions within their capabilities, because they are and have been fully accessible. In this context, predictability encourages anticipatory planning – thinking ahead, not just in terms of the type of mission, but the timing and duration of the mission as well. Predictable missions create lead time for proper planning and training. That kind of anticipatory thinking can't be done when the Reserve components are used as the "last option." The other important parts of this "best advantage" equation are the assignment of challenging and relevant missions to the National Guard and Reserves, and ensuring that resources are available in order to set the conditions for their success.

Using the Reserve components on a rotational basis, especially where the cycle can be pointed toward a predictable mission, maintains their readiness and expands their availability and capability. The rotational availability models in use today --the Army Force Generation (ARFORGEN), or Air Force Expeditionary Force (AEF), etc.-- are essential to ensuring that the Guard and Reserve are trained and ready when needed.

We must also ensure that the visibility, transparency and accountability of National Guard and Reserve equipment, from planning, programming and budgeting, through acquisition and fielding, occurs at all levels. In addition, resetting the force is

absolutely essential because it integrates the transformation, reconstitution, rebalancing, modernization, and recapitalization into a common action with a focus on the contribution to the Services' roles and missions. The Commission on the National Guard and Reserves had two specific recommendations to address this challenge. The Deputy Secretary of Defense directed, and agreed to an implementation plan that we have been executing since August 2009. The Reserve component of each Military Department must be properly equipped not just to deploy, but to also sustain itself as a trained and ready force. The design of the Reserve component equipping strategy is envisioned to procure and distribute required equipment; to maintain a degree of readiness that is responsive to the Combatant Commanders' request; while sustaining capabilities to respond when called upon here at home. This strategy takes into account the Department's support to each State's Homeland Defense mission, while maximizing equipment availability throughout the force.

Our ultimate goal is for the RC to be a ready force, equipped and supported with facilities, ranges, and simulators to succeed in fulfilling their domestic and overseas missions. Our efforts include the development of strategies and processes to ensure RC equipment readiness levels are not adversely affected by losses from "stay-behind" equipment, cross-leveling, and reset policies. We are striving to ensure the RCs have the right equipment, available in the right quantities, at the right time, and at the right place to support the "Train-Mobilize-Deploy" model for an Operational Reserve. We are expanding the use of simulators that increase proficiency while at the same time reducing equipment costs and range utilization. An effective "Train-Mobilize-Deploy" force must

not encounter modern equipment for the first time after mobilization or after arriving in theater. We also support the RC in their Homeland Defense and civil support role. This is a Total Force responsibility, and one in which we are making considerable progress. Identifying and procuring critical dual use equipment (equipment that is used in both domestic and war fighting missions) is another effort that has realized tremendous dividends. As the Department embarks on a new RC equipment strategy, we are working hand-in-hand with the Services to improve the transparency of equipment from the appropriation of funding to the delivery of that equipment.

There is a direct correlation between readiness and facilities, particularly in the RC. The move from a Strategic Reserve to an Operational Reserve doesn't change the fact that we owe our Guard and Reserve member's quality facilities in which to work and train. The FY 2011 Military Construction (MILCON) program request for the Reserve components has increased, and will help alleviate some facility deficiencies. We continue to pursue joint construction opportunities as a way to combine the space and functional requirements of two or more Service components into one facility, thereby eliminating the need to build separate buildings. The benefits of doing this go far beyond cost savings by promoting cooperation, building trust, and providing opportunities for joint training.

Record levels of Guard and Reserve mobilizations over the past eight years have highlighted a critical shortfall in facility requirements, re-emphasizing the need for meticulous analysis of funding and investment in order to fill the capability gap to support rotational readiness requirements, such as transient training facilities. The Army

has developed an Operational Readiness Training Complex (ORTC) concept to provide permanent facilities in centralized locations that will improve unit cohesion, the efficient use of limited training time, and quality of life for members of the Guard and Reserves. The challenges in getting priority funding for these ORTCs have prompted us to engage with the Army in an analytical effort that documents current transient training facility status, assesses the current ORTC implementation plan, recommends changes/improvements in design, and develops a synchronized strategic communications plan in order to gain support for increased and accelerated ORTC funding in the Army budget formulation process.

We can't accomplish any of the foregoing without the support of the families and employers of our men and women. That support is critical to any endeavor the Department attempts. We have seen that where assigned missions are anticipated, planned in advance, and matched with the right supportive resources, families and employers will step up to support their Citizen Warriors. We must continue to engage and support families and employers through well planned and well resourced efforts such as: unit family readiness programs, the Yellow Ribbon Re-integration process, and the National Committee for Employer Support of Guard and Reserve.

The Yellow Ribbon Program (YRP) originates from the 2008 National Defense Authorization Act. It is a DoD-wide effort to help National Guard and Reserve Service members and their families connect with local resources before, during, and after deployments, especially during the reintegration phase that occurs months after they return home. Commanders and leaders play a critical role in assuring that Reserve

Service members and their families attend Yellow Ribbon events where they can access information on health care, education/training opportunities, financial, and legal benefits. The DoD works in conjunction with Federal partners, including the Department of Veterans Affairs and the Department of Labor, to provide up-to-date and relevant information to Service members and their loved ones. This program has met with great success and continues to fill a definite need. In fiscal year 2009 the Yellow Ribbon Program conducted the following events:

	National Guard	U.S. Army Reserve	U.S. Marine Corps Reserve	U.S. Navy Reserve	U.S. Air Force Reserve	Total
Number of Events	906	180	120	145	93	**1,444**
Service members served	54,472	11,701	2,500	18,313	4,115	**91,101**
Family members served	72,316	11,631	3,037	12,757	3,280	**103,021**

Employer Support of the Guard and Reserve (ESGR) engagement has grown significantly in recent years, ESGR's vision is, "to develop and promote a culture in which all American employers support and value the military service of their employees with ESGR as the principal advocate within DoD." The ESGR mission is "to develop and promote employer support for Guard and Reserve service by advocating relevant initiatives, recognizing outstanding support, increasing awareness of applicable laws, and resolving conflict between employers and Service members." ESGR has a footprint in all 50 States, U.S. Territories, and DC with over 4,600 volunteers assisting employers and

Service members on a daily basis. In striving to enhance employer support, ESGR relies on recognition programs, including the Service member-nominated Patriot Award and the Secretary of Defense Employer Support Freedom Award, where 15 employers are honored for their outstanding support of Guard and Reserve Service members annually. With current ongoing global operations, combat-related and humanitarian, the support of employers and families has never been more critical to our national defense. The data below shows the improving trend of the ESGR programs/activities over the last three fiscal years.

ESGR BY THE NUMBERS

	Employers Briefed	**Service members Briefed**
FY07	69,614	232,808
FY08	148,463	341,953
FY09	162,849	443,833

	USERRA Inquiries	**Cases Mediated**	**Average Mediated in Days**
FY07	13,116	1,742 = 73.4%	19.9
FY08	13,090	1,899 = 71.3%	14.2
FY09	15,870	1,982 = 80.1%	6.7

Despite all of the good work done by our National Committee for Employer Support and by the Defense Advisory Board for ESGR, I believe more must be done. Historically, our efforts in this area have been to sustain and maintain existing employment relationships. But in today's very tough job environment, some Citizen Warriors return from a deployment to find their jobs sharply curtailed or gone entirely. All of us involved in the ESGR effort are looking for ways to support job development. This will not only help our Citizen Warriors, it will help those American businesses that

are looking for the kind of high-skill, high integrity people who serve in the Reserve and National Guard.

We also have the unique opportunity to support the President's education agenda and manage two youth outreach programs in order to achieve our National Security objectives. The President's Budget request continues to support the DoD STARBASE and National Guard Youth Challenge Programs. Both programs leverage the knowledge, experience, and skills of our DoD civilian and military members to help prepare our youth to become productive and contributing citizens of our society.

The President has made the learning of science, technology, engineering, and math (STEM) a national priority. The DoD STARBASE Program supports this effort and provides elementary and middle school students with real-world applications of STEM through experiential learning, simulations, and experiments. The STARBASE Program utilizes instructional modules with high benchmarks linked to State standards. Teamwork and goal setting are also integrated into the curriculum. The FY11 budget will support over 65,000 students participating in the program from approximately 1,250 schools and 350 school districts, which includes schools from Native American communities in Mississippi, Oklahoma, and South Dakota. Since the program's inception, over 560,000 youths have attended the program, pre and post testing showed a significant improvement in student's understanding and interest in STEM, and a desire to pursue further education. Currently, there are 60 DoD STARBASE Program sites on military facilities in 34 states, the District of Columbia, and Puerto Rico.

Many of you may also be aware of the President's 2020 education goal of being first in the world in college completion, and how an important piece of work is re-engaging high school dropouts. I am working with General McKinley, Chief of the National Guard Bureau, and the State Adjutants General to provide oversight, but more importantly to support the National Guard Youth Challenge Program so that every qualified high school dropout has an opportunity to attend a program. The National Guard Youth Challenge Program is currently operating at 32 sites in 27 states and Puerto Rico, and is one of several ways the Administration is approaching the dropout crisis. The goal of the Program is to improve the education, life skills, and employment potential of America's high school dropouts. This is accomplished by providing quasi-military based training, supervised work experience and advancing the program core components. The core components include assisting participants to obtain a high school diploma or equivalent, developing leadership qualities, promoting fellowship and service to community, developing citizenship, life-coping and job skills, and improving physical fitness, health, and hygiene. Since the program's inception over 90,000 students have successfully graduated from the program, with 80% earning their high school diploma or GED. The average cost per Challenge student is approximately $16,800. The FY11 budget will support increasing annual enrollment and/or start up new programs in states that have the fiscal resources to match the cost-share funding requirements and to sustain the program's viability in states that have budget limitations. These two successful DoD youth outreach programs provide the Department an opportunity to connect with the American public and work with our nation's most valued resource – our young people.

What constitutes success

With appropriate advanced planning and proper support, Guard and Reserve forces have the potential to greatly increase the Department's capacity both traditional and emerging mission areas. The long term, recurring, and predictable nature of many of the requirements we face in the contemporary strategic environment are ideally suited for the National Guard and Reserve. Such missions include post-hostility stabilization tasks, theater security cooperation requirements, and engagement activities that are essential to dissuade or deter potential foes and build partnership capacity.

A major factor in shaping the 2010 Quadrennial Defense Review was the realization that the complexity of the current security environment and the uncertainty of future threats requires the nation to have "...a broad portfolio of military capabilities with maximum versatility across the widest possible spectrum of conflicts," as Defense Secretary Robert Gates testified on 2 February 2010.

Achieving the defense strategy articulated in the QDR requires a vibrant National Guard and Reserve, seamlessly integrated within the Total Force. If the National Guard and Reserve are utilized in a deliberately planned way, and are seamlessly integrated as members of a true Total Force, the nation will reap the benefits deserved. We must recognize:

- RC Service members volunteered to serve with the expectation that they would be judiciously used, and they do not want to return to being exclusively a "Strategic Reserve."

- The National Guard and Reserves are cost-effective. Using a force in its one year of "rotational availability" permits a five year preparation with personnel costs that are only a fraction of a force on full time active duty, and without most of the support infrastructure and sustainment costs of active duty units.
- Using the National Guard and Reserve increases Active component dwell to deployment ratio, and helps to sustain that force for future use.
- Using the National Guard and Reserve allows us to take full advantage of unique skills and capabilities resident in our Reserve components. Guardsmen and Reservists bring valuable professional, technical and managerial skills from the private sector that match well with many current and anticipated DoD requirements.
- Homeland Defense and Defense Support to Civil Authorities are Total Force responsibilities. Reserve components, particularly the National Guard, are the center of gravity for DoD Homeland Defense response operations. RC roles continue to evolve in this complex environment, but one thing is certain – the community basis of the Guard and Reserve have them already "forward deployed" in this critical AOR. They have the local knowledge necessary to succeed in times of greatest stress on local people and institutions.
- We can achieve higher utilization rates of expensive assets by increasing the use of equipment and facilities that are shared between Active and Reserve component units. In particular, increasing the Active and Reserve crew and maintainer ratios of our most modern and expensive aircraft seems to me to make good sense, and could be an immediate benefit.

- We must recruit and retain prior-service personnel – a proven capability of both the National Guard and Reserves – thereby preserving the expensive training costs invested in these personnel while they served on active duty. This is often an under-appreciated return on investment that must be taken into account when we calculate the cost and value of the Reserve components.
- When they are used correctly, there is a cumulative and positive readiness impact on Guard and Reserve forces that will pay immediate dividends if they are called to respond to an unanticipated contingency and helps the Active components also.
- As a community-based force, the Reserve and National Guard provide a unique connection to the American people that facilitates an awareness and engagement on key national security issues. This connection is essential to maintaining the nation's commitment to our armed forces.
- I ask your support of the legislative proposals that will enable the Department to accomplish many of the ideas promoted here:
    - The extension of bonuses and special pays
    - Authority to allow Service members to designate the best person to travel to Yellow Ribbon events
    - Special assignment of dual status military technicians
    - Revised structure and functions of the Reserve Forces Policy Board

We need your support of those proposals, particularly the increase in full-time support which forms an increasingly important part of the manning for the Reserve components. With more frequent unit mobilizations, the Guard and Reserves need more

non-deploying full-time positions to perform those enduring "home station" administrative, maintenance, fiscal and support functions which otherwise are disrupted if performed by a military member who must be absent for a deployment.

The 2010 QDR calls for a comprehensive review of the future role of the Reserve component, including an examination of the balance between Active and Reserve forces. Effective use of the Reserve components will act as a force multiplier, increasing the capacity and expanding the range of available capabilities; thus enhancing and preserving the All-Volunteer Force. Force multiplication is generated through lower overall personnel and operating costs, a right mix and availability of equipment, a more efficient and effective use of defense assets, and an increased sustainability of both the Active and Reserve components. The National Guard and Reserves have capability and capacity to continue if properly funded and equipped.

Conclusion

As we reinforce policies, implement strategies and continue to call upon our Reserve components, we must remember that judicious use is still the watchword. The National Guard and Reserve continue to be a mission-ready critical element of our National Security Strategy. Because our Reserve components will be asked to continue in their role as an operational force, we must ensure a Total Force Policy exists that supports employment of the Reserve components in both an operational and strategic role. Working together, we can ensure that the Reserve components are trained, ready and continue to perform to the level of excellence that they have repeatedly

demonstrated. Thank you very much for this opportunity to testify on behalf of our Guard and Reserve.

STATEMENT BY

LTG Jack Stultz

CHIEF, U.S. ARMY RESERVE

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE
MILITARY PERSONNEL
SUBCOMMITTEE

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Against the backdrop of the second longest war in our nation's history and the longest ever fought by an all-volunteer force, the Army Reserve continues to be a positive return on investment for America. The FY 2009 $8.2 billion Army Reserve appropriation represented only four percent of the total Army budget, yet we supply the Army seven to eight brigade-size elements. Since September 11, 2001, the Army Reserve mobilized 183,144 Soldiers, and now has 29,000 deployed in support of Army missions. We supply the Army with 87 percent of its Civil Affairs capability, 65 percent of its Psychological Operations, and 59 percent of its Medical support - to highlight a few of our top contributing specialized functions. Compared to the cost of expanding the full-time force, the small investment in the Army Reserve provides security at home and fights terrorism abroad. We respond to domestic disasters and participate in security cooperation operations while protecting national interests around the globe. In support of contingency operations, we foster stability in underdeveloped nations where conditions are ripe for terrorists to gain a foothold.

The events of September 11, 2001 forever changed the way in which the Army Reserve provides combat support and combat service support to the Army and to the Joint Forces. Operational demands for Army Reserve support have been heavy and enduring.
The reality is, current operations are consuming Army Reserve readiness as fast as we can build it, but Congress' support for the Army Reserve in recent years has gone far toward both meeting current demands and reshaping the Army Reserve for future national security requirements.

As sustained operational demands on the Army Reserve became heavier after 9/11, it became ever apparent we could no longer function as a part-time strategic reserve. Based on

the operational requirements outlined for the Army Reserve in the 2010 Quadrennial Defense Review, and while fighting two wars, we continue our efforts to fully transition from a strategic reserve to an operational force, based on current resourcing and mission requirements. An operational Army Reserve is a good return on investment for America because now we are in a stronger position to provide the Army with predictable, trained, equipped, and ready forces to meet global and contingency requirements. What remains is an ongoing effort to sustain an operational posture, with a fully functioning Army Force Generation model - that receives full funding.

Thanks to Congress' leadership, we have made great progress in a number of initiatives required to complete Army Reserve transformation. We have re-organized operational commands to better support theater requirements, opened new training centers, and restructured training commands to support the total force. Through Base Realignment and Closure, we have closed scattered facilities in favor of more efficient, multi-service reserve centers. Through the Army Reserve Enterprise process, we are restructuring our strategic and operational efforts to maximize productivity, efficiency, and responsiveness in four Enterprise areas: Human Capital, Materiel, Readiness, and Services and Infrastructure.

We have identified "Five Imperatives" to facilitate Army Reserve continued transformation to a stronger and more capable operational force. They are Shaping the Force, Operationalizing the Army Reserve, Building the Army Reserve Enterprise, Executing BRAC, and Sustaining the Force.

Shaping the Force

As we look ahead, we know that building the right force is crucial for success. In 2010, we will leverage human capital management strategies to better *shape the force* into a more affordable and effective Army Reserve capable of supporting national security objectives and our combatant commanders' war-fighting needs. We are developing a more precise human capital strategy to meet our nation's future military needs by ensuring the *right* people, with the *right* skills, in the *right* units, are in place at the *right* time.

In today's competitive recruitment environment, incentives matter because they allow the Army Reserve to sustain and shape the force. We achieved our FY 2009 end strength due to the hard work and dedication of our recruiters and our Soldiers. We also attribute this success to the recruiting and retention initiatives that support the Army Reserve's manning strategy. These include the Army Reserve Recruiter Assistant Program that promotes strength from within by recognizing and rewarding those Soldiers, Family members, and Department of the Army Civilians working for the Army Reserve who bring talent to the team. The second is enlistment bonuses, which help us recruit the critically short/high demand Military Occupational Specialties. In FY 2009, our focused incentives increased Army Reserve End Strength. As we met the objective, it became evident that not all of our new Soldiers possessed the skill sets needed to support the Army Reserve structure while also fulfilling our wartime requirements.

Successful recruiting added an abundance of Soldiers in the lowest three pay grades, but recruiting new Soldiers as privates and second lieutenants cannot fill the thousands of mid-grade noncommissioned and commissioned officer vacancies that currently exist. Despite excellent retention results, these shortages continue.

United States Army Reserve authorizations for Medical Corps, Dental Corps, and the Specialist Corps have not changed much materially for 2000-2009 (2614 vs. 2572), but the inventory has decreased dramatically from 165% of authorized end strength in 2000 to the current 89% in 2009. This attrition has come predominately at the expense of its senior providers with more than 20 years of clinical experience in a military environment who now represent only 9% of Medical Corps inventory, 17% of Dental Corps inventory and 11% of the current Specialist Corps inventory. In the coming year, we must do more to retain these uniquely qualified medical providers and seek to build a system that incentivizes these most skilled clinicians.

Our recruitment efforts will focus on more prior-service recruits who are slightly older and bring more experience than most first-term Soldiers. These experienced Soldiers can fill shortages among mid-level commissioned and noncommissioned officers. Targeted incentives have been crucial to rebuilding our end strength and addressing critical shortages in some grades and job specialties. Continuing these incentives allows the Army Reserve to shape the force to better meet the requirements of our national security strategy and to give Soldiers, Families, and Employers stability and predictability.

Ensuring a Continuum of Service (COS) is a human capital objective that seeks to inspire Soldiers to a lifetime of service. Active (full-time) and reserve (part-time) military service are two elements of valuable service to the nation. Continuum of Service provides Active and Reserve Components some of the means necessary to offer Soldiers career options while maintaining capability for the operational force. COS also recognizes the tremendous cost of accessing and training each service member and seeks to avoid unnecessary replication of

those costs. To reach our objective, it is our intention to work with Army to propose recommended changes t current statutes and policies that will ease restrictions on statutes limiting Reserve Component Soldiers from serving on active duty.

Operationalizing the Army Reserve

Our status as an operational force means that the Army Reserve is no longer a force in waiting – we are an operational force in *being*. We can continue providing that positive return on investment to the nation when the Army Reserve is given the proper resources to succeed.

The Army Reserve plays a vital operational role in overseas contingency operations and will for the foreseeable future. Since 9/11, 185,660 Army Reserve Soldiers have mobilized in support of Operation Enduring Freedom (OEF) and Operation Iraqi Freedom (OIF); 33,754 have mobilized more than once. In 2009, the Army Reserve mobilized 39,150 Soldiers to support Combatant Commanders' requests for forces. We execute a readiness strategy to deploy highly ready units and Soldiers to support OIF and OEF requirements. This readiness strategy synchronizes those strategic planning and resourcing actions necessary to generate sufficient manning, training, and equipping levels to meet combatant commander mission requirements. The Army Force Generation process allows for a structured progression of increased unit readiness over time, and provides the Army recurring access to Army Reserve trained, ready, and cohesive units, which translates to predictability for Soldiers, their Families, and Employers. In effect, ARFORGEN drives the battle rhythm of the Army Reserve.

ARFORGEN works for the Army Reserve. It has enduring qualities that have been apparent in providing support to emergencies such as Hurricane Katrina and the Haiti

earthquake relief efforts, for training Soldiers in Afghanistan, to supporting the African Contingency Operations Training and Assistance Program with training and equipment for selected militaries engaged in humanitarian or peace operations. The Army Reserve seeks continued support from Congress to be an effective responder to missions such as these.

Within the transformation process, we realigned our force structure to meet the Army's global mission requirements in both the Operational and Generating Force categories. The Army Reserve is ready to take on additional missions as the Department of Defense and US Army validate emerging requirements. Authorized growth in end strength will enable the Army Reserve to activate validated units to meet these emerging requirements and maintain the number of units we have in our ARFORGEN process. Plans reflect an increase of 1,000 to 205,000 spaces of Authorized End Strength (ESA) to provide the Army Reserve capability to meet emerging mission requirements within our ability to operate the force.

Full-time support personnel comprise a select group of people who organize, administer, instruct, recruit, and train our people; and who maintain supplies, equipment, and aircraft. They also perform other functions required on a daily basis to maintain readiness in support of operational missions. Without these critical Soldiers and Civilians, the Army Reserve could not function as an operational force.

Although resourced to the Department of the Army "High Risk" funding methodology (meets minimal acceptable risk in support of a strategic reserve force), it is imperative that future planning ensure full-time support is fully resourced as an operational reserve.

Adequate resourcing is critical in meeting the readiness requirements of the Army Force Generation (ARFORGEN) model.

The current full-time support model remains a strategic reserve legacy. Key legislative and policy modifications are required to change personnel support processes. Manpower models and programming processes require review and modifications to provide flexibility and rapid response adjusting resources amid changing priorities across the ARFORGEN process.

Our Active Guard Reserve (AGR) and Military Technician (MT) programs provide the bulk of full-time support at the unit level. They provide the day-to-day operational support needed to ensure Army Reserve units are trained and ready to mobilize within the ARFORGEN process. The AGR and MT programs are vital to the successful transition to - and sustainment of - an operational reserve. The Army Reserve requires added flexibility in its hiring practices to sustain its commitments to ARFORGEN. We must take action to create a new category of Non-Dual Status Technician, which allows retention and direct hire of personnel from outside the Selected Reserve. This new capability will allow us to support non-mobilizing/deploying organizations while authorizing Dual Status Military Technicians to meet conditions of employment with a military assignment anywhere within the Selected Reserve. We are working with Army to relax legacy fulltime support policies in order to provide flexibility in the reallocation of resources within AFORGEN cycle.

As an operational force, the Army Reserve must have the most effective and sustainable equipment for Soldiers and units at the right place and at the right time. The Army Reserve

supports the Army Equipping Strategy of Cyclical Readiness, which means all units are equipped based on their position in the ARFORGEN process and their mission – regardless of Component. The Equipment Readiness levels increase as units move through the ARFORGEN process from the RESET to the Available Phase. Those units that are within the RESET phase will have a chance to reintegrate Soldiers and Families, then organize, man, equip, and train as a unit. As the units move to the Train/Ready phase, they will be resourced from 80% growing to 90%; and once the units enter the Available Phase, they are resourced to ensure 90% plus equipment readiness. To maximize collective and individual training opportunities for our units in the ARFORGEN process on high demand/low density systems, the Army Reserve must address the challenge with small pools of current generation systems. Additionally, while the Army Reserve units in the Reset Phase should have minimal specific equipping expectations; the Army Reserve is identifying equipment requirements that a unit can properly maintain at a Reserve Unit Home Station while sustaining Soldiers and training readiness. We are thankful to Congress for helping us meet this goal with National Guard and Reserve Equipment Appropriation (NGREA) funding. These funds greatly add toward operationalizing the Army Reserve by supporting Army Modularity, Homeland Defense/Homeland Security, and the Army Force Generation cycle with a fully modern and interoperable force. With continued NGREA funding, we will be able to train our Soldiers on the latest combat equipment *before* they deploy into harm's way.

Sustaining the Force

The Warrior-Citizens of the Army Reserve and their Families embody a lasting commitment to serve America. The Army Reserve recognizes the strain of this era of persistent conflict on Soldiers and Families. We know Family readiness is inextricably linked to mission

readiness, recruitment, and retention. Operationalizing of the Army Reserve creates a requirement for an enduring level of support. As the Army Reserve transforms, so must Family Programs. Our way ahead includes realignment actions to: support the Army Reserve Enterprise management approach, sustain services to Soldiers and Families in the expeditionary force, standardize existing programs and services across the Army Reserve, and build partnerships with Army Families and communities. Our end state is to optimize programs and services to connect Soldiers and Families to the right service at the right time.

The cornerstone of our planning effort is to ensure the integration of Family Support services with the ARFORGEN process. By doing so, we ensure that our Warrior-Citizens and their Families have solid programs that are ready for execution any time during the training and deployment cycle. Appropriate resourcing will allow us to assess structure requirements, staffing needs, and develop effective processes that ensure the consistent delivery of programs and services that meet the needs of ARFORGEN and especially for those of our geographically dispersed customers.

The Army Reserve Family Programs Virtual Installation Program is an exciting new initiative that ensures the same services provided to active component Soldiers are available to all service members and their Families not living close to a military installation. Leveraging assets we have on hand is allowing us to test the program through a series of pilots located in selected communities. Funding for this priority will allow us to expand Virtual Installation within Army Strong Community Centers around the country and overseas.

We must continue to increase the quantity and quality of support for Army Reserve children and youth. We can increase opportunities for youth to develop leadership skills and

strategies for coping with separation. Teen panels provide forums for our youth to propose solutions for concerns that affect their lives during mobilization and deployment. Additional online teen deployment classes support youth living in the "new normal" of repetitive deployments. With additional resources, we will work with our community partners to expand childcare for geographically dispersed Families and respite care for mobilized Families.

This year we provided new opportunities for children of Army Reserve Families to attend camps. While the Department of Defense (DoD) "Purple Camps" were a great initiative, they distributed opportunities among all military communities in DoD. This resulted in fewer opportunities for Army Reserve children than needed. Additionally, Army Reserve children are usually unable to travel, and require activities located in areas near their homes. By operating our own camps, we increased these opportunities to Army Reserve Families in their communities and tailored them to our communities. The goal of the program is to prepare Army Reserve Soldiers and their Family members for mobilization, sustain Families during deployment, and reintegrate Soldiers with their Families, communities, and employers upon release from active duty. The Army Reserve Yellow Ribbon Reintegration Program (YRRP) provides information, services and support, referral, and proactive outreach to Army Reserve Soldiers and their Families through all phases of the deployment cycle. The program includes information on current benefits and resources available to help overcome the challenges encountered with Army Reserve mobilization and reintegration.

The Army Reserve successfully launched its Yellow Ribbon Reintegration Program. We have coordinated with other military agencies, federal/state/local government agencies, community organizations, and faith-based organizations to provide robust, preventive, proactive

programs for Soldiers and their Families. Elements of the program include promoting preparedness through education, conducting effective Family outreach, leveraging available resources, and supporting the All-Volunteer Force. During FY 2009, the Army Reserve executed more than 250 Yellow Ribbon events, serving some 12,000 redeploying Soldiers and 12,000 Family members. In interviews conducted by the Office of the Secretary of Defense, Soldiers and Family members reported positive experiences with the Army Reserve Yellow Ribbon Reintegration Program.

The challenge to the Army Reserve remains to develop, improve, and sustain the mental, spiritual, and emotional health that fosters resilient Soldiers and Families.

We are moving out aggressively to mitigate the effects of persistent conflict and build a strong, resilient force. Multi-symptom conditions including those signature wounds not visibly apparent (for example: Post Traumatic Stress Disorder (PTSD) and Traumatic Brain Injury (TBI), exist for Soldiers with military service in Southwest Asia. We will work with Health Affairs and the other Services to continue to provide the care necessary for the wounds from the current conflicts.

We appreciate the resources that Congress has provided to date to further programs such as the new GI Bill and TRICARE. The benefit of TRICARE Reserve Select provides our Soldiers and Families peace of mind knowing that if a Soldier decides to better him/herself career-wise with the skills gained while deployed, medical care will not be a worry if he or she decides to change careers.

We are teaming with civilian industry to shape the Army Reserve into America's premier reservoir of shared military-civilian skills and capabilities through our Employer Partnerships programs. Through these mutually beneficial alliances with businesses that share our valuable human capital, we can strengthen Soldier-employees, Families, employers, and communities.

We seek to identify locations where our Soldiers can simultaneously add value to both the civilian workforce and the Army Reserve. This effort ties into our objective of achieving a continuum of service for Soldiers who want the option to transition from active and reserve components, and vice versa, to provide Soldiers flexibility with their career objectives, while allowing the Army Reserve to retain the best talent and critical skills capability.

Enterprise Transformation

Using an enterprise approach to managing our internal processes, we add value to the Army by applying a holistic approach to managing our resources and shape the force into what is beneficial for the Army Reserve and supports the needs of the Army. By "shape the force," I mean taking a fresh approach to how we recruit and retain the best and brightest, and positioning them in the right place, in the right job, and at the right time.

The Army Reserve Enterprise consists of four core management areas: Human Capital, Readiness, Materiel, and Services & Infrastructure. To optimize the enterprise we must: Attract and retain the very best Warrior Citizens to serve our nation (Human Capital), Prepare, train, and equip Soldiers (Readiness); provide our Soldiers with the latest mission ready modular force equipment, (Materiel); provide for the well-being of our Soldiers, Families, Army Civilians, and employers while providing training and unit facilities and secure, redundant communications

(Services & Infrastructure). Working together, these core management areas enable the Army Reserve enterprise to realize its ultimate goal: predictable, trained, and ready units - the essential components that define CAPABILITY.

We have facility responsibilities at more than 1,100 Reserve Centers and the installations of Fort McCoy, Fort Buchanan, and Fort Hunter-Liggett installations. We also are responsible for significant training areas at Jolliet, Devens Reserve Forces Training Area, and Parks Reserve Forces Training Area. Moving toward completion of the current BRAC cycle of 2005, the Army Reserve military construction priority is to complete the remaining projects budgeted at $357 million for FY 2010. In addition to BRA C, we will implement 26 construction projects at a cost of $318 million supporting the transformation of the Army Reserve from a Strategic Reserve to an Operational Force. Our construction effort supports the realignment of the field command organizations into Operational Supporting Commands. In FY 2011, the Regional Support Commands will invest $577 million in base operations and $344 million in maintenance and repair of facilities that allows mission accomplishment for the Operational Commands.

We are committed to minimizing turbulence to Soldiers and their Families while providing the most effective and efficient trained and ready units and forces to meet world-wide requirements. We must maintain current levels of predictability while making plans to increase it. The Army Force Generation process allows for a structured progression of increased unit readiness over time, and provides the Army recurring access to Army Reserve trained, ready, and cohesive units. While our commitment in Iraq may draw down, the requirement for forces to

commit to other global missions will only increase. In 2010, we will work with Congress to ensure we obtain the necessary resources to sustain a viable Army Force Generation cycle that supports global commitments and new missions.

Thank you.

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HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF

VICE ADMIRAL DIRK J. DEBBINK, U.S. NAVY

CHIEF OF NAVY RESERVE

BEFORE THE

SUBCOMMITTEE ON MILITARY PERSONNEL

OF THE

HOUSE ARMED SERVICES COMMITTEE

15 APRIL 2010

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

Introduction

Chairwoman Davis, Ranking Member Wilson, and distinguished members of the Military Personnel Subcommittee, thank you for the opportunity to speak with you today about our vision on how we can best support the operational elements of our Navy Reserve Component (RC).

I have now had the honor of serving as the Chief of Navy Reserve for 20 months. In that capacity, I am privileged to work for more than 65,851 Sailors in our Navy's RC, an elite Naval warfighting force which just celebrated its 95th Birthday. I am continuously amazed and humbled by the daily sacrifices our Reserve Sailors are making for our Nation and our Navy. Witnessing such great deeds helps me to focus on the services that I can provide to each of them: to ensure they are given real and meaningful work every day they are on duty; to ensure that they receive every practical material and organizational advantage to support them in their work; and to provide their families and employers with the proper support to honor and ease their sacrifices.

Our Navy needs, and our Sailors deserve, the best Navy Reserve possible, and today's Navy Reserve is as strong and as relevant as it has ever been. Our success is a direct result of the dedication and professionalism of our Sailors, which is a reflection of the tremendous support those Sailors receive from their families and civilian employers.

Last year, the Navy Reserve adopted an official Force Motto: *"Ready Now. Anytime, Anywhere."* This motto is our pledge to our shipmates, our Navy, and our Nation and serves as the guiding principle of the Navy Reserve Strategic Plan. In that Plan, the mission of the Navy Reserve is defined: "to provide strategic depth and deliver operational capabilities to our Navy and Marine Corps team, and Joint forces,

from peace to war." As Chief of Navy Reserve, I can report without reservation that our Navy Reserve Sailors accomplish this mission every day.

The Navy Total Force is aligned with and supports the six core capabilities articulated in the Maritime Strategy and is managed by Navy leadership to enable the Chief of Naval Operation's priorities: (1) build tomorrow's Navy; (2) remain ready to fight today; and (3) develop and support our Sailors, Navy civilians, and their families. The Navy Reserve is integral to the Navy Total Force—we stand shoulder-to-shoulder with our active duty component executing full spectrum operations that represent every facet of our Navy's Global Maritime Strategy. Within this Total Force framework, I would like to take this opportunity to update you on the use of segments of the Navy Reserve as an operational force, as well as the programs that support the Chief of Naval Operations' focus areas.

Operational Elements of our Navy Reserve

Secretary Gates begins his introductory letter of the February 2010 Quadrennial Defense Review (QDR) Report, "This Quadrennial Defense Review represents an important step toward fully institutionalizing the ongoing reform and reshaping of America's military—shifts that rebalance the urgent demands of today and the most likely and lethal threats of the future." The QDR reflects Secretary Gates' top priorities for the Department of Defense (DoD): prevailing in today's wars while preventing and deterring conflict.

The report addresses the relevance of the RC both in today's wars and in deterring future conflicts. The RC should always be defined by a core strategic mission,

that of contributing to the prevention and deterrence of major aggression by would-be adversaries through our ability to rapidly mobilize significant capabilities and manpower. We also have an important mission to contribute to the near-term priority of providing operational capabilities, such as security force assistance, and prevailing in conflict when RC elements are employed as an operational force. The Navy Reserve provides a fundamental strategic surge capability as well as offering tactical scale efficiencies for the periodic, predictable, part-time work of the Navy.

The QDR recognizes that achieving defense strategy objectives requires vibrant National Guard and Reserves that are seamlessly integrated into the broader All-Volunteer Force. Prevailing in today's wars requires an RC that can serve in an operational capacity—available, trained, and equipped for predictable routine deployments. Preventing and deterring conflict will necessitate the continued use of some elements of the Reserve Component—especially those that possess high-demand skill sets—in an operational capacity well into the future. More broadly, the report states, "the challenges facing the United States today and in the future will require us to employ National Guard and Reserve forces as an operational reserve to fulfill requirements for which they are well-suited in the United States and overseas." The message is clear: DoD should continue to integrate the Reserve Forces into the routine deployment schedules of the services.

The Navy Reserve Strategic Plan defines the vision for the Navy Reserve as follows: "Our vision for the Navy Reserve is to be a provider of choice for essential naval warfighting capabilities and expertise, strategically aligned with mission

requirements and valued for our readiness, innovation, and agility to respond to any situation."

During the last eight years, the Navy Reserve has demonstrated the ability to continue sustained and valuable contributions to the Total Force, in the full spectrum of missions, at home and abroad, and as both an operational and strategic force. We continue to forge ahead with ideas and programs that will allow us to continuously contribute to the strategic aims of the Navy and the Joint Force.

Within the framework of DoD priorities, by providing strategic depth and delivering operational capabilities as a provider of choice, the Navy Reserve will realize the long-term course set forth in the QDR by developing three Strategic Focus Areas: Enable the Continuum of Service, Deliver a Ready and Accessible Force, and Provide Valued Capabilities.

Enable the Continuum of Service

Effectively managing the periodic and predictable mobilization of units and individuals of operational elements in the reserve force will demand full access to the Navy Total Force by enabling a true Continuum of Service.

Continuum of Service reflects the reality of our Navy. As our Chief of Naval Operations, Admiral Gary Roughhead, states, "we are one force today. One Navy, with an Active Component and a Reserve Component." Continuum of Service initiatives provide for seamless movement between the Active Component (AC), RC, and civilian service, while delivering operational flexibility and strategic depth at the best value for the Navy. Responding to the Continuum of Service philosophy, we recruit Sailors once

and retain them for life through variable and flexible service options that provide a career continuum of meaningful and valued work.

Not long ago, we spoke of creating active duty "on-ramps" and "off-ramps." Today, a better analogy is that we're all on the same career highway, and during our career we may wish to change lanes several times, moving from Active to Reserve and back. Our commitment to our Sailors is to make these lane changes easier and faster.

Continuum of Service is forcing us to think differently and to change the way we do business. Changing our culture might be the hardest part. Too often we think the only way to have a Navy career is by serving on active duty alone. Our Navy Reserve gives Navy Sailors optional ways to have a full Navy career.

There were many important accomplishments associated with our Continuum of Service efforts in fiscal year 2009 (FY09). Beginning last year, the Career Management System-Interactive Detailing (CMS/ID) allowed our AC career counselors to assist Sailors transitioning from active duty to consider Reserve units in the location where they planned to live. This is a good example of how an effective career development program can provide opportunities for Sailors to "Stay Navy for Life." Additionally, Sailors in selected ratings and designators are informed about their eligibility for bonuses of up to $20,000 for affiliating with the Navy Reserve in the specialties we need most.

Our Perform to Serve (PTS) program has given AC Sailors avenues for continued service in the AC Navy, primarily through transitions from overmanned rates into undermanned rates. Last fall, Navy expanded this program to allow AC Sailors the option to affiliate with the RC in their current rate to continue their Navy career.

Integrating Reserve opportunities early into the Sailor's transition process demonstrates the AC's commitment to Continuum of Service initiatives.

One of the most exciting developments supporting Continuum of Service is the new Career Transition Office (CTO) within Navy Personnel Command. The goal of the CTO is to counsel Sailors before they leave active duty and through the transition process in order to help them to take full advantage of the opportunities in the Navy Reserve. By engaging our fully qualified, world-wide assignable personnel before they leave active duty, we can turn a personnel loss into a retention transaction without the need to involve a Navy recruiter. We started with officers transitioning from AC to RC, and immediately reaped success by nearly doubling Navy Veteran officer affiliation rates from 28 percent to 55 percent. We have recently expanded the program to include enlisted Sailors who elected the Selected Reserve (SELRES) option in PTS. In the future, the CTO will handle all officer and enlisted transitions from AC-to-RC and RC-to-AC, except mobilizations.

In policy, foremost among my list of priorities as we expand our Continuum of Service concept is to achieve resolution on a path to fielding a Total Force Future Pay and Personnel System (FPPS). The Navy and Navy Reserve currently have pay and personnel systems designed and built in an era when Sailors rarely mobilized or transitioned between components. With the present system, it can take weeks to properly transition a Sailor from one pay and personnel system to another. This creates a barrier to realizing our Continuum of Service goals. FPPS will enable Sailors to transition quickly and seamlessly on and off active duty without the commensurate delays and confusion regarding pay and benefits. The Navy Total Force goal is to

transition a Sailor from one component to another in less than 72 hours. Navy leadership understands the urgency of resolving this issue, which impacts every Sailor. I am confident that in fiscal year 2010, we will make considerable progress towards this goal.

In the upcoming year, we will further our participation in the World Class Modeling initiative sponsored by the Chief of Naval Personnel to anticipate Navy warfighting needs, identify associated personnel capabilities, and recruit, develop, manage, and deploy those capabilities in an agile, cost-effective manner. Additionally, we will place Reserve information in the Navy Retention Monitoring System to provide enhanced reporting and analysis capabilities for retention metrics.

Identifying barriers to Continuum of Service in law will require equal focus. Attention to issues such as leave accrual for RC members transitioning between periods of active duty may require legislative remedy to achieve incremental progress in realizing seamless service for Navy's Total Force.

Reserve retirement benefits have evolved through the years and today provide an important benefit incentivizing service in the RC. We thank Congress for providing TRICARE eligibility to "gray area" retirees. Continuum of Service initiatives help us retain experienced and accomplished professionals to conduct the periodic, predictable, part-time work of the Navy and offer considerable return on the Navy's investment.

We thank Congress for its support of the Post 9/11 GI Bill. The opportunity to transfer post-secondary education funds to a spouse or child is a significant benefit for our Sailors and their families, which enhances our Continuum of Service. Since implementation on 1 August 2009, over 3,000 reserve members have been approved

for transferability. We will continue to assess the impact of transferability on enlisted and officer retention.

Deliver a Ready and Accessible Force

Our Strategic Focus Area to "Deliver a Ready and Accessible Force" advances the effective operational employment of elements of the Reserve by sustaining that reliable inventory of on-demand expertise delivered by available, trained, and equipped individuals and units.

Reserve support for contingency operations in the Central Command area of responsibility is one of the most critical elements in the success our forces have experienced throughout Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF). In FY09, Navy Mobilization Processing Sites (NMPS) processed more than 7,400 Sailors for long-term active duty service. Of those Sailors, over 6,100 were mobilized to support OIF and OEF in combat, combat support, and combat service support missions; the remaining 1,300 were on Active Duty for Operational Support orders, providing valued support throughout the Fleet.

In FY10, Navy will continue to improve advance notification of personnel for upcoming mobilizations, with a goal of consistently providing at least 180 days prior notification for all recurrent and rotational mobilization assignments. Further, the Navy Reserve will continue to leverage the already robust Total Force Command IA Coordinator (CIAC) program at all Navy Operational Support Centers (NOSCs) in order to optimize the frequency, quality, and depth of communications with mobilized reservists and their families throughout the deployment cycle. The CIAC program,

complemented by the extraordinary efforts of our command and unit leadership teams, is significantly increasing quality of life for our deployed warriors and their families. Also, full-time, long-term support of Navy and Joint Flag Officer requirements by Reservists will help expand the expertise and knowledge of the Navy, and I thank you for the increased ability for Reserve participation in those assignments due to the legislation passed as part of last year's National Defense Authorization Act (NDAA).

The Navy Reserve executed the Navy Reserve Personnel (RPN) and Operations and Maintenance (OMNR) accounts, valued at $3.2 billion, at 99.9 percent in FY2009. The force executed nearly $150 million in discretionary Reserve Personnel funding in support of missions world-wide, including $98 million in Active Duty for Training (ADT) funding—a 32 percent increase over FY2008--contributing 311,345 man-days of on-demand expertise to our Navy and Marine Corps team and Joint Forces. This operational support is a critical enabler to the Navy as Navy Reservists provide full-time excellence through part-time and full-time service. In fiscal year 2011, the budget requests $1.94 billion in baseline RPN, to include $190 million in discretionary RPN, and $1.37 billion in baseline OMNR appropriations.

As the Congress considers approaches to effectively manage force structure and manpower with respect to individual and unit readiness levels of an operational reserve, continued access to ADT and Inactive Duty Training Travel (IDTT), as well as Active Training (AT) resources, remain critical to producing and sustaining the individual and unit readiness that results in a ready and accessible force. In the Navy Reserve, our cadre of Full Time Support (FTS) professionals is essential to the management of our Force. Rotating through traditional operational and Reserve Force management

assignments, our FTS community is a critical bridge that helps keep the Navy Reserve relevant and responsive to the evolving demands of the joint maritime warfighting force.

Opportunities to improve force accessibility in policy and law include deliberating and establishing the appropriate authority to recall RC units and individuals in circumstances beyond the current Title 10 authorities exercised in Overseas Contingency Operations.

The RC has been leveraged as a proven provider of scheduled support to the Combatant Commands (COCOMs) since 9/11. It is worth noting that the transition from OIF/OEF to future mission sets across the spectrum of engagement will likely entail the expiration of authorities that have been essential to full RC participation during these last several years. Currently, a majority of Navy Reservists are mobilized under Presidential authority initially invoked as part of the Declaration of National Emergency by Reason of Certain Terrorist Attacks in 2001. This declaration has been renewed every year since. The exercise of this authority ensures unit integrity during the deployment cycle—a vital element to effective periodic and predictable operational support. In addition to considerations of unit cohesion, unit call-up authority as part of a multiple year operational Reserve unit training cycle provides predictability and therefore provides stability to individual Reservists. Appropriate authority to mobilize organized units will be essential to the long-term sustained successful integration of an Operational Reserve.

Provide Valued Capabilities

Our Strategic Focus Area to "Provide Valued Capabilities" advances the long-term course set forth in the QDR by identifying and excelling in those missions of the Navy and Marine Corps Team and Joint Force that can be most efficiently accomplished by the Navy Reserve.

The wide spectrum of missions being executed with Reserve units testifies to the value of capabilities being provided to the joint maritime warfighting force. Navy Reserve units and hardware contribute to Navy's warfighting effort across multiple mediums, in missions ranging from combat operations and combat support operations, to logistics support around the globe, to training and readiness facilitation for soon-to-be-deploying units. Even when a Reserve unit itself is not mobilizing, our focus is centered on guaranteeing that Sailors are ready to provide necessary capabilities to the supported Combatant Commander.

The Navy Reserve is an agile, innovative force, and in no arena is that description more apt than in the realm of Information Dominance. Navy Reserve has engaged in a directed, efficient transition from legacy systems and has successfully piloted state of the art solutions that are currently in use and will be used by the Fleet of the future. Continued use of this responsive Force as the Navy's test platform is critical in successfully deploying the latest technology in the most timely and cost effective manner possible.

The threat posed to the government from aggressive actors in the cyber arena grows every day, and the Navy is engaged in actions to keep our country's systems protected. Key to the Cyber Manpower Strategy is the development of an RC Surge capability. Our vision is to transition current Cyber manpower into Reserve Cyber Units

that would serve in this capacity. Also, an enhanced direct-commission program would allow for increased accession of Cyber specialists. Finally, the Navy is considering a Civilian Cyber Augment Force, an "on call" team of experts that can provide strategic relevance and depth to the Navy as the cyber environment changes and technical progress is made. Civilian experts and consultants can be rapidly hired under existing authorities to meet the emerging critical requirements of Fleet Cyber Command/Commander, Tenth Fleet. We feel this effort can open unexplored areas of expertise in support of Navy's Cyber vision and mission execution.

Many Navy Reserve units are already integrated with the Joint Forces to include routine deployment cycles and to provide Navy operational support to meet COCOM requirements. One example is the Reserve's Electronic Attack Squadron, VAQ-209, a squadron with more than 200 members that has completed multiple, full-unit deployments as part of the Airborne Electronic Attack deployment plan, alternating theater coverage with the Navy's three other Expeditionary VAQ squadrons. The Navy Expeditionary Combat Command (NECC) includes more than 50 units that have deployed to provide scheduled support to Joint Forces overseas since the start of FY09. With 53 percent of the NECC force comprised of RC personnel, NECC's support to the COCOMs is only successful with integral contributions from the RC. NECC forces support operations that include: Explosive Ordnance Disposal; construction/engineering operations with the Naval Construction Forces (i.e. Construction Battalions or SEABEEs), maritime expeditionary landward and seaward security with Maritime Expeditionary Security Forces, port and cargo handling operations with Navy Expeditionary Logistics Support Group, warfighting documentation

with Combat Camera units, document and electronic media exploitation with Navy Expeditionary Intelligence Command, and partnership building and partner nation capabilities enhancement with Maritime Civil Affairs and Security Training Command. Deploying RC units are also found in the Navy Special Warfare community.

In FY10, one of my top priorities is to work through our long-term budgeting processes to ensure sufficient Operational Support funding to meet future Navy and Joint Force requirements. Demand for the services of our talented Sailors has never been greater, and we must solidify our access to the ADT dollars used to fund this on-demand expertise. Navy Reserve Sailors can be incredibly cost-effective, but there is a cost, and that cost must be incorporated in any long-term plan. This means planning and budgeting for the Navy Reserve to do the part-time work of the Navy.

Some of the Navy's work is ideally suited for the RC. For example, billets that require specialized skill sets on a periodic and predictable basis are the billets where the Navy Reserve can deliver great value on an ongoing basis while at the same time providing critical strategic depth in case of emergency. By working closely with the Navy to identify and quantify the work for the Navy Reserve, we can ensure the Fleet receives the support it requires and our Sailors have real and meaningful work, delivering full-time excellence through part-time and full-time service.

The Office of the Secretary of Defense (OSD) designated the Navy Reserve as the lead agency for managing the RC Foreign Language / Culture Pilot Program. This exciting new program encourages our Reserve Sailors to take classes at institutions of higher learning to expand their awareness of critical foreign language and cultures. Incentivizing our Sailors' natural desire to learn will foster understanding across cultural

lines which will shape our force for the better. Bonuses are awarded based on performance which can add up to $5,000 for strategic languages and cultural areas studied which are in high demand within DOD.

The Navy continues to strive for "Top 50 Organization" recognition and the Navy Reserve is in lock-step with those efforts. Top 50 organizations encourage innovation and focus on performance while taking care of their people through programs and policies that support a culture of trust, respect, communication, and collaboration. Maintaining a work environment that is conducive to quality work and leads to equal treatment of all personnel is paramount to the success of any organization.

Sexual assault is a detractor from a healthy work environment, and it will not be tolerated in the Navy. The Navy Reserve participates in the Navy's Sexual Assault Prevention and Response (SAPR) Cross Functional Team to ensure compliance with the Navy's Total Force SAPR program instructions, policies, and procedures. Navy leadership continually communicates a "Not in my Navy" stance towards Sexual Assault in our ranks.

The policies focused on enhancing the quality of life in the Navy have paid dividends for the Force. FY09 marked the second consecutive year Navy attained enlisted and officer recruiting goals in both Active and Reserve components. In the Reserve, enlisted recruiting was at 100.6 percent of goal; officer recruiting finished at 107.7 percent of goal. Not only did Navy find the quantity of recruits necessary to meet requirements, but the measured educational achievement of our recruits was at the highest level in years. SELRES retention numbers were equally strong, with attrition rates approximately 20 percent improved from fiscal year 2008 totals. There is still

room for improvement in SELRES officer strength, and numerous initiatives are underway to ensure SELRES officer communities are "healthy" by 2014, including targeted officer affiliation and future retention bonuses, the increase of accession goals, refinements in the CTO process, and development of retention measurements and benchmarks.

The value of recruiting incentives and special pays has been critical to every success the Force has enjoyed in this arena, and I thank you for providing us with the tools necessary to populate the Navy Reserve in the right manner while working towards the FY11 budgeted end strength of 65,500. Bonuses have helped shape the "Fit versus Fill" successes of recent years; however, for certain enlisted wartime skills sets and the officer inventory in general, the Navy Reserve requires the leverage bonuses provide to continue to meet recruiting and retention goals.

Care for our Warrior Force

This country owes a great debt to the men and women who have gone in harm's way in support of contingency operations around the globe and it is our obligation to provide them not just with every opportunity to succeed while deployed, but also with the means to reintegrate once they return from overseas.

Secretary of Defense Robert Gates has stated, "apart from the wars in Afghanistan and Iraq, my highest priority as Secretary of Defense is improving the outpatient care and transition experience for troops that have been wounded in combat." The Navy Reserve takes this commitment to heart and is setting a higher standard every day for the care and well-being of our Wounded Warriors. In 2009, we

completed the implementation of programs recommended in the Naval Inspector General's Navy Reserve Wounded Warrior Care report, highlighted by the functional stand-up of the Reserve Policy and Integration organization (M-10) within the Bureau of Medicine and Surgery (BUMED). This organization provides BUMED with a Reserve perspective related to medical policies and issues impacting the Total Force. We continue to provide exceptional service to Sailors assigned to the Navy's Medical Hold (MEDHOLD) units. These units provide necessary medical and non-medical case management to the Navy's RC Wounded, Ill, and Injured (WII) population. For those Sailors and Coast Guardsmen who are seriously wounded, ill, or injured, the Navy Safe Harbor program is the Navy's lead organization for coordinating non-medical care for the warrior and their family members. Through proactive leadership, MEDHOLD helps RC WII members return to service and their communities, and Safe Harbor provides individually tailored assistance designed to optimize the successful recovery, rehabilitation, and reintegration of our Shipmates.

Superior care is not reserved for physically injured Sailors alone. Medical research indicates that health concerns, particularly those involving psychological health, are frequently identified during the months leading up to and following return from an operational deployment. Current Navy programs, such as Operational Stress Control Training, the Psychological Health Outreach Program, and BUMED's Wounded, Ill, and Injured Warrior Support, are designed to align with critical stages of the deployment cycle.

An integral component of Force Health Protection calls for ensuring all service members are fit to deploy, and Navy has improved the screening procedures for

mobilizing Sailors to ensure they are medically able to meet theater requirements. For example, the Medical Readiness Reporting System (MRRS) has improved tracking of each Sailor's suitability for Area of Responsibility-specific expeditionary assignments. In addition, annual Physical Health Assessments (PHA), coupled with the new, standardized consolidated pre-deployment screening and local line support will streamline screening requirements while maintaining fidelity on issues which impact medical readiness. Early screening and associated fitness determinations help alleviate unnecessary stress on our Sailors and provides supported commands with a well-prepared and able workforce. We are also actively engaged in implementing the new legislation that makes Reservists eligible for Tricare coverage up to 180 days before a mobilization event. We are thankful to Congress for their work in providing this benefit to our mobilizing service members.

Sailors returning from overseas mobilizations are encouraged to attend a Returning Warrior Workshop (RWW), which is the Navy's "signature event" within the Department of Defense (DOD) Yellow Ribbon Reintegration Program (YRRP). In the eight years since 9/11, the overwhelming majority of Reserve Sailors mobilized to active duty have deployed as Individual Augmentees (IAs). Deployed apart from their parent unit and often assigned duties which differ greatly from their primary specialty, these combat zone deployments can be uniquely stressful. The RWW is a dedicated weekend for Sailors to reconnect with spouses, significant others, and each other following an IA deployment. Staged at a high-quality location at no cost to the participants, the RWW employs trained facilitators to lead Warriors and their families/ guests through a series of presentations and tailored break-out group discussions that

address post-combat stress and the challenges of transitioning back to civilian life. Additionally, my goal is to have a Navy Flag Officer in attendance at every RWW to make a visible statement of Department of the Navy support for this valuable program. A total of 43 RWWs have been held as of 1 March 2010, attended by 3,083 military personnel and 2,329 guests/family members. The FY11 budget supports another 25 events. Pioneered by the Navy Reserve, these workshops are now available for all Navy IAs. RWWs are a true success story in honoring our Sailors and their families. It is one of my top priorities to ensure this program continues to have both the full support of Navy leadership and the widest possible participation by all returning Sailors.

RWWs serve as a key component of the Navy Reserve Psychological Health Outreach Program. Outreach teams assigned to each Navy Region Reserve Component Command facilitate the RWWs and engage in other critical aspects of the Deployment Health Assessment (DHA) process. DHAs are regularly scheduled encounters used to screen service members prior to and after deployment, and to facilitate appropriate psychological care. The DHA process supports the DOD health protection strategy to deploy healthy, fit, and medically-ready forces; to minimize illnesses and injuries during deployments; and to evaluate and treat physical, psychological, and deployment-related health concerns. The process is designed to identify stress injuries and other health concerns requiring further assessment or treatment as appropriate. The Navy Reserve now has dedicated mental health professionals and associated assets available to provide psychological health services for the Navy and Marine Corps Reserve communities. Providing psychological health assessment services for deploying reservists will assist in identifying potential stress

disorders and facilitate early intervention before these disorders accelerate to a more critical "injured or ill" stage, keeping Navy and Marine Corps Reservists psychologically healthy for continued retention in the Reserves and for future mobilizations. Also recently established as part of the YRRP, the Pre-Deployment Family Readiness Conference (PDFRC) utilizes Psychological Health outreach teams to provide education and information to ensure that Sailors and their families are ready for the rigors of deployment and the challenges of family separation.

Additionally, Navy's formalization and emphasis of the Operational Stress Control (OSC) Program is working to de-stigmatize psychological health issues, which can improve Sailors' participation in valuable psychological health programs for those in need. The Navy Reserve team is a charter member of the OSC Governance Board. The Psychological Health Outreach teams provide the OSC Awareness brief during periodic visits to NOSCs across the country. As of 1 February 2010, the psychological health outreach team members have made 196 visits to NOSCs, providing the Operational Stress Control Awareness brief to over 20,200 Reservists and staff personnel.

Finally, and although not solely related to mobilized Sailors, the Navy Reserve has aligned closely with the Chief of Naval Personnel on programs that detect and help individuals who are at risk of suicide. Families, often the first people to notice a desperate change in a Sailor, are included in programs such as the PDFRC and the RWW. A Suicide Event Report (SER) is completed on all actual or attempted suicides, regardless of duty status, which has provided a more complete picture of the problems afflicting all Navy Sailors. In every instance where the chain of command knows of a

Navy Reservist who has attempted suicide, either in a duty or non-duty status, the Reservist is referred to the Navy Reserve Psychological Health Coordinators for follow-up and referral to the appropriate mental health care services. The aforementioned OSC Awareness briefs provided by the Psychological Health Outreach teams also include Suicide Prevention briefs.

Conclusion

Since 9/11, more than 62,000 mobilization requirements have been filled by SELRES personnel, along with an additional 4,500 deployments by FTS Sailors in support of the ongoing conflicts in Iraq, Afghanistan, and the Horn of Africa. On any given day, more than 20,000 Navy Reservists, or about 31 percent of the Reserve Force, are on some type of orders providing support to global operational requirements of Fleet Commanders and COCOM global operational requirements. Our Navy Reserve Force—more than 65,800 Sailors—are forward deployed in support of Coalition forces, at their supported commands around the world, or in strategic reserve, ready to surge 24/7 if and when additional Navy Total Force requirements arise.

I am proud to be a Navy Reservist, and I am humbled by the commitment of the men and women of our Navy Reserve. It is very rewarding and fulfilling to stand shoulder to shoulder with the Navy's AC as we meet our Nation's call to duty. I am honored to receive the support of Congress on key initiatives, such as providing TRICARE eligibility to "gray area" retirees. Although I readily admit my bias, there has never been a better time to be part of the Navy-Marine Corps team, and our Navy

Reserve is clearly an integral part of the this hard-working, high-spirited and amazingly capable force.

The Navy's ability to be present in support of any operation, in war and peace, without permanent infrastructure in the area of operations, is a key advantage that will become even more important in the future. Our Navy remains the preeminent maritime power, providing our Nation with a global naval expeditionary force that is committed to global security, while defending our homeland as well as our vital interests globally. The Navy Reserve's flexibility, responsiveness, and ability to serve across a wide spectrum of operations clearly enhances the Navy Total Force, acts as a true force multiplier, and provides unique skill sets towards fulfilling Navy's requirements in an increasingly uncertain world.

On behalf of the Sailors, civilians, and family members of our Navy Reserve, we thank you for the continued support of the Congress and your commitment to the Navy Reserve and our Navy's Total Force.

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF

LIEUTENANT GENERAL JOHN F. KELLY

UNITED STATES MARINE CORPS

COMMANDER, MARINE FORCES RESERVE

AND MARINE FORCES NORTH

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON MILITARY PERSONNEL

ON

APRIL 15, 2010

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

Madam Chairwoman, Ranking Member Wilson and distinguished Members of the Subcommittee, it is my honor to report to you on the state of the Nation's Marine Corps Reserve.

I assumed command of Marine Forces Reserve (MFR) and Marine Forces North (MFN) in October of last year; however, these past months have by no means been my first experience with the Reserve Component (RC). Over my many years as a Marine, but particularly over the course of three tours totaling nearly three years in Iraq, I have served with and fought alongside Marine Reservists and know first hand the mettle of these men and women. My appearance here today represents my first opportunity to share with you my assessment of these tremendous Marines, and to outline my priorities for the Force going forward and as we work toward a better, more complete understanding of what the Operational Reserve means for the defense of the nation and in the support of our international partners.

First and foremost Marine Forces Reserve continues to be an integral element of the Marine Corps' "Total Force." We share the culture of deployment and expeditionary mindset that has dominated Marine Corps culture, ethos and thinking since our beginning more than two centuries ago. All Marines stand eternally ready to answer the Nation's 911 call and as our charter requires, is to "be most ready when the Nation is least ready." The Reserve Component is trained, organized and equipped in the same way the active forces are, and consequently we are interchangeable and forever leaning forward to deploy as the Nation requires. The Commandant of the Marine Corps recently stated that Marine Forces Reserve can be "whatever the Nation needs it to be," an operational or a strategic reserve. Sustained combat operations and worldwide theater security cooperation and training commitments over the last nine years more than suggest the essential need for the Reserves to continue focusing at the operational vice strategic end of the continuum. Indeed, in the just-published United States Marine Corps Service Campaign Plan 2009-2015, Marine Forces Reserve is tasked no less than five times to train, organize and equip for participation as an "operational reserve" within the Corps' Total Force. The Marines themselves, most of whom came to the Nation's colors after 9/11 and have deployed deep into harms way, prefer this model and do not desire to assume lives as so called "weekend warriors." This high level of flexibility, responsiveness and élan is only possible by the ever deepening bench of combat tested and uniquely qualified citizen "Soldiers of the Sea." I am humbled daily by my interactions with these magnificent young Americans. Like their active duty brothers and sisters they sacrifice so much of their time, and so much of themselves, to

protect and serve this Nation. The way they balance their family responsibilities, and civilian lives and occupations—and still stay Marine—amazes me. They do it with humility, without fanfare, and with a sense of pride and dedication that is consistent with the great sacrifices of Marines of every generation. They continue to affirm the Commandant's conviction that today's Marines are cut from the same cloth as those who fought conspicuously upon the battlefields of our Corps' long history.

I. TODAY'S MARINE CORPS RESERVE

The Commandant has said the Marine Corps Reserve will be whatever the Nation needs it to be. In the last decade, the nation has needed its Marine Reserves to be continuously engaged in combat operations in Iraq and Afghanistan and in regional security cooperation and crisis prevention activities. This tempo has built a momentum among our warfighters and a depth of experience throughout the ranks that is unprecedented in generations. The Marine Corps Service Campaign Plan calls for the employment of an operational reserve no less than 5 times. Understanding that we are fighting a transnational enemy and that partner nations will continue to seek our training and mentoring capabilities, I expect our Marine Reservists to be in great demand during the coming years in a sustained manner. We are prepared to provide that persistent capacity. Our Commandant has further stated that Marines, Active or Reserve Component, join the Marine Corps to do the things they are now doing - deploying and winning our nation's battles. The nature of the fight in Afghanistan for instance, is particularly suited to our Marine Reserves. It is a thinking man's fight that requires solutions at the grassroots level, where our Marines operate best, among the population, as evidenced by our combat prowess in Iraq and humanitarian assistance today in Haiti. Our successes in Iraq were hastened by the types of individuals we have in our ranks, who were utilizing civilian skills in ways not necessarily anticipated, but ultimately pivotal to the success in Al Anbar. That maturity, creativity and confidence is what an Operational Reserve brings to the fight. Your Marine Corps Reserve is more highly trained, capable, and battle-tested than at any time since the Korean War. As an integral part of the Total Force Marine Corps, it blends seamlessly into the gaining force regardless of whether Marines come as individual augments, detachments, or as operational units.

As of January 31, 2010, more than fifty four thousand Reserve Marines have executed over seventy thousand mobilizations in support of Overseas Contingency Operations (OCO)

since September 11, 2001. The vast majority of these Marines deployed to the U.S. Central Command area of responsibility. One-hundred percent of Marine Corps Reserve units at the battalion and squadron level have either been activated in their entirety or activated task-organized detachments. Again, the vast majority deployed to the U.S. Central Command area of responsibility. Without going into too many specifics, four thousand Marines and sailors—citizens from Texas, California, Missouri, Nevada, Utah, Maryland and Virginia—from the 4th Marine Division deployed to both war zones and went a long way to achieving success in al Anbar Province, Iraq and training security forces in Afghanistan. Thousands of other Division Marines also deployed in support of Combatant Commander Theater Security Cooperation initiatives to South America, Eastern Europe, Asia, Africa, Australia, and various Pacific island nations. This year will be no different with exercises planned for Norway, Peru, Belize, Uganda, Estonia and Morocco, and again in various nations in Asia and the Pacific islands.

Our Reserve aviators of the 4th Marine Aircraft Wing are no less busy supporting Marine and joint training requirements here in the United States, as well as deploying fighter and helicopter squadrons to the war zones and Horn of Africa, and supporting Combatant Commander initiatives across the globe as well. Of particular note the Total Force Marine Corps has had to rely heavily on the 4th Marine Aircraft Wing in support of the Marine Corps Aviation Transition Strategy. Modernizing from, in some cases, forty plus year-old legacy aviation systems, to the leap ahead capabilities inherent in the V-22 "Osprey" and the Joint Strike Fighter, we have had to temporarily transfer manpower, airframe, and support structure to the active component. Beginning in 2014, Marine Forces Reserve will commence the process of transitioning to the new systems and capabilities, but in the mean time is in total support of the overall Total Force modernization efforts.

The third Major Subordinate Command of the Reserve Component is 4th Marine Logistics Group. Anyone who understands the Marine Air Ground Task Force (MAGTF) concept knows full well the ground fighters of the Division, and aviators of the Wing, go nowhere without the logistics professionals in the Group. In addition to service in both wars, and every one of the fifty seven events—large and small—that have contributed so mightily to all the Combatant Commanders' efforts across the globe, there were two special endeavors I want to highlight. The first was the command element's service as operational logistic providers in the Korean Theater last April during exercise KEY RESOLVE, made necessary by a dearth of joint

logistics capability due to the demands of Iraq and Afghanistan, and particularly the additional expeditionary demands of transitioning Marine forces in large numbers out of Iraq and into Afghanistan. The second is the increased support provided to various Maritime Prepositioning Exercises, again made necessary by wartime demands experienced by the Total Force.

Unique inside the Marine Corps is the Mobilization Command (MOBCOM), of Marine Forces Reserve. As the increased use of the Individual Ready Reserve (IRR) has grown over the last several years, so too has the workload of Mobilization Command. During the last fiscal year, more than nine hundred sets of mobilization orders were issued with a total of 653 IRR Marines reporting for activation. MOBCOM also processed more than 9400 sets of shorter duration orders. Mobilization Command developed and participated in family readiness programs that are particularly difficult within the IRR construct. Initiatives like the Congressionally-mandated "Yellow Ribbon Programs" seek to provide support to families from initial call up through return and demobilization. Additionally, Mobilization Command conducted regional IRR musters, often partnering with other government agencies like the Department of Veterans Affairs, to maintain required annual contact with Marines once they have left active service but still "owe" the Nation reserve time.

Let me touch again on one of the important planning mechanisms for an Operational Reserve. Our Force Generation Model, developed and implemented in October 2006, continues to provide long-term and essential predictability of future activations and deployments. The Model provides my Marines, their families, and just as importantly their employers, the capability to plan their lives five or more years out. It enables them to strike the critical balance between family, civilian career, and service to the Nation, while allowing employers time to manage the loss of valued employees. The Force Generation Model also assists service and joint force planners in maintaining a consistent and predictable flow of fully capable Marine Corps Reserve units. Internal to the Marine Corps this flow of fully trained and capable Reserve units has proven essential in reaching the Secretary of Defense established target of a 1:2 dwell for our Active Component. The Model is a relatively simple management tool based on one-year activations, to four-plus years in a non-activated status. This makes continued programmed utilization of the Reserve Component sustainable at 1:5 over the long term and supports the momentum about which I spoke in my introduction.

Predictable activation dates, mission assignments and geographical destination years out now permits me to orient training on core mission requirements early in the dwell period, then transitioning training focus to specific mission tasks once the unit is 12-18 months from activation.

In each of the past three years, between the wars in the Middle East and South Asia, and theater security cooperation activities to include mobile training teams conducting "Phase Zero" operations, nearly one-third of our 39,600 Marines have deployed outside the continental United States both in an activated and non-activated status. In Fiscal Year 2009 alone, 7500 Marines were activated and deployed in support of the war in Iraq and Afghanistan, and an additional 5800 were sent overseas to many locations on several continents in support of joint and combined theater security cooperation exercises.

For the second year in a row Marine Forces Reserve stateside will sponsor exercise "Javelin Thrust" in June focusing on Marine Air-Ground Task Force (MAGTF) core competency training. The scenario of this year's event is tailored to the current operating environment, and participating units have been identified consistent with their future deployment schedule as defined by the Force Generation Model. The end state of the exercise (Javelin Thrust) is that the headquarters staffs of the participating organizations (regiments, aircraft groups, battalions, and squadrons) are prepared for activation and are provided an in-depth roadmap to guide future pre-activation training. Additionally, individuals serving on those staffs will receive training allowing them to take their place as individual augments on a MAGTF or joint staff overseas, while other individuals in those units will be prepared for activation and the conduct of pre-deployment training. Last year's Javelin Thrust was the first large scale MAGTF exercise involving all three Major Subordinate Commands (Division, Wing and Marine Logistics Group) in six years. The 2009 distributed operations Afghan scenario also allowed other Department of Defense agencies to participate and to test advanced technologies and transformational concepts. This year's exercise will also be conducted aboard installations throughout the Western United States with both virtual and real world aspects to the exercise.

II. PERSONNEL

The Selected Marine Corps Reserve is comprised of Marines in reserve units, those in Active Reserve status, Individual Mobilization Augmentees, and those in initial training. When taken

together, these various categories of Marines form the inventory of the 39,600 authorized end strength in the Selected Marine Corps Reserve.

Although we continue to enjoy strong volunteerism there has recently been some slight degradation in our ability to maintain authorized end strength. We were above 100 percent of our authorized end strength during Fiscal Years 2002-2005. There was a very slight drop to 99.71 percent in Fiscal Year 2006. In Fiscal Years 2007 and 2008 percentages of authorized end strength dropped to 97.36 and 94.76 percent—shortfalls of 1,044 and 2,077 individuals—respectively. This past fiscal year (2009), end strength improved to 97.25 percent. This is within the mandated three percent of authorization. When the 138 Marines who had served on active duty for more than three of the last four years were taken into account, our shortfall increased to 3.1 percent (1,228). The dip below authorized strength experienced in 2007 and 2008 was predicted at the time due in large measure to the pressure put on the recruiting and retention of individuals to serve in the active force as the Marine Corps built to 202,000 active duty Marines. Now that the 202,000 goal has been met and surpassed well ahead of schedule, we are now institutionally focusing on Reserve recruiting and retention efforts to maintain required Reserve Component end strength. For Fiscal Year 2010, we project an end strength of 39,266, a shortfall of less than one percent (prior to accounting for Marines who have served on active duty for more than three of the last four years). The bonus and incentive programs that you provide for recruiting and retention will remain essential tools to continue achieving this goal.

The Total Force Marine Corps will undoubtedly continue to rely heavily upon augmentation and reinforcement provided by Marine Forces Reserve. I believe our authorized end strength of 39,600 is still an appropriate number and will consequently drive recruiting and retention. This number provides us with the Marines we require to support the Force, and achieve the Commandant's goal of a 1:5 deployment-to-dwell ratio in the Selected Marine Corps Reserve.

The Marine Corps – Navy Reserve Team is as strong as ever. In the past year the Navy ensured Marine Reserve units were fully manned and supported with Program 9 (US Navy personnel in support of Marine Forces) and HSAP (Health Service Augmentation Program) personnel during all phases of the deployment (pre, operational, post). More 500 Navy personnel were sourced to staff Marine Forces Reserve units deploying to Iraq and Afghanistan,

as well as numerous joint/combined exercises. These individuals focused almost entirely on providing medical, dental and religious services. The Navy Mobilization Office works with my headquarters, as well as with the four major subordinate commands, sourcing one hundred percent of all requirements. As the demand increases throughout the forces, Program 9/HSAP support commands a high level of attention to fulfill not only Marine Corps missions, but Army and Navy missions as well. I am confident this process will continue ensuring Marine Forces Reserve units are supported with qualified Program 9 and HSAP personnel to accomplish the mission.

The Marine Corps is unique in that all recruiting efforts—officer, enlisted, Active and Reserve Component, and prior-service—fall under the direction of the Commanding General, Marine Corps Recruiting Command. This approach provides tremendous flexibility and unity of command in annually achieving Total Force recruiting objectives. Like the Active Component, Marine Corps Reserve units rely primarily upon a first-term enlisted force. Recruiting Command achieved 100 percent of its recruiting goal for non-prior service recruiting (4,235) and prior service recruiting (4,501) in Fiscal Year 2008. It also exceeded its recruiting goal for non-prior service recruiting (5,296) and exceeded 100 percent of its goal for enlisted prior service recruiting (3,862) during Fiscal Year 2009. As of January 31, 2010, 2,359 non-prior service and 1,397 enlisted prior service Marines have been accessed, reflecting forty six percent of the annual enlisted recruiting mission for the Selected Marine Corps Reserve. We fully expect to meet our Selected Marine Corps Reserve recruiting goals again this year.

The Selected Marine Corps Reserve Affiliation Involuntary Activation Deferment Policy was implemented during June 2006. The policy allows a Marine who has recently completed a deployment with an active unit an option for a two-year deferment from involuntary activation if they join a Selected Marine Corps Reserve once they leave active duty. The intent of the two-year involuntary deferment is to allow transitioning Marines the opportunity to participate in the Selected Marine Corps Reserve, while at the same time giving them a break and an opportunity to start the process of building their new civilian career.

Officer recruiting remains our most challenging area. Historically, the Active Component has been the exclusive source of lieutenants and captains for the Reserves. This arrangement has paid tremendous dividends. Responding to the critical challenge of manning

the Reserves with quality company grade officers, we have implemented three commissioning initiatives that focus exclusively on officer accessions for the Reserve Component: Reserve Enlisted Commissioning Program (expanded to qualified active duty enlisted Marines as well); Meritorious Commissioning Program – Reserve (open to individuals of either component holding an Associates Degree or equivalent in semester hours); Officer Candidate Course – Reserve (OCC-R). Since 2004 these three programs have produced a total of 190 lieutenants for the Reserves with OCC-R being the most successful of the three, producing 161 officers. The program focuses on ground billets with an emphasis on ground combat and combat service support and within specific Reserve units that are scheduled for mobilization. The priority to man units with these officers is once again tied to the Force Generation Model.

All commanders and senior enlisted leaders across the force are tasked to retain quality Marines through example, information and retention programs, and mentoring. This takes place across the Marine experience and not just in the final days of a Marine's contract. For those approaching the end of their current contracts—Active or Reserve Component—they receive more focused counseling on the tangible and intangible aspects of remaining associated with, or joining, the Selected Marine Corps Reserve.

With the Congress' help, affiliation bonuses, officer loan repayment and other initiatives have effectively supported our efforts to gain and retain the very best. The Commandant and certainly all of us in Marine Forces Reserve, greatly appreciate the continuance of all of the many programs that help us recruit and retain the best young men and women this nation produces.

III. EQUIPMENT

As mentioned previously we are as good today as we have been since at least the Korean War, if not World War II. This level of proficiency as warfighters is due, in large part, to the amount and frequency of combat the reserve forces have accumulated over the past nine years while serving as an operational reserve. In addition, the quality of our equipment is on par with that of the active duty. Therefore, it is imperative we spend the relatively small amount required to maintain our operational reserve and provide a reasonable return on that investment. The end result is a better trained and more capable force than ever operating alongside our active duty brethren on the ground, in the air, and at sea. To achieve and maintain this high level of

readiness and proficiency we have like all of DoD relied heavily on supplemental funding in the Overseas Contingency Operational account. As we move forward it is in the best interests of the nation to not lose these historically high levels of proficiency. The current strong and operationally competent Reserve Component has cost us much in lives and budgetary treasure to achieve over the last nine years.

As part of the Total Force, Marine Forces Reserve has two primary equipping priorities. The priority is to equip units and individuals set to deploy, and the second is to ensure units that are accomplishing normal training within the first 2-3 years of their dwell cycle have what they need in training allowance. We will always continue to provide those next into the fight all that they need in the latest generation of individual combat and protective equipment, and unit suites, to fight, accomplish the mission, and come home with the fewest number of casualties possible. Those not as close to deploying overseas to combat will also continue to be equipped with the best of everything and tailored specifically to whatever is next in their lives as defined by the Force Generation Model.

The Marine Corps approaches equipment procurement and fielding from a Total Force perspective with the Reserve Component treated in exactly the way as the three active operational Marine Forces organizations. In many cases we have achieved lateral fielding when Active and Reserve Component organizations are receiving equipment sets simultaneously. Again, fielding is prioritized by who is next to the fight. If they need it to train with post-deployment, they have it, otherwise in some cases they will pick it up in theater in the normal transfer of equipment that has marked the way the Marine Corps has done business since 2003.

The National Guard and Reserve Equipment Appropriation (NGREA) allows me to mitigate any equipment deficiencies here in CONUS. For fiscal year 2009, Marine Forces Reserve received two sources of NGREA funding totaling 62.4 million dollars. By providing the flexibility to purchase or accelerate the fielding of mission essential equipment, our units are better trained during pre-deployment and integrate effectively once they get in theater.

As the Commandant consistently states, our number one focus will be the individual Marine and Sailor in combat. Ongoing efforts to equip and train this most valued resource have resulted in obtaining the latest generation individual combat and protective equipment: M16A4 service rifles, M4 carbines, Rifle Combat Optic scopes, Lightweight Helmets, enhanced Small

Arms Protective Insert plates, Modular Tactical Vests, and the latest generation Flame Resistant Organizational Gear (FROG.) Every member of Marine Forces Reserve has deployed fully equipped with the most current authorized Individual Combat Clothing and Equipment to include Personal Protective Equipment. The decisions regarding what they deploy with are made by commanders with a great deal of combat experience, and nothing is left to chance. However, as personal protective equipment has evolved over the years of this conflict there is now so much equipment and it is so heavy that the way we fight is adversely impacted. In particular the infantrymen are so heavy, in some cases carrying more than one hundred pounds of equipment; they are more beasts of burden than they are agile hunters. It is not simply a matter of reducing the weight of individual items as these only add up to marginal weight savings, but hard decisions about what they carry and how much they carry are essential.

The Commandant's unit equipping priority for Marine Corps Reserve units inside their dwell periods is to provide sufficient equipment to train with, but not burden the organizations with so much gear that they use all of their training time or unit funds maintaining it. We call this a reserve unit's Training Allowance (TA.) This TA is the amount of equipment required by each unit to conduct home station training. Our goal is to ensure that the Reserve TA contains the same equipment utilized by the active component. It is imperative that our units train with the same equipment they will utilize while deployed. The Marine Corps Reserve maintains a training allowance at each of its reserve centers. As a whole, we are adequately equipped to effectively conduct training.

NGREA funding from 2009 continues to be used to purchase much needed Light Armored Vehicles, ruggedized command and control laptops, aircraft systems and survivability upgrades and continued procurement of the Logistics Vehicle Replacement System Cargo variant.

Marines are exceptionally good stewards of American taxpayer dollars, and the public property procured by those monies. In order to sustain an inventory of current equipment necessary to conduct home station training several resources and programs are utilized. The first is the routine preventive and corrective maintenance performed locally by user and organic maintenance personnel. Second, we have expanded ground equipment maintenance efforts, which rely largely on contracted services and depot-level capabilities. Third is our reliance on

Marine Corps Logistics Command mobile maintenance teams providing preventive and corrective maintenance support to all 183 Marine Reserve sites across the nation. This partnership provides a uniquely tailored Repair and Return Program. Fourth, we are intimately involved in the Marine Corps Enterprise Lifecycle Maintenance Program rebuilding and modifying an array of principal end items as required. Finally, we field the Corrosion Prevention and Control Program. Cumulatively all of these initiatives have resulted in a Marine Forces Reserve ground equipment readiness rate of ninety seven percent. Our 4th Marine Aircraft Wing "mission capable" rate in 2009 was seventy three percent which is consistent with recent year rates and with the Active Component rate of seventy one through November 2009.

IV. TRAINING

The reality today is that the Reserve Component has transitioned from what was considered a strategic reserve, to what is today the "operational reserve." Forever gone are the days when Reserve Marines were considered mere "weekend warriors" and held in reserve to reinforce the active force when it experienced catastrophic casualties from a World War III scenario against the former Soviet Union. For the last nine years our Reserves have been a fully integrated force, routinely deployed to fight in Iraq and Afghanistan, and to execute theater cooperation engagement operations around the world at the behest of the combatant commanders. From all of these experiences we have captured important lessons that we have put to immediate use in improving every facet of our training. In this regard, one of the most exciting areas where we are continuing to transform the depth and scope of our training remains the cutting-edge arena of Modeling and Simulations Technology.

Marine Forces Reserve is fielding several immersive complex digital video-based training systems, complete with the sights, sounds and chaos of today's battlefield environments. These systems are particularly important considering the limited training time and facilities available to our commanders. Last year we completed the fielding and upgrading of the Indoor Simulated Marksmanship Trainer-XP (ISMT). These simulators make it possible for the Marines to "employ" a variety of infantry weapons (pistols through heavy machineguns) in rifle squad scenarios. These simulators now serve as regional training centers and more are planned. The Virtual Combat Convoy Trainer-Reconfigurable Vehicle System provides invaluable pre-deployment training for the drivers or all makes and models of tactical vehicles. The conditions of terrain, road, weather, visibility and vehicle condition can all be varied, as can the combat

scenario (routine movement, ambush, IED, etc.) The simulator is a mobile, trailer-configured platform that utilizes a HMMWV mock-up, small arms, crew-served weapons, 360-degree visual display with after-action review/instant replay capability. We are now preparing to accept the fourth generation of this system, with student throughput doubling.

Another simulation technology being fielded is the Deployable Virtual Training Environment (DVTE.) The DVTE also provides small-unit echelons with the opportunity to continuously review and rehearse command and control procedures and battlefield concepts in a virtual environment. All of this provides individual, fire team, squad and platoon-level training associated with patrolling, ambushes and convoy operations. Additional features include supporting arms upgrades (for virtual combined arms indirect fire and forward air control training), combat engineer training, small-unit tactics training, tactical foreign language training and event-driven, ethics-based, decision-making training. It is important to recognize the key role Congress has played in the fielding these advanced training systems, all of which have been rapidly acquired and fielded with supplemental and NGREA funding.

V. FACILITIES

Marine Forces Reserve is comprised of 183 sites in 48 states, the District of Columbia, and Puerto Rico. These facilities consist of 32 owned sites, 151 tenant locations, 3 family housing sites, and a Marine barracks. In contrast to Active Duty installations that are normally closed to the general public, our reserve sites are openly located within civilian communities. This arrangement requires close partnering with state and local entities nationwide. Thus, the condition and appearance of our facilities may directly influence the American people's perception of the Marine Corps and the Armed Forces.

Department of Defense policy and the use of standardized models for Marine Forces Reserve Facilities Sustainment, Restoration, and Modernization (FSRM) dollars have greatly improved funding profiles for our Reserve Facilities over the last several years. We are experiencing some of the best levels of facility readiness due to increased funding in the last three years, complemented by the addition of $39.9 million in stimulus dollars from the American Recovery and Reinvestment Act of 2009.

We have repaired and upgraded sites across the country with projects continuing to completion in 2011. Between the BRAC 2005 and our normal Military Construction of Naval Reserve (MCNR) Program, we will have replaced over 35 of our 183 Reserve Centers in the next

two years. This represents the largest movement and upgrade in memory for the Marine Corps Reserve.

MARFORRES research and investment for the last two years in energy efficiency, sustainability, and renewable energy is coming to fruition this fiscal year. Every new FSRM renovation project or MILCON is targeted for energy efficiency and sustainability aspects in accordance with policy and Leadership in Energy and Environmental Design (LEED) guidelines. We recently commissioned our first LEED Silver building at Camp Lejeune (the first in the Marine Corps) and are anticipating completion this year of our first LEED Silver rehabilitation project for 4th Combat Engineer Battalion in Baltimore, Maryland (a potential first for the Marine Corps as well). All of our MILCON projects from FY09 on will comply with directives to achieve LEED silver or higher as funding profiles allow. We will be conducting energy assessments of all our thirty two owned sites this fiscal year along with preparation of smart metering technology for each to enhance conservation and management. The MARFORRES approach combines efficiency, conservation, and renewable aspects to achieve optimal return on investment. We have six active solar projects underway this year with all coming on line within the next twelve months. Our six wind turbine projects are under suitability and environmental evaluations. If findings support, they will start coming on line within eighteen months at an anticipated payback of as little as eight years. Marine Forces Reserve is working with the National Renewable Energy Lab to produce a sound renewable energy plan for all Marine Forces Reserve locations. Our investment and implementation of these technologies provides energy security, efficiency, and cost avoidance for our dispersed sites. The visibility of our projects in heartland of America and cities across the nation provides tangible evidence of our commitment to the future.

Marine Forces Reserve Facilities Sustainment, Restoration, and Modernization (FSRM) program funding levels continue to address immediate maintenance requirements and longer-term improvements to our older facilities. Sustainment funding has allowed us to maintain our current level of facility readiness without further facility degradation. Your continued support for both the MCNR program and a strong FSRM program are essential to addressing the aging infrastructure of the Marine Corps Reserve. The MCNR program for exclusive Marine Corps construction must effectively target limited funding to address at least $132 million in deferred construction projects of our aging infrastructure. Increases in our baseline funding over the last

six years have helped to address these deferred projects substantially. Over twenty seven percent of the reserve centers our Marines train in are more than thirty years old and of these, fifty five percent are more than fifty years old. Past authorizations have improved the status of facilities in the thirty to fifty year range and continued investment will allow for further modernization. The $35 million in additional MCNR funding this FY has allowed MARFORRES to commence several additional projects.

The Base Realignment & Closure (BRAC) 2005 continues to move forward and the Marine Corps Reserve will relocate twelve units to consolidated Reserve centers this fiscal year. Marine Forces Reserve is executing twenty five of the Marines Corps' forty seven BRAC directed projects to include the only closure; Mobilization Command in Kansas City Missouri, is moving to New Orleans, LA. Of these twenty five BRAC actions, twenty one are linked to Army and Navy military construction projects. Our BRAC plans are tightly linked to those of other services and government agencies as we develop cooperative plans to share reserve centers and coexist in emergent joint bases such as Joint Base Maguire-Dix-Lakehurst. All remaining Marine Corps Reserve BRAC projects are on track for successful completion with the directed timelines for closure.

Of special note is the movement of Headquarters, Marine Forces Reserve and consolidation of its major subordinate commands in New Orleans. This unique BRAC project, integrating state, local and federal efforts, is now well underway for the new headquarters compound and tracking for on time completion. The state of Louisiana is providing construction dollars for the new headquarters facility and saving the federal government more than one hundred and thirty million dollars. The Department of the Navy is providing the interior finishings and security infrastructure in accordance with the lease agreement. This building will incorporate multiple energy and environmentally friendly processes to meet LEED certifiable standards. Marine Forces Reserve is working with the Department of Energy's Federal Energy Management Program to maximize the sustainability and energy efficiencies of the buildings and compound. Upon completion and certification, this building and its surrounding acreage will become the newest Marine Corps Installation: Marine Corps Support Facility, New Orleans.

Our Marine Forces Reserve Environmental Program employs the Environmental Management System (EMS), which uses a systematic approach to ensure that environmental activities are well managed and continuously improving. Additionally, Marine Forces Reserve

has initiated a nationwide program to reduce hazardous waste production and ensure proper disposal at our centers. Our Green Box Battery Program was responsible in FY09 for recycling over two tons of various types of batteries alone. MARFORRES Environmental undertook steps to replace the recycling equipment with completely operable, fully recycling systems. Through FY09, wash rack recycling systems at sixteen reserve center sites have been replaced. This project has saved over six hundred and fifty thousand gallons of water and cost savings of five hundred thousand dollars, not to mention the enhanced risk avoidance to our national water infrastructure. Marine Forces Reserve is updating all environment baseline surveys of our owned sites to ensure we are current in all aspects of caring for our nation's resources.

VI. HEALTH SERVICES

The most important part of any Marine organization is of course the Marines, Sailors, Civilian Marines and families who shoulder the burden of defending our country every day. Taking care of them is a sacred trust. This begins with arduous training for combat, and equipping them with the best equipment in the world to do the job once deployed to the fight. It then extends to providing the best health care possible to them and their loved ones. Our routine health services priority is to attain and maintain Individual Medical and Dental Readiness goals as set by the Department of Defense. In 2009, individual medical and dental readiness for our Marines and sailors was sixty eight percent and seventy seven percent respectively. This represents a five percent improvement over the previous year.

The Reserve Health Readiness Program (RHRP) is the cornerstone for individual medical readiness. This program funds contracted medical and dental specialists to provide health care services to units specifically to increase individual medical and dental readiness. In the near term Navy medicine supports through various independent contracted programs such as the Post Deployment Health Reassessment (PDHRA), and the Psychological Health Outreach Program. The first identifies health issues with specific emphasis on mental health concerns which may have emerged since returning from deployment, while the Psychological Health Outreach Program addresses post deployment behavioral health concerns through a referral and tracking process. Worthy of mention in the area of mental health is our full participation in a very recent initiative designed and ruthlessly monitored by our Commandant and Assistant Commandant, in an effort to get at the tragedy of suicide. Our Warrior Preservation Program, run by senior staff

officers and non-commissioned officers has trained two hundred thirty nine instructors who will return to their home units and reinforce the important lessons they received. We conducted training for all of our personnel at each of our units and I have as the Commander, filmed my own message on this topic and prominently displayed it on our public website.

TRICARE remains a key piece of our medical support programs, providing medical, dental and behavioral health services. Members of the Selected Reserve qualify for and may enroll in TRICARE Reserve Select, which provides TRICARE Standard coverage until the member is activated. While on military duty for 30 days or less a Reservist who does not choose TRICARE Reserve Select coverage is covered under Line of Duty care. Upon activation, and during any applicable early identification period, the Reservist is covered by TRICARE Prime and may choose to enroll eligible family members in TRICARE Prime, Prime Remote or Standard. When deactivated, a Reservist who mobilized in support of overseas contingency operations is eligible for one hundred eighty days of TRICARE transitional health plan options. With your support these DOD programs will continue to provide Reservists and their family members' important medical benefits as they transition on and off active duty status

VII. QUALITY OF LIFE

Our Commandant has affirmed that our Corps' commitment to Marines and Sailors in harm's way extends to their families at home. As part of Marine Corps reforms to enhance family support, we are placing full-time Family Readiness Officers (FROs), staffed by either civilians or Active Duty Marines, at the battalion/squadron level and above to support the Commandant's family readiness mission. As you might imagine an organization spread across the nation and overseas has unique challenges, but communication technologies, improved procedures and processes have worked to more effectively inform and empower family members including spouses, children and parents who often have little routine contact with the Marine Corps and live far from large military support facilities. The installation of full-time Family Readiness Officers at the battalions and squadrons bridges many gaps and overcomes many challenges unique to the reserve component. It is a low cost solution with a significant return on investment and I urge the continued support of this critical program.

We fully recognize the strategic role our families have in mission readiness, particularly with mobilization preparedness. We prepare our families for day-to-day military life and the deployment cycle by providing education at unit family days, pre-deployment briefs, return and

reunion briefs, and post-deployment briefs. To better prepare our Marines and their families for activation, Marine Forces Reserve is fully engaged with OSD to implement the Yellow Ribbon Reintegration Program, much of which we have had in place for quite some time. We are particularly supportive of Military OneSource, which provides our reservists and their families with an around-the-clock information and referral service via toll-free telephone and internet access on subjects such as parenting, childcare, education, finances, legal issues, deployment, crisis support, and relocation.

Through the DoD contract with the Armed Services YMCA, the families of our deployed Reserve Marines are enjoying complimentary fitness memberships at participating YMCA's throughout the United States and Puerto Rico. Our Active Duty Marines and their families located at Independent Duty Stations have access to these services as well.

The Marine Forces Reserve Lifelong Learning Program continues to provide educational information to service members, families, retirees, and civilian employees. More than eleven hundred Marine Forces Reserve personnel (Active and Reserve) enjoyed the benefit of Tuition Assistance, utilizing more than three million dollars that funded more than thirty nine hundred courses during Fiscal Year 2009. The Marine Corps' partnership with the Boys and Girls Clubs of America (BGCA) and the National Association for Child Care Resources and Referral Agencies (NACCRRA) continues to provide a great resource for service members and their families in accessing affordable child care, before, during, and after a deployment in support of overseas contingency operations. We also partnered with the Early Head Start National Resource Center Zero to Three to expand services for family members of our Reservists who reside in isolated and geographically-separated areas.

Managed Health Network (MHN) is an OSD-contracted support resource that provides surge augmentation counselors for our base counseling centers and primary support at sites around the country to address catastrophic requirements. The Peacetime/Wartime Support Team and the support structure within the Inspector-Instructor staffs at our reserve sites provide families of activated and deployed Marines with assistance in a number of support areas. Family readiness directly impacts mission readiness and your continued support of these initiatives is deeply appreciated.

VIII. CASUALTY ASSISTANCE AND MILITARY FUNERAL HONORS

Casualty assistance remains a significant responsibility of active component Marines assigned to our Inspector – Instructor and Site Support staffs. Continued operational efforts in Afghanistan and Iraq have required that these Marines remain ready at all times to support the families of our Marines fallen in combat abroad or in unforeseen circumstances at home. By virtue of our geographic dispersion, Marine Forces Reserve personnel are best positioned to accomplish the vast majority of all Marine Corps casualty assistance calls and are trained to provide assistance to the family. Historically, Marine Forces Reserve personnel have been involved in approximately ninety percent of all Marine Corps casualty notifications and follow-on assistance calls to the next of kin. There is no duty to our families that we treat with more importance, and the responsibilities of our Casualty Assistance Calls Officers (CACOs) continue well beyond notification. We ensure that our CACOs are adequately trained, equipped, and supported by all levels of command. Once a CACO is designated, he or she assists the family members in every possible way, from planning the return of remains and the final rest of their Marine to advice and counsel regarding benefits and entitlements. In many cases, our CACOs provide a permanent bridge between the Marine Corps and the family, and assist greatly in the process of grieving. The CACO is the family's central point of contact and support, and is charged to serve as a representative or liaison to the media, funeral home, government agencies, or any other agency that may become involved.

Additionally, Marine Forces Reserve units provide significant support for military funeral honors for our veterans. The active duty site support staff members, with augmentation from their Reserve Marines, performed more than twelve thousand seven hundred military funeral honors in 2009 (ninety one percent of the Marine Corps total.) We anticipate providing funeral honors to more than thirteen thousand Marine veterans in 2010, even as projected veteran deaths slowly decline. Specific authorizations to fund Reserve Marines in the performance of military funeral honors have greatly assisted us at sites such as Bridgeton, Mo., Chicago, Ill. and Ft. Devens, Mass., where more than ten funerals are consistently supported each week. As with Casualty Assistance, we place enormous emphasis on providing timely and professionally executed military funeral honor support.

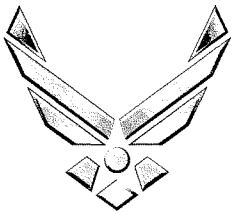
IX. CONCLUSION

Your Marine Corps Reserve is operational and fully committed to train and execute the Commandant's vision for the Total Force. The momentum gained over the past nine years, in

Iraq, Afghanistan and in support of theater engagements around the globe remains sustainable through coordinated focus, processes and planning.

In everything we do, we remain focused on the individual Marine and Sailor in combat. Supporting that individual requires realistic training, proper equipment, the full range of support services and professional opportunities for education, advancement and retention. That is our charge. You should know that the patriots who fill our ranks do so for the myriad reasons familiar to those who wear this uniform and those who sustain us. Yet reservists serve while balancing civilian careers and outside responsibilities, often at significant personal cost. Your continued unwavering support of the Marine Corps Reserve and associated programs is greatly appreciated. Semper Fidelis.

United States Air Force



Testimony

Before the House Armed Services Committee, Subcommittee on Military Personnel

Supporting the Reserve Components as an Operational Reserve – Key Military Personnel Legislative Initiatives

Statement of
Lieutenant General Charles E. Stenner, Jr.,
Chief, Air Force Reserve

April 15, 2010

Supporting the Reserve Components as an Operational Reserve – Key Military Personnel Legislative Initiatives, April 15, 2010

Mr. Chairman and distinguished members of the Committee, I appreciate the opportunity to appear before you today and discuss the state of the Air Force Reserve.

The 21st Century security environment requires military services that are flexible -- capable of surging, refocusing, and continuously engaging without exhausting their resources and people. Moreover, the 21st Century fiscal environment is becoming ever-more constrained as threats by rising nations and pressing national interests compete for limited resources.

In this challenging environment, the Air Force Reserve has never been more relevant. Reserve Airmen continue to support our Nation's needs, providing superb operational capability around the globe. We have sustained this operational capability for nearly twenty years -- at high operations tempo for the past nine years. The Air Force Reserve is accomplishing this while still providing a cost-effective Tier 1 ready force to the Nation available for strategic surge or ongoing operations.

Speaking of ongoing operations, U.S. Air Force C-130 aircrews were among the first U.S. military to respond to the earthquake disaster in Haiti, on the ground in Port Au Prince within twenty-four hours of the earthquake. This quick response was not simply fortuitous, but the result of planning, preparedness, and readiness. This rapid-response capability is available 24/7, 365 days a year through OPERATION CORONET OAK.[1]

Since 1977, the OPERATION CORONET OAK mission has been manned primarily by Air Force Reserve and Air National Guard crews who rotate every two weeks, year-round. Crews from the Regular Air Force now perform about 1/3 of the mission. These OPERATION CORONET OAK crews are postured to respond within three hours of notification to any crises requiring airlift support within the U.S. Southern Command Area of Responsibility (AOR).

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[1] In addition to Haitian relief support through OPERATION CORONET OAK, Air Force Reserve ISR personnel provided exploitation support to assess the damage and focus relief while Air Force Reserve airlift crew saved lives with much needed medical, water and food supplies flown into Haiti. Air Force Reserve members in fact planned, commanded and exploited Global Hawk derived exploitation missions in order to provide situational awareness on infrastructure status and guide relief efforts during one of the worst earthquakes to hit Haiti on over 200 years. The professional expertise and capabilities of these seasoned Citizen Airmen demonstrates the flexibility and service inherit in the men and women of the Air Force Reserve as they shifted from supporting combat operations to humanitarian relief.

This predictable-rotational mission allows Reservists to perform real-world operational missions and still meet their obligations to their full-time civilian employers. And, like Air Expeditionary Force (AEF) rotations, this operation leverages the Tier 1 readiness of Air Force Reserve Airmen in a way that works for the Combatant Commander, and the Reservist. Equally important, when Air Force Reserve Airmen are not training or performing an operational mission – they are not being paid; yet they remain ready to respond to any crisis within seventy-two hours should they be called upon. In this resource-constrained environment in which manpower costs are placing downward pressure on our budgets, I believe this full-time readiness/part-time cost is a great use of taxpayer dollars.

This next year brings new challenges and opportunities. Air Force Reserve Airmen are being integrated into a wider variety of missions across the full spectrum of Air Force operations. Indeed, the Department of Defense (DoD) is considering using Reservists from all services to perform missions utilizing their unique civilian skill sets.

The challenges we face are not unique to the Air Force Reserve or the Air Force as a whole. Each of the military services is being asked to shift capability and capacity across the spectrum of conflict--including irregular warfare--and to resource accordingly. Each has been asked to shift focus away from major weapon systems acquisitions and to the current fight.[2]

To do so, all three components of the Air Force must continually strive to improve the capability provided to the warfighter. Each service component must examine its existing business practices and explore new processes to make optimal use of personnel, platforms, and monetary resources. The Air Force Reserve is helping lead the way in improving Air Force capability as we approach Fiscal Year (FY) 2011 and beyond.

As the Nation looks for ways to strengthen its organizations and integrate all of the untapped resources it will need in facing the challenges of the 21st Century, we submit that a model by which ordinary people, dedicated to serving their country in ways that meet both their

[2] In Operations Enduring and Iraqi Freedom, Reserve C-130 crews flew over 9,800 hours in FY 2009; Reserve F-16 and A-10 crews flew over 5,400 hours. The Air Force Reserve provides 24 crews and 12 fighter aircraft to USCENTCOM in their regularly scheduled rotations for the close air support mission.

needs and the needs of the Nation, is already manifest in the US Air Force every day -- in the extraordinary Americans of the Air Force Reserve.

I'm proud to serve alongside these great Airmen and as Chief and Commander of the Air Force Reserve, I have made a promise to them that I will advocate on their behalf for resources and legislation that will allow them to serve more flexibly in peace and war with minimum impact to their civilian careers, their families and their employers. I will work to eliminate barriers to service, so that they can more easily serve in the status that meets their needs and those of the Air Force. And, I will work to efficiently and effectively manage our Air Force Reserve to meet the requirements of the Joint warfighter and the Nation.

Recruiting and Retention

Over the last nine years, the Air Force Reserve has exceeded its recruiting goals and is on track to meet FY 2010 recruiting and end-strength goals. Our success in great part has been due to the accessions of experienced Active Component members upon completion of their active duty commitments. Indeed, recruiting highly trained individuals is essential to lowering the training costs for the Air Force Reserve. For some of our most critical specialties, affiliation and retention bonuses have provided a greater return on investment versus recruiting non-prior service Airmen. However, due to lower Regular Air Force attrition rates, we no longer have the luxury of large numbers of experienced Airmen leaving Active service.

As the Air Force Reserve builds end strength to meet the needs of new and emerging missions, we are facing significant recruiting challenges. Not only will the Air Force Reserve have access to fewer prior-service Airmen; but, we will be competing with all other services for non-prior service (NPS) recruits. In fact, our non-prior service recruiting requirement has nearly doubled since the end of FY 2007. To improve our chances of success, we have increased the number of recruiters over the next two years.

Air Force Reserve retention is solid with positive gains in all categories in FY 2009, after rebounding from a slight annual drop from FY 2006-FY 2008. Both officer and enlisted retention are up; enlisted retention has returned to the FY 2006 rate. Career Airman retention is at its highest level in the last five years.

Some of this success can be attributed to implementing several retention-focused initiatives such as developing a wing retention report card tool and General Officer emphasis on retention during base visits. With Air Force Reserve retention at its best for the last three years, this renewed focus on retention is expected to ensure that rates continue on a positive trend.

We can't take all the credit for this success. Congress has generously responded to our requests for assistance with improved benefits such as the Post-9/11 GI Bill, inactive duty training (IDT) travel pay, and affordable TRICARE for members of the Selected Reserve.

To date, under the conditions of the Post-9/11 GI Bill benefit, the Air Force Reserve has processed over 4,400 transferability requests impacting nearly 7,000 dependents. Under the Individual Duty Training travel pay benefit, more than 5,100 Air Force Reservists have received this benefit. This has helped us address those critical duty areas where we have staffing shortages.

Since October 2007 when the three-tier TRICARE plan was eliminated, the Air Force Reserve has seen an increase in covered lives from 4,541 to 14,982 through January 31, 2010, equaling a 330 percent increase in program usage. The current coverage plan has made TRICARE more accessible and affordable for members of the Selected Reserve at a critical time when healthcare costs are rising. In addition to these new benefits, the Air Force Reserve has taken advantage of the many tools that you have provided us including the bonus program, the Yellow Ribbon Program, and our Seasoning Training program.

The Bonus program has been pivotal to recruiting and retaining the right people with the right skills to meet Combatant Commander warfighting requirements. The Air Force Reserve uses the Bonus Program to fill requirements on our "Critical Skills List." Those skills are deemed vital to Air Force Reserve mission capability. Development of these skills usually requires long training courses and members who have these skills are in high demand within the private sector. We are able to offer a wide menu of bonuses for enlistment, reenlistment, affiliation, and health professionals.

Our Yellow Ribbon Reintegration Office is up and running and fully implementing Department of Defense directives. Our program strives to provide guidance and support to the

military members and their families at a time when they need it the most, to ease the stress and strain of deployments and reintegration back to family life. Since the standup of our program from August 2008 to December 2009, we have hosted 113 total events across 39 Wings and Groups. 4,515 Reservists and 3,735 family members attended these events reflecting a 67 percent program usage rate for members deployed during this timeframe. From event exit surveys and through both formal and informal feedback, attendees indicated positive impressions, expressing comments about feeling "better prepared, (and) confident following events."

Designed to build a "ready force," our Seasoning Training Program allows recent graduates of initial and intermediate level specialty training to voluntarily remain on active duty to complete upgrade training. The results have been a larger pool of deployable Reservists at an accelerated rate through this program. As a force multiplier, seasoning training is ensuring the Air Force Reserve maintains its reputation for providing combat-ready Airmen for today's joint fight. The Seasoning Training Program is also proving beneficial for recruiting, training, and retaining members in the Air Force Reserve. This program is a success story and one that we will build on in the next year.

The Air Force Reserve is working hard to increase Reservists' awareness of benefits and incentives associated with their service. Reservists are taking advantage of these programs because they are having their intended effect. These programs are helping to create the sustainable and predictable lifestyle that our members need to continue to serve in the Air Force Reserve.

I am confident that as we act on not only our Air Force Reserve priorities, but also on those of the Air Force and the Department of Defense with the continued support of this Committee and Congress, we will be able to continue to meet the needs of Combatant Commanders and the Nation with a viable operational and strategic Air Force Reserve.

Supporting the Reserve Components as an Operational Reserve – Key Military Personnel Legislative Initiatives, April 15, 2010

Maintain a Strategic Reserve while Providing an Operational, Mission Ready Force

The Air Force Reserve is first and foremost a strategic reserve leveraged to provide an operational, mission ready force in all mission areas.[3] Air Force Reserve Airmen accomplish this by training to the same standards and currencies as their Regular Air Force counterparts. As indicated at the outset, Air Force Reserve Airmen continue to volunteer at high levels and

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[3] Airmen of the Selected Reserve are mission-ready, capable of performing ongoing operations. Collectively, they have met the operational needs of the Air Force for decades--largely through volunteerism, but also through full-time mobilization. Between 1991 and 2003, Reservists supported the no-fly areas of Operations Northern and Southern Watch. Since the attacks on 11 Sept 2001, 54,000 Reservists have been mobilized to participate in Operations Enduring Freedom, Noble Eagle, and Operation Iraqi Freedom—6,000 remain on active duty status today. It is a fact that the Air Force now, more than any other time, relies on members of the Reserve and Guard to meet its operational requirements around the globe.

The Air Force Reserve maintains 60% of the Air Force's total Aeromedical Evacuation (AE) capability. Reserve AE crews and operations teams provide a critical lifeline home for our injured warfighters. Our highly trained AE personnel fill 43% of each AEF rotation and augment existing USEUCOM and USPACOM AE forces in conducting 12 Tanker Airlift Control Center tasked AE channel missions each quarter--all on a volunteer basis.

In 2009, the men and women of our Combat Search and Rescue (CSAR) forces have been heavily engaged in life saving operations at home and abroad. Since February, Airmen of the 920th Rescue Wing at Patrick Air Force Base, Florida, and their sister units in Arizona and Oregon, flew over 500 hours and saved more than 200 U.S. troops on HH-60 helicopter missions in support of U.S. Army medical evacuation operations in Iraq and Afghanistan. While mobilized for 14 months in support of combat missions abroad, the 920th continued to provide humanitarian relief in response to natural disasters at home, as well as provide search and rescue support for NASA shuttle and rocket launches. In addition, the 39th Rescue Squadron (HC-130s), also at Patrick AFB, flew rescue missions in Africa and provided airborne CSAR support during the rescue of the Maersk Alabama's Captain from Somalian pirates.

The Air Force Reserve provides 100% of the airborne weather reconnaissance (hurricane hunting) capability for the Department of Defense. Throughout the year, the Citizen Airmen of the Air Force Reserve's 53rd Weather Reconnaissance Squadron "Hurricane Hunters", a component of the 403rd Wing located at Keesler Air Force Base in Biloxi, Mississippi fly over 1,500 operational storm hours. The Hurricane Hunters have 10 WC-130J Super Hercules aircraft that are equipped with palletized meteorological data-gathering instruments. They fly surveillance missions of tropical storms and hurricanes in the Atlantic Ocean, the Caribbean Sea, the Gulf of Mexico and the central Pacific Ocean for the National Hurricane Center in Miami. The unit also flies winter storm missions off both coasts of the United States and is also used to perform advanced weather research missions for the DoD and the National Oceanic and Atmospheric Administration (NOAA). The life-saving data collected makes possible advance warning of hurricanes and increases the accuracy of hurricane predictions warnings by as much as 30%.

In addition to our hurricane mission, the Air Force Reserve provides 100% of the aerial spray mission in support of the Federal Emergency Management Agency, the Centers for Disease Control, and state public health officials. Air Force Reserve aircrews and C-130s from the 910th Airlift Wing, Youngstown Air Reserve Station, Ohio, sprayed more than a million storm ravaged acres of land with pesticides to control the spread of disease.

Our intelligence, surveillance and reconnaissance professionals are providing critical information as they answer the nation's call to service. Since Sep 11, 2001, 1,079 intelligence personnel have deployed in support of world-wide contingency missions to include Afghanistan and Iraq. For the foreseeable future, Reserve intelligence professionals will continue to be deployed throughout the Combatant Command theaters, engaged in operations ranging from intelligence support to fighter, airlift, and tanker missions to ISR operations in Combined Air Operations Centers and Combined/Joint Task Forces as well as support to the National Command Authority, such as, Defense Intelligence Agency, National Security Agency and National Geospatial-Intelligence Agency.

These are but a few examples of the dedication and contributions our Air Force Reserve Airmen have made and will continue to make around the clock, around the world, each and every day.

provide superb operational capability around the globe, serving side by side with the joint team. These Airmen provide the insurance policy the Air Force and the Nation need: a surge capability in times of national crises. In fact, the Air Force Reserve is currently mobilizing our strategic airlift resources and expeditionary support to assist surge requirements in Afghanistan.[4]

The Air Force Reserve is a repository of experience and expertise for the Air Force. Air Force Reserve Airmen are among the most experienced Airmen in the Air Force. Air Force Reserve officers average roughly 15 years of experience, and enlisted members average 14 years of experience, compared to 11 years and 9 years for Regular Air Force officers and enlisted, respectively. In fact, roughly 64 percent of Air Force Reserve Airmen have prior military experience.

Reserve Airmen are a cost-effective force provider, comprising nearly 14 percent of the total Air Force authorized end-strength at only 5.3 percent of the military personnel budget. Put differently, Air Force Reserve Airmen cost per capita is 27.7 percent of that of Regular Air Force Airmen, or roughly 3.5 Reserve Airmen to one Regular Airman.[5]

However, we cannot take for granted the high level of commitment our Reservists have thus far demonstrated. We must do our best to ensure their continued service. Accordingly, we are undertaking enterprise-wide actions to make Air Force Reserve service more predictable.

In the Air Force Reserve, we are revising our management structures and practices to eliminate redundancies associated with mobilizing and deploying Reservists to meet Combatant Commanders' requirements. The intent is to create an integrated process that will be more responsive to the needs of Reservists, provide them greater predictability, make participation

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[4] Our Reserve community continues to answer our nation's call to duty with large numbers of volunteer Reservists providing essential support to Combatant Commanders. 46% percent of the Air Force's strategic airlift mission and 23% of its tanker mission capability are provided by Reserve Airmen. We currently have over 450 C-17, C-5, KC-135, and KC-10 personnel on active duty orders supporting the air refueling and airlift requirements.

[5] FY 2008 Budget, figures derived from ABIDES (Automated Budget Interactive Data Environment System), the budget system currently in use by the Air Force and recognized as the official Air Force position with respect to the Planning, Programming and Budget Execution (PPBE) system. Inflation data used for any constant dollar calculations were based on average Consumer Price Index for All Urban Consumers (CPI-U) rates for the past ten years: roughly 2.6% average annual rate of inflation. Medicare Eligible Retirement Health Care (MERHC) is an accrual account used to pay for health care of Medicare-eligible retirees (age 65 and beyond). Cost per capita figures were derived dividing cost of Selected Reserve program by Selected Reserve end-strength. When MERHC figures are included, the cost of Air Force Reserve Airmen to Regular Air Force Airmen increases to 30.4%.

levels more certain, and ultimately provide Combatant Commanders with a more sustainable operational capability. This is still a work in progress.

At the Pentagon, the Air Force Reserve is examining its processes to improve Reserve interaction among the Air Force Headquarters staff to better support the Chief of Air Force Reserve, the Chief of Staff of the Air Force, and the Secretary of the Air Force in discharging their service responsibilities. Through the Air Reserve Personnel Center, the Air Force Reserve is also taking action to improve Reserve and Air National Guard personnel administrative and management capabilities. Collectively, these actions will contribute to the overall health of the strategic reserve and improve the sustainability of the Air Force Reserve and the Air Force operational capability required by the warfighters in this new century.

Preserve the Care and Viability of the Reserve Triad

Reservists have relationships with three basic entities: family, civilian employer, and military employer--what I like to call "The Reserve Triad." Helping our Airmen preserve these relationships is critical to our sustainability. In this Year of the Air Force Family, our policies and our actions must support the viability of these relationships--especially the one Reservists have with their families. Open communication about expectations, requirements, and opportunities will provide needed predictability and balance among all three commitments.

To that end, we are now consistently and actively surveying Reserve and Regular Airmen to better understand why they come to serve and why they stay. We are continually learning and gaining a better understanding of attitudes toward service and issues associated with employers and family. From their feedback, I can better advocate for benefits that help us recruit and retain Airmen for the Air Force Reserve.

Military services must be flexible: capable of surging, refocusing, and continuously engaging without exhausting resources and people. That is sustainability. Approaching FY 2011 and beyond, it is imperative that we preserve the health of our strategic Reserve and improve our ability to sustain our operational capability. Going forward, we need to continuously balance capabilities and capacity against both near-term and long-term requirements.

Clearly, in a time of constricted budgets and higher costs, in-depth analysis is required to effectively prioritize our needs. We must understand the role we play in supporting the warfighter and concentrate our limited resources in areas that will give us the most return on our investment. Optimizing the capability we present to the warfighter is a top priority, but we must simultaneously support our Airmen, giving them the opportunity to have a predictable service schedule and not serve more than they can sustain.

Broaden Total Force Initiative Opportunities

As weapons systems become increasingly expensive and more capable, their numbers necessarily go down. Aging platforms are being retired and not replaced on a one-for-one basis. The Air Force is required to make the most of its smaller inventory. To this end, the Air Force Reserve, Air National Guard, and Regular Air Force are integrating across the force, exploring associations wherever practical. The Air Force is aggressively examining all Air Force core functions for integration opportunities.[6]

[6] The Air Force uses three types of associations to leverage the combined resources and experience levels of all three components: "Classic Association," "Active Association," and "Air Reserve Component Association."

Under the "Classic" model, so-called because it is the first to be used, a Regular Air Force unit is the host unit and retains primary responsibility for the weapon system, and a Reserve or Guard unit is the tenant. This model has flourished in the Military Airlift and Air Mobility Commands for over 40 years. We are now beginning to use it in the Combat Air Forces (CAF): our first fighter aircraft "Classic" association at Hill Air Force Base, Utah, attained Initial Operational Capability in June of 2008. This association combined the Regular Air Force's 388th Fighter Wing, the Air Force's largest F-16 fleet, with the Air Force Reserve's 419th Fighter Wing, becoming the benchmark and lens through which the Air Force will look at every new mission. The 477th Fighter Group, an F-22 unit in Elmendorf, Alaska, continues to mature as the first AFR F-22A associate unit. This unit also achieved Initial Operating Capability in 2008 and will eventually grow into a two-squadron association with the Regular Air Force.

The Air Force Reserve Command is establishing its first Intelligence, Surveillance and Reconnaissance Group Association at Langley AFB, VA, this year. This Group and assigned Intelligence Squadrons of Reserve Airmen will partner with the Regular Air Force to provide operational command and control of units delivering real-time, tailored intelligence to combat forces engaged in missions in Iraq and Afghanistan, with data derived from theater Predator/Reapers, Global Hawks and U-2s, in partnership with the Total Force team. The Air Force has also programmed additional associate intelligence squadrons for Beale and Langley Air Force Bases for distributed support to global ISR operations to include USEUCOM, and USPACOM theaters. Once these units have reached full operational capability, Air Force Reserve exploitation and analysis surge capacity of Remotely Piloted Aircraft (RPAs) will be approximately 10% of the Air Force's capability based on 65 orbits. Additional Command and Control Intelligence, Surveillance, and Reconnaissance capability is being stood up with an AFRC associate Air Forces Forces Command (AFFOR) unit at Beale AFB, CA, to support USPACOM and one at Hurlburt AFB, FL to support USSOCOM global Special Operations Forces. These new capabilities create a strategic reserve force ready to respond to the call of our nation, capable of being leveraged as operational crews ready and willing to support the Regular Air Force in everyday missions around the world. This model has proven itself and is the basis for the growth of associations over the last five years.

Supporting the Reserve Components as an Operational Reserve – Key Military Personnel Legislative Initiatives, April 15, 2010

Over the past 40 years, we have established a wide variety of associate units throughout the Air Force, combining the assets and manpower of all three components to establish units that capitalize on the strengths each component brings to the mix. We recently partnered with Air Mobility Command to create three more active associate flying squadrons in 2010 and beyond. About 500 Regular Airmen will associate with Air Force Reserve flying units at Keesler AFB, MS (C-130J); March Air Reserve Base, CA (KC-135); and Peterson AFB, CO (C-130H) by 2012.[7]

But associations are not simply about sharing equipment. The goal is to enhance combat capability and increase force-wide efficiency by leveraging the resources and strengths of the Regular Air Force, Air National Guard, and Air Force Reserve while respecting unique component cultures in the process. To better accommodate the Air Force-wide integration effort, the Air Force Reserve has been examining its four decades of association experience. With Regular Air Force and Air National Guard assessment teams, we have developed analytical tools to determine the optimal mix of Reserve, Guard, and Regular forces in any given mission. These tools will give the Air Force a solid business case for associating as we go forward.

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[7] Under the "Active" model, the Air Force Reserve or Guard unit is host and has primary responsibility for the weapon system while the Regular Air Force provides additional aircrews to the unit. The 932nd Airlift Wing is the first ever Operational Support Airlift Wing in the Air Force Reserve with 3 C-9Cs and 3 C-40s. Additionally, the Air Force Reserve will take delivery of an additional C-40 in FY 2011, appropriated in the FY 2009 Consolidated Security, Disaster Assistance and Continuing Appropriations Act. This additional C-40 will help to replace the 3 C-9Cs, which are costly to maintain and fly. To better utilize the current fleet of C-40s at the 932nd, the Air Force created an Active Association. We also are benefitting from our first C-130 Active Association with the 440th AW at Pope AFB.

Under the "Air Reserve Component (ARC)" model, now resident at Niagara Falls Air Reserve Station (ARS) in New York, the Air Force Reserve has primary responsibility for the equipment while the Guard shares in the operation of the equipment and works side by side with the Reserve to maintain the equipment. The Air National Guard has transitioned from the KC-135 air refueling tanker to the C-130, associating with the 914th Reserve Airlift Wing. The 914th added four additional C-130s, resulting in 12 C-130s at Niagara ARS. This ARC Association model provides a strategic and operational force for the Regular Air Force while capitalizing on the strengths of the Air National Guard and Air Force Reserve. Additionally, in this case it provides the State of New York with the needed capability to respond to state emergencies.

The Air Force Reserve has 9 host units and is the tenant at 53 locations. There are currently more than 100 integration initiatives being undertaken by the Air Force and Air Reserve Components.

Air Force Reserve Manpower

The Air Force is balancing Reserve forces across the full spectrum of conflict. We are leveraging the experience of Reservists to alleviate stressed career fields. And we are improving our ability to retain experienced Airmen by providing them a means to stay in the service following any life-changing decisions they make regarding full-time participation. Over the next decade, the Air Force Reserve will grow into many new mission areas, including nuclear enterprise, intelligence, surveillance, reconnaissance, unmanned aerial systems, space, and cyberspace.

However, rebalancing a force can take time, and the fight is now. To meet the more pressing needs of the Air Force, such as easing strain on stressed career fields and taking on new mission sets, the Air Force Reserve is growing by 2,100 Airmen in FY 2010. This will bring Air Force Reserve authorized end-strength to 69,500. By FY 2013, Air Force Reserve end-strength is planned to grow to 72,100.

These manpower increases are placing a premium on recruiting highly qualified and motivated Airmen and providing them the necessary training. The Air Force Reserve recruiting goal for FY 2010 is 10,500. While we met our goal of 8,800 new Airmen for FY 2009 in August, nearly two months before the end of the fiscal year, our forecast models indicate we will continue to face challenges in both recruiting and retention.

Each of these measures—Total Force Integration (TFI), expanding into new mission areas, rebalancing of forces, and, where needed, increasing manpower--will help the Air Force more closely align force structure to current and future DoD requirements, as well as provide increased capability to the combatant commanders.

Air Force Reserve Modernization

The Air Force Reserve is an organization of extraordinary working people, wedded to the fabric of our great Nation. Our Citizen Airmen support all Air Force mission areas in air, space, and cyberspace. They are trained to the same standards and readiness as their Regular Component peers and are among the most highly-experienced members of the United States Air Force.

Supporting the Reserve Components as an Operational Reserve – Key Military Personnel Legislative Initiatives, April 15, 2010

A number of trends continue to influence dependence on Air Force Reserve forces to meet the strategic and operational demands of our nation's defense: sustaining operations on five continents plus surge efforts in Iraq and Afghanistan and the resulting wear and tear on our aging equipment; increasing competition for defense budget resources; and increasing integration of the three Air Force components.

The Air Force leverages the value of its Reserve Components through association constructs in which units of the three components share equipment and facilities around a common mission. Increasing integration of all three Air Force components requires a holistic approach be taken when modernizing. To ensure our integrated units achieve maximum capability, the precision attack and defensive equipment the Air Force Reserve employs must be interoperable not only with the Guard and Regular Component, but the Joint force as well.

As Chief of the Air Force Reserve, I am dedicated to ensuring that Air Force Reservists have the training and equipment available to them required to provide for our Nation's defense. I appreciate the attention and resources provided to the Reserve thus far, and I ask for your continued support.

The National Guard Reserve Equipment Account (NGREA) appropriation has resulted in an increase in readiness and combat capability for both the Reserve and the Guard. For FY 2010, the Air Force Reserve Command received $55 million in NGREA appropriations. This resulted in the ability to purchase critical warfighting requirements for Reserve-owned equipment including critical upgrades to targeting pods, aircraft defense systems for C-5s and C-130s, and personnel protective equipment like security forces tactical weapons. These new capabilities are directly tied to better air support for our Soldiers and Marines in Iraq and Afghanistan. NGREA funding has helped the Air Force Reserve to remain relevant in today's fight as well as the ability to remain ready and capable in future conflicts. We truly appreciate and thank you for your support with this critical program.

Military Construction (MILCON) and Infrastructure Modernization

Along with challenges in modernizing our equipment, we face challenges modernizing our infrastructure. During the FY 2011 budget formulation, both the Regular Air Force and the Air Force Reserve took risk in military construction in order to fund higher priorities. Over time, this assumption of additional risk has resulted in a continuing backlog exceeding $1 billion for the Air Force Reserve. I would be remiss if I didn't take this opportunity to sincerely thank you for the $112 million that we received in last fiscal year's military construction authorization and appropriation. This allowed us to address some of the most dire needs that exist in our backlog.

We will continue to work within the fiscal constraints and mitigate risk where possible to ensure our facilities are modernized to provide a safe and adequate working environment for all of our Airmen.

Conclusion

Mr. Chairman and members of this Committee, I am excited to have these roles as Chief of the Air Force Reserve and Commander of the Air Force Reserve Command. I take pride in the fact that when our Nation calls on the Air Force Reserve, we are trained and ready to go to the fight. As a strategic reserve, over 68,500 strong, we are a mission-ready reserve force serving operationally throughout the world every day with little or no notice.

As we approach FY 2011 and beyond, it is clear the Air Force Reserve will play an increasingly vital role in meeting national security needs. The actions we initiated in 2009 and those we advance in 2010 will preserve the health of the Air Force Reserve but also help Congress address the more pressing issues we will face as a Nation in the years to come.

I sincerely appreciate the support of this Committee for the authorization and legislation it provides to our readiness and combat capability. I desire to continue working with each of you on the challenges facing the Air Force Reserve, the Air Force, and Our Nation. Thank you.

STATEMENT BY

LIEUTENANT GENERAL HARRY M. WYATT III

DIRECTOR,

AIR NATIONAL GUARD

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON PERSONNEL

SECOND SESSION, 111TH CONGRESS

ON

OPERATIONALIZING THE RESERVE COMPONENTS

APRIL 15, 2010

NOT FOR PUBLIC DISSEMINATION

UNTIL RELEASED BY

THE HOUSE ARMED SERVICES COMMITTEE

LIEUTENANT GENERAL HARRY M. WYATT III

DIRECTOR, AIR NATIONAL GUARD

Opening Remarks

Chairwoman Davis, Ranking Member Wilson, distinguished members of the subcommittee; I appreciate the opportunity to appear before you today to discuss the Air National Guard's personnel issues related to its ongoing role as an operational force. The evolution of today's threat environment has made it essential for the Air National Guard to strike the proper balance between operational force and strategic hedge. The diversity of our adversaries require us to have an adaptable force that is capable of efficiently engaging in the current fight while maintaining a cost-effective surge capability prepared for tomorrow's threat.

The Air Force has led the way in employment of Total Force policies and initiatives. While we have much internal debate over how best to balance Regular, Guard and Reserve components, we all recognize the benefits of each component. We have worked tirelessly to ensure institutional policies and regulations allow us to maximize the effectiveness and efficiencies of our force.

America's Exceptional Force, Home and Away

The Air National Guard anchors the Total Air Force team, providing trained and equipped units and personnel to protect domestic life and property; preserving peace, order, and public safety; and providing interoperable capabilities required for Overseas Contingency Operations. The Air National Guard, therefore, is unique by virtue of serving as both a reserve component of the Total Air Force and as the air component of the National Guard.

Upon founding in 1947, the Air Guard served primarily as a strategic reserve for the U.S. Air Force. Increasingly and dramatically, the Air National Guard has become more of an operational force, fulfilling U.S. Air Force routine and contingency commitments daily. Since 9/11, over 146,000 Guard Airmen have deployed overseas. A snapshot of U.S. forces at any time shows Air Guard members in all corners of the globe supporting joint and coalition forces in mission areas such as security; medical support; civil engineering; air refueling; strike; airlift; and Intelligence, Surveillance, and Reconnaissance (ISR).

By any measure, the Air National Guard is accessible and available to the Combatant Commanders, Air Force and our nation's governors. Currently, the nation has over 7,000 Air National Guard members deployed in Iraq, Afghanistan, and other overseas regions. At 16 alert sites, three air defense sectors, and Northern Command, 1,200 Guard Airmen vigilantly stand watch over America's skies. Amazingly, 75 percent of our deployed individuals are volunteers, and 60 percent are on their second or third rotations to combat

zones. Percentages like these speak volumes about the quality and sense of duty of America's Air National Guard force!

The Air National Guard supports state and local civil authorities with airlift, search and rescue, aerial firefighting, and aerial reconnaissance. In addition, we provide critical capabilities in medical triage and aerial evacuation, civil engineering, infrastructure protection, and hazardous materials response with our Civil Support Teams and our Chemical, Biological, Radiological, Nuclear, and high-yield Explosive (CBRNE) Enhanced Response Force Packages (CERFPs).

In the past year, Air Guard members helped their fellow citizens battle floods, mitigate the aftermath of ice storms, fight wild fires, and provide relief from the devastating effects of a tsunami. Early in the year, Guard members from Kentucky, Arizona, and Missouri responded to debilitating ice storms, which resulted in the largest National Guard call-up in Kentucky's history. Last spring, North Dakota, South Dakota, and Minnesota Air National Guard members provided rescue relief and manpower in response to Midwest flooding. In September, the Hawaii Air National Guard sent personnel from their CERFP, a command and control element, and a mortuary affairs team, to American Samoa in response to an 8.4 magnitude earthquake-generated tsunami. These are just a few examples of how the Air Guard provides exceptional expertise, experience, and capabilities to mitigate disasters and their consequences.

Within the Total Force, the Air National Guard provides extraordinary value in terms of delivering the most immediately available capability for cost in meeting America's national defense needs. In its domestic role, the Air Guard provides capabilities to support local emergency responders with life and property saving capabilities and expertise in consequence management not usually found elsewhere in the Total Force.

The changing nature of our force and our mission causes us to relook the rank structure of our full-time support personnel, particularly at the more senior mid-management levels. Specifically, we are examining whether we face a growing need for majors, lieutenant colonels and colonels as well as Senior Master Sergeants and Chief Master Sergeants. The number of Airmen we are allowed to have in these grades is limited by law.

Best Value for America

The outstanding men and women of the Air National Guard continue to defend American interests around the world. Throughout 2009, the Air National Guard projected global presence in a variety of missions in regions ranging from the Balkans to Southwest Asia and from Eastern Europe to Latin America. We have provided much more than airpower, contributing our exceptional capabilities in security, medical, logistics, communications, civil support, and engineering, in order to support our nation's national security.

While the strategic environment has continually changed throughout history, the Air Guard has proven itself an adaptive force, able to meet any new

challenges. One reason for this success is that Guard members normally live in the same communities in which they serve during times of natural disasters or when called upon to respond to national emergencies. Our Guard members know the folks they support very well, because they work together, their children attend the same schools, and they shop at the same business establishments. Our fellow citizens know the local Guard members and their contributions, and their appreciation has been illustrated through countless welcome home parades and outpouring of support over the years.

Throughout history, many of the issues our forbearers faced are essentially the same issues we face today: aging capabilities and declining budgetary resources. The Air National Guard has consistently provided the answer in an efficient, cost-effective, community-based force that is ready and responsive to domestic and national security needs.

Best Value in Personnel, Operations, and Infrastructure

During the past year, the Air National Guard has deployed 18,366 service members to 62 countries and every continent, including Antarctica. The Air National Guard provides a trained, equipped, and ready force for a fraction of the cost. We provide a third of Total Air Force capabilities for less than seven percent of the Total Force budget. In all three areas – personnel, operations, and facilities – the Air Guard provides the "Best Value for America."

A key Air National Guard efficiency is the part-time/full-time force structure mix. The predominantly part-time (traditional) force can mobilize quickly when needed for state disaster response missions, homeland defense, or when we need to take the fight overseas.

We have the ability to maintain a stable force with considerably fewer personnel moves than the Regular Air Force, which is a critical factor in our cost-effectiveness. Traditional National Guard members cost little, unless on paid duty status. Some Air National Guard efficiencies compared to regular military components include:

- Fewer "pay days" per year
- Lower medical costs
- Significantly lower training costs beyond initial qualification training
- Virtually no costs for moving families and household goods to new duty assignments every three or four years
- Fewer entitlements, such as basic allowances for housing
- Lower base support costs, in terms of services, facilities, including commissaries, base housing, base exchanges, child care facilities, etc.

The Air National Guard is an operational reserve with surge potential, with 2,200 mobilized and 5,700 volunteering per day. If this force were full-time active

duty, the military personnel budget would be $7.62 billion. Air National Guard military personnel pay in FY09, including military technician pay, was $4.77 billion, for a yearly cost savings of $2.85 billion, or a daily cost savings of $7.8 million.

Whether compared to another major Air Force command, or even to the militaries of other countries, the Air National Guard is an extraordinary value. In direct comparison with the militaries of France and Italy, for example, our Air National Guard members cost only $76,961 per member, while the bills of those countries respectively run to $128,791 and $110,787 per member. Further, compared to the US Air Force, cost per Air Guard member is less than a fifth of that of the Regular Air Force. Comparisons such as these illustrate well the cost savings realized with an operational reserve possessing surge potential.

Operational savings are due to the Air National Guard's experienced force and lean operating methods. An examination of the Air National Guard's F-16 maintenance by Rand Corporation last year highlighted the ability of our maintenance personnel to generate double the amount of flying hours in a one-to-one comparison of full-time equivalents.

Recruiting and Retention

Air National Guard Recruiting and Retention programs play a critical role in supporting today's fight and how we posture our force for the future. The commitment of our field commanders and their exceptional recruiters are key factors in recruiting successes. Their partnership with the National Guard Bureau has enabled us to remove barriers that traditionally prevented the ability to meet end strength. The Air National Guard continues to build on that success and has focused its efforts to target critical needs.

As of February 2010, Air National Guard end strength is 108,743. The challenge as we move forward is to strike a delicate balance of remaining close to end strength while strengthening "effective" recruiting. We show troubling signs in specific areas of officer recruiting (currently, 1,500 short) and critically manned mission areas including Health Care Professionals, Chaplains, Engineers, Intelligence, and Mobility aviators. To compensate for lagging prior service numbers, the Air National Guard increased its emphasis on the non-prior service market. This required increases in advertising to the non-prior service market through radio, theatre, print media and web sites, as well as additional recruiters, community presence with store-front offices and additional advertising dollars. The continued support of the Air Force, Department of Defense, and Congress will undoubtedly shape the foundation of their success.

The quality of Air National Guard recruits has not declined and their retention rate remains strong at 96.9 percent. The Air National Guard saves on average $62,000 in training cost for every qualified member retained or recruited. Our focus in this area allows us to retain critical skills lost from the active component and save valuable training dollars.

In 2009, through the use of our 14 In-Service Air National Guard recruiters strategically placed at active duty bases, the Air National Guard garnered approximately 896 confirmed accessions of a total of 5,309 accessions. The bonuses and incentive programs are a key component to that success.

Our Air National Guard incentive program is a critical component in our Recruiting and Retention efforts and serves to motivate and support manning requirements in units with skills that are severely or chronically undermanned. It is established to encourage the reenlistment of qualified and experienced personnel. Stable funding for the Air National Guard Recruiting and Retention program is critical to our success.

Airman and Family Readiness Programs

In focusing on our Airmen we must also focus on the most important people in their lives – their families. The Air National Guard is a Wing-centered organization. Our 92 Wing Family Program Coordinators around the nation are at the center of our efforts to ensure our Airmen and their families receive the support they need.

In past year we were successful in having these coordinator positions upgraded from GS-9 to GS-11. Our coordinators are one-deep positions for us, so most of the effort is done through part-time support.

This is one area where we differ dramatically from our Regular Air Force counterparts. The Air National Guard does not have Airman and Family Readiness Centers as they have on active duty bases. In a culture that does not believe in saying "no," our program coordinators have more and more piled onto their plates, thereby threatening the overall quality of service,if the Air National Guard maintains its pace as an operational force.

Programs like Operation Military Child Care have been very helpful.. Also, military and community partners like Military OneSource, Military Family Life Consultants, and Operation Military Kids, just to name a few, are extremely beneficial in meeting the needs of the Guard Airmen, especially while deployed. Youth Development Camps like Air Force Teen Aviation, Air Force Space Camp, and the Air Force Reserve/Air National Guard Leadership Summits are huge successes as well. Additionally, this year we are conducting training such as Community Healing and Response Training, which is part of the Yellow Ribbon Reintegration Program, and essential in our suicide prevention efforts.

For the Air National Guard, we believe maintaining strong family support programs are critical to ensuring the overall health of our force and our Guard Airmen.

Employer Support for the Guard and Reserve

We must recognize the importance of support for military service by families, military leadership and civilian employers. This is referred to as the "Triad of Support". It is important to maintain an overall climate in which military service is honored and supported. DoD's organization that addresses civilian employer support is Employer Support for the Guard and Reserve (ESGR).

ESGR's vision is to develop and promote a culture in which all American employers support and value the military service of their employees serving in the Guard and Reserve. ESGR accomplishes this by gaining and maintaining employer support for Guard and Reserve service by recognizing outstanding support, increasing awareness of the law, and resolving conflict through mediation. A Statement of Support, a formal statement voluntarily signed by an employer, is one way to demonstrate support and acknowledge employer rights and responsibilities under the Uniformed Services Employment and Reemployment Rights Act (USERRA). During FY09, 54,965 employers signed Statements of Support for their employees serving in the Guard or Reserve. This is an increase from the 44,861 employers that signed Statements of Support in FY08. Another indicator of the current employer support climate is the number of USERRA cases ESGR has mediated. The average number of cases ESGR mediated has remained consistent over the last three fiscal years: FY07 - 2,374, FY08 - 2,664, FY09 - 2,475. These numbers indicate less than .01% of all SELRES have opened a case to address employer issues. Based on these two indicators, it appears American employers are continuing to support their employees serving our nation.

Closing Remarks

The men and women of the Air National Guard greatly appreciate the cooperation and support you have provided in the past and look forward to working with you as we meet today's challenges.

Thank you for the opportunity to be here today. I look forward to your questions.

STATEMENT BY

MAJOR GENERAL RAYMOND W. CARPENTER

ACTING DIRECTOR, ARMY NATIONAL GUARD

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON PERSONNEL

FIRST SESSION, 111TH CONGRESS

ON

OPERATIONALIZING THE RESERVE COMPONENT

APRIL 15, 2010

NOT FOR PUBLIC DISSEMINATION UNTIL RELEASED BY
THE HOUSE COMMITTEE ON ARMED SERVICES
STATEMENT BY MAJOR GENERAL RAYMOND W. CARPENTER
ACTING DIRECTOR OF THE ARMY NATIONAL GUARD

Opening Remarks

Chairwoman Davis, Ranking Member Wilson, distinguished members of the subcommittee; I am honored to represent more than 361,000 Citizen-Soldiers in the Army National Guard. As I speak, 76,949 of our Soldiers are mobilized, deployed, and on point for this Nation. The sacrifice of those Soldiers, their Families, and employers is something we must acknowledge and appreciate.

The National Guard of today is a far cry from the one I joined. The last 8 years have seen the Guard transform to an operational force. The enablers for the Army National Guard—one of the greatest forces for good— have been provided and sustained by Congressional initiatives. Thank you for your continued support.

Today we would like to discuss the role of the Army National Guard as an operational force. We plan to describe our personnel challenges, significant accomplishments, and future operational requirements. Since September 11, 2001, the Army National Guard has transformed in several ways. The organization is no longer a strategic reserve; we are now and have been, for several years, an operational force.

Budget Requested Increase in Full-time Non-Dual Status Technicians

The President's Budget for fiscal year 2011 requests an increase in funding for Army National Guard non-dual status technicians from 1,600 to 2,520 – an additional 920 positions. We ask the committee to provide this increase in its mark of the National Defense Authorization Act for 2011.

Non-dual status technicians work primarily in personnel administration, contract management, information technology and similar support functions with the Army National Guard's frequent mobilizations, we find that we need these non-deploying civilian technicians to fill critical positions in our generating force. Filling these positions with dual-status military members who deploy creates a disruption in workflow.

Thanks to a special wartime exception, the Army National Guard has been able to hire some additional temporary non-dual status technicians, but these hires are only on a year-to-year basis. Reliance on "temporary" technicians, however, causes instability for the employees themselves and in the work produced. For this reason we are asking for a formal increase in the authorization level of Army National Guard non-dual status technicians in the National Defense Authorization Act for FY11

Last year, the conference committee directed the Secretary of Defense to submit to the defense committees an extensive report on the duties of and requirements for National Guard non-dual status technicians. We at National Guard Bureau are completing our input to that Department of Defense report.

Duties Performed by Non-Dual Status Technicians

National Guard non-dual status technicians are employed in positions that do not have an associated deployable position. These positions are typically not inherently military in nature, are lower graded, and are not supervisory except when the supervision is over other non-mobilization positions. More than 88% of non-dual status technicians work in the areas of human resources, administrative services, financial services, and information technology. More than 95% are in pay grades of GS-12 and below. Non-dual status technicians serve in positions that provide continuity of services in functional areas that continue to be required especially after large scale mobilizations within the state.

Current Authority for Non-Dual Status Technicians

Under section 10217 of Title 10, the Air National Guard and Army National Guard are limited to a total of 1,950 non-dual status technicians across the two organizations. This limit of the current law has been in place unchanged since 1997. The National Defense Authorization Act has been annually prescribing the number of positions for the Army National Guard and Air National Guard at 1,600 and 350 respectively.

As the Army National Guard has transitioned from a strictly strategic reserve to more of a frequently and rotationally mobilized and deployed operational force both at home and abroad, it has become clear that more of the supporting positions at the state level need to transition from being held by deployable military members of the National Guard to being held by non-deployable civilian technicians. The Constitution reserves to the states the

authority of training the militia. Consequently it is necessary to provide the states with the type of staffing needed to achieve the goal of continuing to produce a ready operational force over the long term.

Current and Near-Term Means of Addressing the Technician Shortfall

The Office of Personnel Management has delegated emergency hire authority for temporary non-dual status technicians. Each emergency hire technician is not to exceed a two-year employment period for that position. This process is consistent with the stipulations of the Extension of Declaration of National Emergency. Using temporary non-dual status technicians helps fill critical requirements left unfilled due to the 1,600 limit for the Army National Guard.

Future Technician Requirements

The National Guard Bureau is in the process of assessing the overall longer-term needs of the force, including both the Army and the Air National Guard, to determine whether legislative changes are needed regarding non-dual status technicians to manage and support the National Guard beyond FY11. This effort continues to be actively deliberated through processes inside the Department of Defense and we will communicate any additional requirements or requests to the committee once final determinations are made concerning the long-term appropriate levels of non-dual status technicians in the National Guard.

Full-Time Support and Active Duty Operational Support

Adequate full-time support is essential for reserve component unit readiness, training, administration, logistics, family assistance and maintenance, and a unit's readiness to deploy.

Since September 11, 2001, the Army, the Army National Guard, and the Army Reserve have maintained a tremendous operational tempo (OPTEMPO). This high OPTEMPO has required an increased level of full-time manning in order to prepare individuals and units for deployment. The Army National Guard and the Army Reserve have been able to meet the operational needs of the Army through the use of Active Duty Operational Support (ADOS) Soldiers and other full-time equivalent (FTE) manning, such as temporarily hired military technicians, to bridge full-time manning shortfalls.

As a result it is clear that a robust authorization for Active Duty Operational Support is critical to the ability of the ARNG to continue its success in meeting Army mission requirements as a fully operational force.

Significant Achievements and Adequate Resources

The intensive use of the Army National Guard over the last eight years demonstrates the value-added role our Citizen Soldiers render in the defense and protection of our nation at home and the support of the nation's strategic missions abroad. In order to sustain the Army National Guard as an operational force and to provide consequence management response forces adequate resources are required. Our key goals in support of the transition to an operational force are: maintain end strength of at least 358,200; train the force to the desired levels of proficiency in accordance with the Army Force Generation

Model (ARFORGEN). Our current manning level enables us to meet ARFORGEN readiness goals and provide the logistics train for maintaining and improving our infrastructure of buildings and equipment. In addition, the Army Equipping Strategy must ensure mission readiness, interoperability, and compatibility across all three Army organizations: Active Army, Army National Guard, and United States Army Reserve. As part of our domestic mission requirements, the Army National Guard must have a minimum of 80 percent of critical dual use equipment on-hand and available at all times.

As stewards of a 373-year militia tradition, we are privileged to uphold the institutions and maintain the infrastructure of our national readiness. Over 1400 of our readiness centers are 50 years old or older. The Army National Guard requests continued support from the Army to provide necessary improvements, including energy saving initiatives for our readiness centers and other facilities. Another goal is to care for the force by improving Soldier medical, dental and Family readiness.

In order to minimize force structure turbulence, we need to retain our current key force structure elements of 8 Divisions, 8 Combat Aviation Brigades (CABs), 28 Brigade Combat Teams (BCTs) and functional Brigadeswhile addressing key Homeland Defense and Homeland Security requirements.

The Army National Guard has made significant progress modernizing and converting to an operational force. The Army has transformed from a division-centric force to a more flexible brigade-centric force and is restructuring to create units that are more stand-alone and alike while enhancing full-spectrum

capabilities. The Army National Guard brigade combat teams (BCTs) are structured and manned identically to those in the Active Army and can be combined with other BCTs or elements of the joint force to facilitate integration, interoperability, and compatibility across all components. The Army National Guard has transformed more than 2,800 operating force units to modular designs.

In FY09, 46,220 Army National Guard Soldiers were mobilized in support of combat operations (Iraq, Afghanistan, and Kuwait). Overlapping with Soldiers deployed in FY08, mobilizations reached the highest point since 2005 of more than 65,000 Soldiers. An additional 5,500 Soldiers were mobilized for other contingency operations in Bosnia, Kosovo, Sinai, and the Horn of Africa and also for domestic operations.

As part of transformation to an operational force, the ARNG rebalanced its force by reducing overall Force Structure Allowance (FSA) to approximately 350,000 authorizations while Congress maintained End Strength at 358,200. The resulting variance between FSA and End Strength of ~8,000 provided the ARNG some flexibility to implement an 8,000 Soldier trainees, transients, holdees and students (TTHS) account within the authorized End Strength of 358,200 starting in FY11. The initial program will concentrate on the medically non-deployable within the ARNG.

Recruiting

We achieved our recruiting goals in FY09 and we are on track to meet our FY10 goal of maintaining our Congressionally authorized end strength of 358,200 Soldiers (actual strength is 361,904 as of March 31, 2010). We have shifted our focus from increasing the quantity of our assigned strength to improving the quality of our force. We applaud the leadership of the Congress, governors, adjutants general, and our communities for their incredible efforts and achievements in helping us build and maintain the Army National Guard as our nation's largest community-based defense force. We are extremely proud of the overwhelming response of our patriotic communities and most grateful for Congressional support to our Citizen Soldiers.

PERSONNEL CHALLENGES

Stabilize the Force to Build Readiness

One of the enduring lessons learned from the overseas contingency operations is that we need to stabilize and sustain our forces mentally, physically, and spiritually. This includes having an outstanding full-time support team. Today's full-time personnel are major contributors across the full spectrum of Army National Guard operations. Meeting the needs of the persistent conflict underscores the vital role full-time support personnel have in preparing units for the multitude of missions at home and abroad. The ARNG program consists of both military technicians and Active Guard Reserve Soldiers. Full-time personnel sustain the day-to-day operations of the entire ARNG. The readiness levels of Army National Guard units are directly tied to the full-time support program. Congress has supported the ARNG full- time support (FTS) through increased

authorization over the last several years. Those increases coupled with the Soldiers we have put on ADOS have allowed the ARNG to increase its readiness and be able to continue fighting the overseas contingency operations and become an operational force.

To provide the best support and transition assistance for wounded, injured, and ill Soldiers, the Army National Guard continued to support the Army's warrior transition units and community-based warrior transition units. The transition units provide non-clinical support, complex case management, and transition assistance for Soldiers of all components at medical treatment facilities on Active Army installations. The community-based warrior transition units provide high-quality health care, administrative processing, and transition assistance for recuperating Reserve Component Soldiers while allowing them to live at home and perform duties close to their homes and families. At the end of FY09, the warrior transition units managed more than 1,500 Army National Guard Soldiers and the community-based warrior transition units managed more than 900 ARNG Soldiers throughout the U.S.

The Army National Guard remains committed to supporting the families of deployed Soldiers throughout the deployment cycle. Every Soldier needs a support structure and a network of protection that includes self readiness, within a circle of family support, within a band of unit and community brothers and sisters, and within the larger networks of state and national organizations.

Army National Guard families were supported in numerous ways in FY09. The National Guard Bureau's Family Program Office provided families with

training via computer-based modules, centralized classes, and locally-provided lectures to help make families self-reliant throughout the deployment cycle process. The Army Well-Being Program established the Army Families Online website, an information portal for families of National Guard Soldiers. The Department of Defense Military OneSource Program provided benefits which include counseling services, resources for parents, assistance with consumer credit, and online tax return preparation for military families.

The Resiliency Training Center focuses on prevention through proactive marriage workshops and stress-relief training before, during, and after deployments. The main goal of the resiliency program is to create "resilient" service members and families. The mission of the program is to provide a continuum of care, including a comprehensive range of education, training, and the tools necessary to cope with high levels of stress. This includes the skills to identify potential problems and the team effort of developing both individual and group techniques for surviving and prospering in times of great stress.

The Resiliency Training Program rolled out several courses in FY09 by collaborating on their course material with Army and Battlemind leaders, leading military personnel and mental health experts, and leading researchers in the stress management field. This included teaming with course developers from the American Association of Emergency Psychiatrists, the Walter Reed Institute for Research, the National Defense University, the Military Family Institute at Kansas State University, and partnering with the Tragedy Assistance Program for Survivors.

The Resiliency Training Center plans to continue to use all available traditional and modern communication tools, including onland and online training, Podcasts, web sites, social networking, professional speakers and trainers, videos, and small group discussions. The Army National Guard has appointed suicide intervention officers to every ARNG company nationwide. Each state and territory has a trained suicide prevention program manager. Also, each state and territory has hired a Director of Psychological Health (DPH) to provide case management and resourcing support for Soldiers in crisis.

Soldier and Family Support

The Army National Guard strives to provide our Soldiers and Families with a continuum of care with a special emphasis on the Deployment Cycle Support process.

Some of our Family readiness efforts include Family Assistance Centers, the Yellow Ribbon Reintegration Program, the Freedom Salute Program, the Strong Bonds Program, and Suicide Prevention training. The Army National Guard operates 369 Family Assistance Centers across all 54 States and Territories. The Family Assistance Centers service all components and are strategically placed in each State and Territory to overcome geographic dispersion.

The National Guard Yellow Ribbon Reintegration program provides information services, referral, and proactive outreach opportunities for Soldiers, Families, employers, and youth throughout the entire deployment cycle: pre-

deployment, deployment, post-deployment, and return to civilian life. The Yellow Ribbon program benefits service members from all reserve components.

The Yellow Ribbon Reintegration program is a flexible Soldier and Family support system that meets the Soldier and Family readiness needs of geographically dispersed Families. The Yellow Ribbon Reintegration program has hosted 40,421 Soldiers and 34,513 Family members at hometown events so far this fiscal year. In FY09, the Yellow Ribbon program supported 54,472 Soldiers and 72,316 Family members.

FY09 was a very active year for the Freedom Salute Campaign. As one of the largest Army National Guard recognition endeavors in history, the Freedom Salute Campaign publicly acknowledges Army National Guard Soldiers and those who supported them during the President's call to duty.

The Freedom Salute Campaign is an important tool in the recruiting and retention program. The way an organization treats its people is a direct reflection of organizational values. The entire Army community pays attention to how the ARNG treats returning Soldiers. The Freedom Salute Campaign increases community awareness throughout the nation of the good work being done by National Guard Soldiers. In a recent survey, Soldiers returning from Operation Iraqi Freedom indicated that recognition for their service and sacrifice was one of the most important contributing factors in their decision to continue to serve in the Guard.

The Strong Bonds program is a Commander's program that is unit-based and chaplain-led to help Soldiers and their families build and rebuild strong relationships, especially when getting ready for or recovering from a deployment.

The Army National Guard recently initiated the Job Connection Education Program (or JCEP). This program improves National Guard force stability by advancing member skills at seeking, obtaining, and retaining civilian employment, much like the Army Career and Alumni Program, but at the local level. A key component of this jobs program is its proactive approach to connecting Soldiers, and where applicable, potential employers, to new and existing Federal, State and Guard programs and resources, coordinating job expositions and fairs, and conducting seminars, webinars, and workshops. Job Connection Education Program team members work closely with local employers to ensure they are aware of all the resources available to them in their effort to hire local Guard Soldiers. Classroom activities and practical exercises result in improved employment and reemployment rates for laid-off, under-employed, and unemployed Guard Soldiers. The Job Connection Education Program introduces and connects Soldiers to the evolving Employment Partnership Office efforts and the emerging formal relationships between Reserve Component and private sector businesses with a focus at the local community level. The state of Texas is the pilot test site with the first location in the Dallas area. This program can be used by Army Reserve Soldiers as well as National Guard Soldiers.

The Army National Guard is also partnering with the Army Reserve in the Employer Partnership Office. The Guard and Reserve Soldiers rely on a

demographic segment that balances two careers. Service in the Army National Guard and Army Reserve is vocational in nature and represents a motivation to serve in other than an active duty capacity. The Army National Guard and Army Reserve cannot exist without Citizen-Soldiers, the bulk of whose livelihoods are provided by civilian employers. Under the ARFORGEN concept, all Guard and Reserve service members are virtually assured of at least one year-long mobilization over the course of their careers. This affects small businesses much more than larger firms, in addition to the known effects on the Soldier and his or her family. We recognize that readiness has three dimensions: unit, family, and employer. The broad aims of this initiative are threefold: 1) to foster employer readiness for mobilization, 2) to make employing and retaining Reserve Component service members attractive to employers, and 3) to identify areas where the Reserve Component and civilian employers can share costs for benefit programs.

In order to provide assistance to the Soldiers to improve their job skills the Army National Guard has started an initiative called – Guard Apprenticeship Program Initiative (GAPI). This initiative involves partnering with the Department of Labor and coordinating with the Department of Veterans Affairs while National Guard Soldiers work in their civilian jobs and participate in the program. Apprenticeship is a training opportunity for ARNG Soldiers to earn national certification and skills in a specific field while earning wages. In certain cases, eligible ARNG Soldiers can receive their VA educational benefits while they pursue an apprenticeship program. Apprenticeship combines classroom studies

with on-the-job training supervised by a trade professional or supervisor. Apprenticeship training takes one to five years to complete or 2000 documented work hours to become fully qualified in the occupation or trade. Soldiers earn money while they learn on the job. This collaboration is essential to the sustainability of the ARNG and the vitality of the best-trained and dependable professionals our nation has to offer, which are our volunteer Soldiers. This is an opportunity to gain civilian employment and certification, while serving in the ARNG. This program can also be used by the Army Reserve.

We must recognize the importance of support for military service by families, military leadership and civilian employers. This is referred to as the "Triad of Support". It is important to maintain an overall climate in which military service is honored and supported. DoD's organization that addresses civilian employer support is Employer Support the Guard and Reserve (ESGR). ESGR's vision is to develop and promote a culture in which all American employers support and value the military service of their employees serving in the Guard and Reserve. ESGR accomplishes this by gaining and maintaining employer support for Guard and Reserve service by recognizing outstanding support, increasing awareness of the law, and resolving conflict through mediation. A Statement of Support, a formal statement voluntarily signed by an employer, is one way to demonstrate support and acknowledge employer rights and responsibilities under the Uniformed Services Employment and Reemployment Rights Act (USERRA). During FY09, 54,965 employers signed Statements of Support for their employees serving in the Guard or Reserve. This is an increase

from the 44,861 employers that signed Statements of Support in FY08. Another indicator of the current employer support climate is the number of USERRA cases ESGR has mediated. The average number of cases ESGR mediated has remained consistent over the last three fiscal years: FY07 - 2,374, FY08 - 2,664, FY09 - 2,475. These numbers indicate less than .01% of all SELRES have opened a case to address employer issues. Based on these two indicators, it appears American employers are continuing to support their employees serving our nation.

Reserve Retirement

The current Reserve Retirement system was implemented in 1949 to enhance volunteerism, bolster recruiting, enable unit cohesion all while ensuring a ready force available for deployment based on lessons learned in World War I and II. Over these 61 years, the system has undergone few modifications. Congress recently made a critical shift in the retirement program paradigm of an operational reserve when they passed legislation authorizing Reduced Retirement Age Eligibility on 28 January 2008. The Army National Guard will continue to be employed as a major operational element of the Army, and as such, citizen Soldier benefits and entitlements should reflect their continued and often extended active duty service.

Medical and Dental Readiness

The Army National Guard has three primary medical readiness goals: deploying a healthy force; deploying the medical force-units; and facilitating warriors in transition and family care-beneficiaries.

In FY09, the ARNG Office of the Chief Surgeon received funding for the following programs: medical readiness, $126.5 million; overseas contingency operations, $9.5 million; and dental treatment, $21.2 million. These funds went toward period health assessments, immunizations, contracts in support of medical readiness, and deployment of 41,500 Soldiers who met physical, dental, and mental health standards.

Readiness increased from 35% fully-ready in FY08 to 46% in FY09. This success resulted from increased targeted funding and a concerted effort by National Guard Bureau (NGB) staff to act as liaisons between NGB and Army medical commands to meet funding, manning, and equipment requirements.

Dental readiness at mobilization stations continued to increase to over 90% in FY09. Funding of $21.2 million and National Guard Bureau/state coordination were instrumental in providing a drop in dental releases from active duty and Soldiers who were dentally disqualified. The First Term Dental Readiness Program moved forward to phase two with the goal of 95% in Dental Fitness Category 1 or 2 for Soldiers completing advanced individual training. Demobilization Dental Reset was implemented by U.S. Army Dental Command with a goal of 95% in Dental Readiness Category 1 or 2 upon release from active duty. To date over 90% of ARNG Soldiers processed by Dental Command

facilities have been reset to a dental condition of Dental Readiness Category 1 or 2.

The Army Selected Reserve Dental Readiness System enables dental treatment of Soldiers throughout Army Force Generation. Program objective memorandum (POM) efforts to fund this initiative were successful for FY10 through FY15, achieving $1.1 billion in critical requirements across the POM years.

ARFORGEN Cycle

Unit stability in the ARNG is a key enabler of the ARFORGEN model to work most effectively. The annual personnel turbulence rate in a typical BCT, prior to a Notice of Sourcing, is 15.6 percent. This includes gains, losses, transfers in, and transfers out.

During the Sourcing period of the ARFORGEN cycle, between 6 and 12 percent of Soldiers assigned to units are untrained and cannot be deployed by law. These Soldiers are new enlistments who have signed up for service, but who have not yet completed initial entry training. The Army National Guard and Training Doctrine Command (TRADOC) have worked hard to alleviate this problem by increasing the capacity for initial entry training at the key times that ARNG soldiers are available to attend (for example, during the summer months). The training pipeline has been reduced by more than 10K soldiers.

Accelerated initial training

Once a unit receives an Alert Order, additional training seats need to be made available in order to return Duty Military Occupational Skills Qualification

(DMOSQ) Soldiers that are assigned to that unit. On average, new recruits take 11 months to complete initial entry training. Our Recruit Sustainment Program (RSP) decreases training ship time, as well as pre-training and in-training losses. Since the ARNG initiated RSP, the rolling 12-month average number of Soldiers lost during initial entry training has decreased by 3.6% resulting in positive control of DMOSQ drop. Training seat availability is directly linked to personnel readiness. Additionally, the Recruit Force Pool (RFP) reduces the period of time in which non-MOSQ Soldiers are holding paragraph and line numbers in MTOE units and gives the ARNG the ability to target the available seats.

Upon an Alert Order, units enter the pre-mobilization cycle with personnel shortages due to untrained and medically non-deployable Soldiers occupying positions in the operational force, as well as normal attrition. Mobilizing BCTs must cross-level on average 37% of their authorized strength in order to meet mobilization requirements. This depletes donor units and creates a cascade of unreadiness across the ARNG. The ARNG is working an initiative to anticipate so as to better manage this cross-leveling and minimize the impact to units preparing for deployment.

Increasing the Stability of Units Prior to Mobilization

Retention incentives to minimize cross-leveling: The Deployment Extension Stabilization Pay (DESP) program stabilizes ARNG units from the period of sourcing through mobilization. This program has a positive impact on unit readiness by reducing cross-leveling and attrition well in advance of the unit's mobilization date. By fixing end strength at 358,200, each Soldier retained

by DESP reduces the loss rate and simultaneously reduces the requirement for an accession by one in addition to stabilizing the unit through the next subsequent mobilization. As retention increases, losses and accessions decrease. In other words, the ARNG 'trades losses' between DESP takers and other ETS-eligible Soldiers in order to meet programmed losses where end strength is fixed at 358,200.

Access to the ARNG

The Army has determined that it must rely on an Operational Reserve to meet the demands of the Army in today's environment and will need to continue to rely on an Operational Reserve to meet expected near term demands of the Nation. The Soldiers in the Army National Guard also want to be part of an Operational force as well. We know this from the discussions we have had with our Soldiers and their leaders; but more indicative are the recruiting and retention rates of Army National Guard Soldiers. Everyone of our Soldiers have had to make a decision to either enlist, stay or leave the Army National Guard during the current conflict, knowing they will more than likely deploy at least once in their initial period of service. As I have stated earlier, the Army National Guard continues to meet its authorized end strength of 358,200. Our current reenlistment rate is 116 percent of our plan. As long as our Soldiers are doing meaningful missions and provided the resources to accomplish those missions, Army National Guard Soldiers want to continue to be an operational part of the Nation's defense solution.

The Army National Guard is a fully accessible reserve component of the U.S. Army. It has met every request for forces to date. The Reserve Components provide significant capability to the Department of Defense at a very cost effective rate. A number of authorities exist that permit the Executive Branch to access the Reserve Component. We are working with OSD and the Army to ensure there is a clear understanding of the authorities and the policies that allow the exercise of those authorities, particularly in light of the current and future operational and funding environment.

The Army with Congressional support has invested a significant amount to bring up the readiness of the Army National Guard. It is important to maintain the capabilities of that investment. The alternative means a larger Active force at a considerably higher cost. The Army National Guard is better equipped, trained and ready than it has ever been in its history. The 12 month mobilization policy enacted by the Secretary of Defense goes a long way in protecting the Reserve Component Soldiers and allowing more predictability for mobilizations. This is key to our Soldiers.

We need to continue to educate our senior leaders on the capability of the Army National Guard and advise them if we are getting over used; however, the Army National Guard is committed to the Army Force Generation model. In my view, it is able to provide about 55,000 Soldiers every year based on the rotational rate of one year mobilized and five years at home.

Our Nation was built as a militia nation and the Reserve Components are the tie back to the communities we serve. The Army National Guard has

provided over 300,000 Soldiers to Operations Iraqi Freedom and Enduring Freedom. At the height of the Operation Iraqi Freedom surge when the Army National Guard had over 90,000 mobilized or deployed overseas, more than 50,000 others responded to the support Hurricane Katrina recovery efforts within 11 days. This proves that the militia concept remains strong in the face of 21st century challenges.

Closing Remarks

The Army National Guard will continue to focus on our retention programs, strive to maintain our authorized end strength, and elevate our emphasis on Family programs. In order to maximize our readiness as an operational force, we are requesting an increase in Army National Guard non-dual status technicians The Army National Guard renders a dual federal and state role and provides unique support to our nation in a cost effective manner. I appreciate the opportunity to be here today and invite your questions and comments.

QUESTIONS SUBMITTED BY MEMBERS POST HEARING

April 15, 2010

QUESTION SUBMITTED BY MS. TSONGAS

Ms. TSONGAS. General McCarthy, SEC. 702. National Defense Authorization Act for Fiscal Year 2010, (P.L. 111–84) extended the early eligibility for TRICARE from 90 days to 180 days before activation for members of the selective Reserve. What is the status of the implementation of this statute?

Secretary MCCARTHY. At the National Guard Bureau, the implementation of the expansion of Early TRICARE to 180 days is delayed until revision of applicable Department of Defense Instruction(s) and system changes are implemented at the Defense Manpower Data Center.

QUESTION SUBMITTED BY MR. HARE

Mr. HARE. General Wyatt, since the loss of aircraft due to BRAC 2005, several states have received new flying missions (Nashville, TN Lost C–130, gained WC–130: Bradley, CT Lost A–10, gained C–27: Meridian, MS Lost KC–135, gained C–27: Fargo, ND Lost F–16, gained C–27 and Predator UAV: Mansfield, OH Lost C–130, gained C–27: Battle Creek, MI Lost A–10, gained C–21 and C–27) however, the 183rd FW, Springfield, IL which lost F–16's is still without a replacement flying mission. The morale of the personnel on the base has become increasingly low because the base is sitting there with no air-related mission. While the unit has made great strides in recruiting, an operational flying mission would greatly assist in recruiting and retaining highly skilled and trained members and "home grow" personnel to fill some positions. What are the Air Force/Air National Guard's plans in locating a new flying mission at the 183d Fighter Wing, Springfield, IL? When will the unit receive a replacement flying mission, and what will that mission be?

General WYATT. The National Guard Bureau worked aggressively with the Air Force and the Adjutants General to identify and bed down enduring missions for units affected by the 2005 Base Closure and Realignment decisions. In some cases we were successful in identifying viable flying missions; however, there were several instances where our options were limited. The 183rd FW at Springfield, IL is one of those locations. While we were able to place enduring missions to meet the needs of our Air Force and Combatant Commanders, we have been unsuccessful in identifying a flying mission. We will continue to work with the Air Force to identify new missions for all of our ANG units who have lost flying missions, but recapitalization issues will make it likely some of our ANG units will not receive replacement flying missions. The Adjutants General recognized this constrained environment and have requested, through an Adjutants General of the United States resolution, that we prioritize mission bed down based on retaining a flying mission in every state. Illinois is one of the fortunate states, as it still retains two other flying units – KC–135s at Scott AFB and C–130s at Peoria, IL. My staff will continue to evaluate potential missions, which will provide a meaningful and enduring mission for the men and women at Springfield, IL.

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