[H.A.S.C. No. 111–12]

RECRUITING, RETENTION AND END STRENGTH OVERVIEW

HEARING

BEFORE THE

MILITARY PERSONNEL SUBCOMMITTEE

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDRED ELEVENTH CONGRESS

FIRST SESSION

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RECRUITING, RETENTION AND END STRENGTH OVERVIEW

HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
MILITARY PERSONNEL SUBCOMMITTEE,
Washington, DC, Tuesday, March 3, 2009.

The subcommittee met, pursuant to call, at 10:00 a.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. The meeting will come to order.

Today, the subcommittee will turn its attention to the important issue of end strength within the active and reserve components of our armed forces and the personnel programs that are the building blocks of those forces' recruiting and retention.

During the fiscal year 2005 through 2007, the recruiting environment had been difficult. That is something that we are all familiar with. Relatively low unemployment, a protracted war on terrorism, and increased interest in college attendance all contributed to a reduced propensity for youth to serve and a reluctance for influencers to recommend military careers. Recruiting and retention programs were under great stress, and the services resorted to increased spending to keep the volunteer force on track. Many of those funding increases were supported with wartime supplemental appropriations; and the uncertainty of supplemental funds to support critical programs, such as recruiting and retention, had been a concern of the subcommittee.

During fiscal year 2008, a new environment began to take shape as housing markets and financial institutions began to crumble and the national economy slipped into recession. The unemployment rate grew 7.6 percent in January; and payroll employment has declined by 3.6 million since December, 2007. This new economic reality—and I must say this is not something that we are happy about, but it has had an upside in many ways, and we will be talking about that. This new economic reality has been shaping the attitudes of young recruit candidates and service members and their families about enlisting and reenlisting in the military in the same way that continues to shape the attitudes of millions of Americans about employment and job security.

The effect on recruiting and retention has been remarkable. Recruit quality programs that had been of such great concern to this subcommittee just a few short months ago have virtually evapo-

rated. With only a few exceptions—and there are some—goals are being achieved, end strengths are growing, and forces are being reshaped to meet the demands of this global war. During the hearing today, we hope to learn more from our active and reserve leaders about what needs to be done to create the most effective and efficient forces possible.

Unfortunately, this bright picture has a dark side that cannot be escaped. Budget managers will now begin to stalk these programs for savings and, rightly so. Because, as recruitment and retention become easier, one must assume it can be done more cost effectively. The question before us today is how all the goals, growth, and reshaping will be achieved with far less funding than what has been available up to this point.

We have two excellent panels to help us explore these issues. I am particularly pleased to have the opportunity to discuss our reserve forces in greater detail during the second panel when we will hear testimony from our reserve component chiefs.

I would request that all witnesses keep their oral opening to three minutes as much as you can. We know that is difficult. You have a lot to say. There is a lot of history here. But if you can keep it to that, it will help us out.

Without objection, all written statements will be entered into the record.

I now want to turn to the ranking chair, Mr. Wilson, for any opening comments.

[The prepared statement of Mrs. Davis can be found in the Appendix on page 53.]

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

Mr. WILSON. Thank you, Chairwoman Davis.

We have two excellent witness panels today, and I really can't wait for the American people to see each of you. I have been so impressed in meeting with you individually; and, as I look out, I'm just in awe of the professionals who are here today who provide extraordinary opportunities for the young people of our country to serve. Your efforts have directly contributed to the extraordinary success of the active and reserve components in not only sustaining the All-Volunteer Force during a highly stressful time but, also, in the case of the Army and Marine Corps and Army National Guard, in substantially accelerating the growth of the force. I want to thank each of our witnesses for their efforts.

With regard to growth, the Army and Marine Corps sought strengths of 547,400 and 202,000 respectively to be achieved in 2011 or beyond. Amazingly, they will achieve those strengths before the end of the year. The Army National Guard has already exceeded its 2013 strength goal of 358,000. This accelerated growth reflects the effects of the final budget submitted by President Bush and the subsequent fine work by our witnesses today.

I represent Fort Jackson for Army training, and I'm grateful to represent Parris Island for Marine training, so I have seen it firsthand. And I do know firsthand of the rewarding experience of mili-

tary service, having served 31 years in the Army Reserve and Army National Guard.

I am grateful I have four sons who know of the fulfillment of military service. My oldest is a national guard veteran of Iraq. My second is an active duty member of the Navy, who I visited a year ago today in his service in Iraq. My third is a national guard signal officer currently in training at Fort Jackson. And my youngest is Army Reserve Officers' Training Corps (ROTC) at Clemson University; and, in December, he joined the national guard simultaneous drill program. And I, of course, want to give credit to my wife for inspiring them to serve.

Your recruiting and retention efforts are providing wonderful, life-long opportunities for the young people of America. The challenge for President Obama's 2009 supplemental funding proposal and for the 2010 budget request is to sustain that accelerated growth in the Army, Marine Corps, and Army National Guard. Moreover, I understand that both the Navy and the Air Force will seek to increase strength in 2010 and beyond. I look forward to the details of the President's budget request next month to see if that additional Navy and Air Force growth is provided.

I firmly believe that our military needs to be larger to address the full range of missions we have levied upon it and the threats we face, and to ensure that this stress on the force and the families who support it is minimized. Any calls now to reduce military manpower to fund modernization would be shortsighted. Both the Air Force and Navy have reached that conclusion. I would hope that Congress will, too.

The keys to sustaining increasing military manpower are recruiting, retention, and control of unplanned attrition. Our two panels today can help us to understand the challenges in each of those areas. So I want to join you, Madam Chairwoman, in welcoming our witnesses; and I look forward to their testimony.

Additionally, last year, I was very grateful, with the chairwoman, to visit the recruiting and retention school at Fort Jackson, South Carolina; and we saw firsthand, again, the extraordinary personnel who are working to provide opportunity for the young people of our country.

[The prepared statement of Mr. Wilson can be found in the Appendix on page 56.]

Mrs. DAVIS. Thank you, Mr. Wilson.

I would like to introduce our first panel: Dr. Curtis Gilroy, who is the Director of the Accessions Policy, Office of the Under Secretary of Defense for Personnel and Readiness; General Michael Rochelle, Deputy Chief of Staff, G–1, Headquarters, U.S. Army; Vice Admiral Mark E. Ferguson, Chief of Naval Personnel, Deputy Chief of Navy Operations, Total Force; Lieutenant General Ronald Coleman, Deputy Commandant for Manpower and Reserve Affairs, Headquarters, U.S. Marine Corps; and Lieutenant General Richard Newton, Deputy Chief of Staff, Manpower and Personnel, Headquarters, U.S. Air Force.

Thank you all for being here, and we look forward to your comments.

Mrs. DAVIS. Doctor Gilroy.

STATEMENT OF DR. CURTIS GILROY, DIRECTOR, ACCESSIONS POLICY, OFFICE OF THE UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS

Dr. GILROY. Chairwoman Davis, Ranking Member Wilson, distinguished members of the subcommittee and staff, thank you for inviting us to discuss our recruiting and retention programs with you today. I'm delighted to report to you that the state of recruiting and retention for our active duty force, as we are one-third of the way through fiscal year 2009, is a success.

Let me make three points in the limited time that I have.

Point number one, the services have done a remarkable job in recruiting a quality force in an environment that has been characterized by most as the most challenging since the advent of the All-Volunteer Force in 1973. I know this because I have studied this, I have written about the volunteer force, and I have helped manage the volunteer force for 30 years.

As the economy continues to dip and unemployment rises, recruiting should be somewhat less difficult. We know this. But the economy is not the only driver of our retention and our recruitment programs. We have other significant challenges that are facing us today, and let me just talk briefly about those.

Influencers of youth, for example—Madam Chairwoman, you mentioned that just a moment ago—are much less likely to recommend military service to young people today than they did two, three, four years ago—parents, teachers, coaches, guidance counselors. And we know that propensity among youth themselves is much less than it is today—than it was two, three, four years ago. We also know that we have a declining pool of eligible and qualified young people in America today who want to serve, owing mostly to health and physical fitness issues and education problems.

We have a crisis in this country, don't we? We have an obesity problem amongst our youth, and we have an education crisis as well. Seventy to 75 percent of young people today have a high school diploma, a bona fide high school diploma. That is a sad state of affairs.

So when we add all of the qualifiers we find that only 25 percent of our young people today age 17 to 24 are qualified for military service. Not a good situation.

We have an ongoing Global War on Terror and the associated operations tempo; and, lastly, we have the need to maintain end strength for the Army and the Marine Corps at relatively high levels. These are our challenges, despite the fact that unemployment is rising and the economy is slacking.

Point number two, to the extent that there will be pressure for budgetary realignment and budget cuts, if you will, and these will be directed to our recruiting and retention programs, I ask that we move cautiously and deliberately when we consider these. Historically, when the economy weakens and recruiting and retention became less challenging, these programs have been ripe for cuts. Recall the crisis in the late 1970s, as a result of significant and I should say careless cuts during those times. Recall the problems in the mid-1980s for the same reason. And recall the issues in the late 1990s when all four services missed their recruiting goals in either 1998 or 1999 for the very same reason.

These lessons from the past showed us that it is easy and quick to cut budgets during times when recruiting and retention are successful, but we also learned from those lessons of the past how difficult and how time consuming and how expensive it is when we need to ramp up, when recruiting and retention failed, as a result of those budget cuts.

If we do not pay attention to the history lessons, we are doomed to repeat these sins of the past. And that is why we are working together, the services and Office of the Secretary of Defense (OSD), to review our recruiting and retention programs to ensure funding adequacy without excess.

Finally, in conclusion, the success of our voluntary military during good times and during challenging times results directly from this subcommittee's continued support for which we are very, very grateful. We have recently celebrated 35 years, our 35th anniversary of our volunteer military; and we thank you for your significant role in the success over those years.

We stand by to answer any questions that you may have. Thank you.

Mrs. DAVIS. Thank you.

[The prepared statement of Dr. Gilroy can be found in the Appendix on page 57.]

Mrs. DAVIS. General Rochelle.

STATEMENT OF LT. GEN. MICHAEL D. ROCHELLE, USA, DEPUTY CHIEF OF STAFF, G–1, HEADQUARTERS, U.S. ARMY

General ROCHELLE. Thank you, Madam Chairwoman, Ranking Member Wilson, distinguished members of the subcommittee. Good morning and thank you for the opportunity to appear before you. I thank you for the opportunity to appear today and thank you for your wonderful and continued support.

The past few years have been a significant era in the history of our Nation's Army as we have faced the multiple challenges to keep the Army vibrant, balanced, and successful, while able to defend our country against some of the most persistent and wide-ranging threats in our Nation's history. Our success in those endeavors has been due in large part to the support of the Congress and the support the Congress has given us through the many programs that have been instituted since the Nation went to war in 2001.

First and foremost, you have given us the means to recruit and retain an agile Army. As a result, for the past two years we have met or exceeded our recruiting and retention goals for the total Army. You have supported initiatives that have allowed us to transform our force into one Army that consistently uses the talents of our active, reserve, and national guard soldiers as well as our civilian team members.

We could not have succeeded without your support. You have given us the means to improve the quality of life for our soldiers and their families, and soldiers are remaining in the Army because they see it as a higher calling of service and a great place to raise a family. You have given us the means to care for our wounded soldiers; and, paraphrasing the prophetic words of George Wash-

ington, one of the strongest indicators of a healthy force is the way the Nation cares for its wounded.

Our Wounded Warrior programs have proven to our soldiers and their families that this Nation will not forget their sacrifices, nor will they be forgotten. This support has helped us sustain the health of an Army that has endured the longest period of combat and conflict in our Nation's history. The Army continues to face challenges, but it is our intent to stay in front of those challenges, anticipating them and developing strategies and programs that will keep America's Army strong.

The eligible population to serve in our armed forces has declined over the past decade, and we must continue to work hard to attract and retain the very best. The challenging environments that our soldiers serve in require more targeted recruitment, and we must remain ever vigilant that our force is manned to meet the various crises that continue to develop around the globe. We must also deal with such issues as—such painful issues, I might add, as suicides over the past few months. I'm confident, however, that the operational and institutional agility of this Army—that this Army has developed over the past eight years, with it we will meet the challenges that will come our way.

In closing, your leadership and your support have been unwavering. I have appreciated the discussions we have had over the years concerning the health of the Army, and I look forward to your questions today.

Thank you.

Mrs. DAVIS. Thank you.

[The prepared statement of General Rochelle can be found in the Appendix on page 68.]

Mrs. DAVIS. Admiral Ferguson.

STATEMENT OF VICE ADM. MARK E. FERGUSON III, USN, CHIEF OF NAVAL PERSONNEL, DEPUTY CHIEF OF NAVAL OPERATIONS, TOTAL FORCE

Admiral FERGUSON. Chairwoman Davis, Representative Wilson and distinguished members of the House Armed Services Committee, it is a pleasure to review with you today the Navy's recruiting and retention efforts as well as our end strength projections for this year.

We remain a global Navy, with over 40 percent of our forces under way or deployed. We have increased our operational availability through the fleet response plan and are engaging in new mission areas in support of the joint force. We continue to play a key role in support of joint operations in Afghanistan, Iraq, and across the globe by providing approximately 14,000 sailors as individual augmentees. With this high operational tempo, we remain vigilant concerning stress on our sailors and their families. We ensure that sailors have adequate opportunity to rest and spend time at home between deployments and provide them a comprehensive continuum of care.

The tone of the force is positive. Sailors and their families continue to express satisfaction with the morale and leadership at their commands, their health care, benefits, and compensation.

Over the past year, we have been successful in recruiting high-quality sailors. In 2008, we achieved our enlisted and officer goals across both the active and reserve components, while exceeding Department of Defense (DOD) quality standards in all recruit categories. For the first time in five years, we achieved overall active and reserve medical officer recruiting goals.

Beginning in 2008 and continuing into this year, the comprehensive benefits provided by the Congress for our service members, combined with the current economic conditions, have resulted in an increased retention and lower attrition across the force. To ensure the long-term health of the force, we are transitioning from a posture of reducing end strength to one we term "stabilizing the force." To meet global demands and minimize stress on the force, the Secretary of the Navy used his end strength waiver authority for 2008 and 2009. We project to finish 2009 within two percent above our statutory end strength limit.

Our stabilization efforts have been directed at sustaining a high-quality force able to respond to new mission areas within our fiscal authorities. We are guided by the following principles: one, continue to attract and recruit our Nation's best and brightest; retain the best sailors; target incentives to retain those with critical skills; balance the force in terms of seniority, experience, and skills matched to projected requirements; safeguard the careers of our top performers; and provide the fleet and joint force stable and predictable manning.

On behalf of all the men and women in uniform who sacrifice daily and their families, I want to extend my sincere appreciation to you and the members of the committee for their unwavering support for our Navy.

Thank you.

Mrs. DAVIS. Thank you very much.

[The prepared statement of Admiral Ferguson can be found in the Appendix on page 80.]

Mrs. DAVIS. General Coleman.

STATEMENT OF LT. GEN. RONALD S. COLEMAN, USMC, DEPUTY COMMANDANT FOR MANPOWER AND RESERVE AFFAIRS, HEADQUARTERS, U.S. MARINE CORPS

General COLEMAN. Chairwoman Davis, Congressman Wilson, distinguished members of the subcommittee, it is a privilege to appear before you today along with Lieutenant General Jack Bergman, Commander of the Marine Forces Reserves.

I would like to make a few key points, first with regard to our end strength growth. The Marine Corps achieved unprecedented success in fiscal year 2008, growing by over 12,000 marines. We have since surpassed the 200,000 mark and fully expect to reach our goal of 202,000 during fiscal year 2009, two years ahead of schedule. We owe this historic success in large part to our recruiters, who met all succession goals in fiscal year 2008, while maintaining the highest quality standards. Thank you for your continued support of our enlistment incentives which make these achievements possible.

Active component retention has also been successful. We achieved an unprecedented 36 percent retention rate among our

first-time marines, exceeding our 31 percent in fiscal year 2007 which in itself was an historic high.

We thank you for your support of our selective reenlistment bonus (SRB) program. It is the foundation of our retention efforts. We will continue to require a robust level of SRB funding to increase retention in targeted and specialized Military Occupational Specialties (MOS) so we maintain a vital Marine Corps leadership and experience.

While we did miss our reserve authorized end strength by approximately 2,000, this was due in large part to the focus we placed on return and reserve personnel to the active force. As we close in on our 202,000 plan, we will now refocus our efforts on increasing our reserve end strength.

Lastly, I want to personally thank you for your staff's recent visit to our Wounded Warrior Regiment West Battalion. I know our Nation's wounded warriors are a top priority for you; and I can assure you that they are for the Marine Corps, too.

With our 202,000 end strength success in the near horizon, I want to thank you and other Members of Congress for your support and partnership. The increased funding and flexibility authorizations that you provided are central to the strength that your Marine Corps enjoys today. We will continue to rely on them as we grow and maintain 202,000 and we work to shape the Marine Corps for the 21st century so we will always remain the most ready when the Nation is least ready.

I look forward to your questions.

Mrs. DAVIS. Thank you very much.

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

Mrs. DAVIS. General Newton.

STATEMENT OF LT. GEN. RICHARD Y. NEWTON III, USAF, DEPUTY CHIEF OF STAFF, MANPOWER AND PERSONNEL, HEADQUARTERS, U.S. AIR FORCE

General NEWTON. Madam chairwoman, Ranking Member Wilson and members of the committee, thank you for this opportunity to discuss our efforts to ensure we attract, recruit, develop, and retain a high-quality and diverse fighting force for the world's most respected Air Force.

Today, airmen are fully engaged in joint operations across the globe and stand prepared for rapid response to asymmetric threat as well as unconventional conflicts. Our priorities are clear: reinvigorating the Air Force nuclear enterprise; partnering with the joint and coalition team to win today's fight; developing and caring for airmen and their families; modernizing our air and space inventories, organizations, and training; and recapturing acquisition excellence. These priorities will shape the strategic landscape that currently provide significant challenge to our organization's systems, concepts, and our doctrine.

Regardless, today's airmen are doing amazing things for the joint war fighting team. Our aim is to improve capability by tapping into all available sources so we do not lose the war for America's talent. As such, the Air Force has made diversity a strategic imperative

to ensure we remain prevalent as the greatest combat-ready Air Force in the world.

As we prepare for an uncertain future, we are transforming the force to ensure we are the right size and shape to meet emerging global threats with joint and battle-trained airmen. For fiscal year 2008, our active duty officer corps met or exceeded all aggregate retention goals, while overall active duty enlisted retention rates finished below annual goals.

Whereas retention is strong within our officer corps, a few pockets of concern exist among control and recovery, health professionals and contracting.

The Air Force continues to develop both the accession and retention incentives to ensure the right mix of health professionals. Additionally, our most critical war-fighting skills require special focus on enlisted retention due to demands on the high operations tempo placed on airmen who perform duties such as para rescue, command and control, tactical air control party, and explosive ordnance disposal. Just as important, we are committed to taking care of families and our wounded warriors as an essential piece of retaining an effective force.

In conclusion, our airmen are doing amazing things to meet the needs of the joint war fighter. They execute the Air Force mission and keep the Air Force on a vector for success against potential future threats in that uncertain world of ours. The Air Force must safeguard our ability to see anything on the face of the Earth, range it, observe it or hold it at risk, supply, rescue, support or, in cases, destroy it, all the while assessing the effects and exercise global command and control of all those activities.

Rising to the challenges of the 21st century is not a choice. It is a responsibility to bequeath a dominant Air Force to America's joint team that will follow us in service to the Nation. We appreciate your unfailing support to the men, women and families of our Air Force, and I look forward to your questions.

Mrs. DAVIS. Thank you very much.

[The prepared statement of General Newton can be found in the Appendix on page 110.]

Mrs. DAVIS. We certainly appreciate all the leadership that you have all brought, and I want to just let you know you have been so good about keeping within those time frames. At the end of our discussion, I want to invite you to share with us any additional thoughts that you have that might not have been covered as we entertain a number of questions from the members. Thank you for that.

One of the things that we are obviously very concerned about is, as you work within the budgets right now, are you being asked to operate recruiting and retention below the levels of 2008 and even below the levels perhaps of the first few months of fiscal year 2009? Are you being stalked, as we said earlier? And how comfortable are you with that? Do you think that we are in a position so that you are able to reduce those budgets? And, more importantly, whether or not you feel that the emergency supplementals will be required to help you out as we go along here? Where are you? Are you feeling that this is going to be something that is actually going to cut into your ability to do your jobs properly?

Dr. Gilroy, do you want to start? General Rochelle.

General ROCHELLE. That is a fairly wide-ranging question, Madam Chair. Let me respond to it in this way.

First of all, the wisdom and the advice given by this subcommittee, and I would also mention the appropriations committee as well, to migrate recruiting and retention completely into the base a few years back was wise counsel. We are on track to do that in fiscal 2010. Having said that—completely, I should say, across all components in fiscal 2010. Having said that, we have not significantly begun to throttle back yet, but we obviously will have to in terms of meeting end strength. That will not be constrained. That will not be a direct result of budgetary impacts in the Army.

Mrs. DAVIS. General Coleman.

General COLEMAN. Yes, ma'am.

Ma'am, I believe that as we reach—we, the Marine Corps, reach our 202,000, which was a far-reaching goal, and to be able to reach it two years ahead of time, is a direct reflection on Congress' willingness and ability to provide us the incentives that we need. I think as we get closer and as we reach the 202,000, the big part of the assignment then is to shape the force the way we really actually need it to be. So I foresee that supplementals will certainly go away.

I would, as a manpower person in the Marine Corps, in order to get those military occupational specialties that we need to reenlist, such as your linguists and your explosive ordnance personnel, we will need help. We will need continued help. But I think we fail you if we don't admit that, as we reach our goal, we would be able to throttle back somewhat, ma'am.

Mrs. DAVIS. Admiral Ferguson, do you want to comment?

Admiral FERGUSON. The Navy takes a very tailored and strategic approach to both enlistment bonuses, retention bonuses. We look by skill set, by rating and specialty; and we have already taken actions, beginning in last September and again last month, to reduce or eliminate, for example, some selective reenlistment bonuses where we see individuals reenlisting at greater than required levels.

So we feel very comfortable with the amount of support we have in the budget, but I want to assure you we have an ongoing practice of assessing and evaluating those levels and adjusting them in response to what we see happening in the force.

General NEWTON. Madam Chairwoman, for the United States Air Force, we are very much focused on, obviously, our people and our people programs. So, as I'm sure the other services do, we do not separate, for instance, recruiting and retention and so forth. It is very much for, as you well know, we are on a glide path to reduce our end strength down to 316,600 on active duty rolls, where now our proposed budget now have us around 330,000 active duty. So part of the challenge is to recruit to, not to a 316,000 number, but now to a 330,000 number, as well as retaining our men and women across the force.

Generally, for recruiting, we feel very confident we are going to meet our recruiting goals. We also feel confident we will meet our retention goals through fiscal year 2009. But it is not just going after that end strength of 330,000. It is focused on again how we

shape the force for doing specific tasks at hand not based on a legacy force of several years ago but, as we look forward, how do we shape that force to do what the joint warfighter requires. So we have set our priorities focused not only on across the force but some specifics and having clear insight into the data of who we need to maintain an active force.

Dr. GILROY. So, in sum, Madam Chair, the Department is indeed committed to eliminating the requirement for supplemental funding for recruiting. There will be a transition period required to do this, but the commitment is clearly there to make recruiting budgets and funding out of the base.

Thank you.

Mrs. DAVIS. And you have authorities within your budget in terms of those areas where you feel that you can ramp up bonuses and there is no problem with that, is that correct?

Admiral FERGUSON. We have the flexibility we need.

Mrs. DAVIS. Mr. Wilson.

Mr. WILSON. Thank you, Madam Chairwoman.

General Rochelle, the Army is to be commended for very likely achieving its accelerated manpower growth by the end of the year.

Also, I have been very impressed by the significant resources for the Wounded Warrior program. I have had the opportunity to see the facilities, the dedicated personnel, particularly at Walter Reed at Bethesda, at Montcrief Hospital at Fort Jackson. It is wonderful to see the attention given to our heroes.

But with the objective of 547,400, what is the status of providing for deploying units and maintaining proper personnel for such crucial programs as the Wounded Warrior program?

General ROCHELLE. Thank you for your question, Ranking Member Wilson.

We are absolutely committed to our wounded warriors. As I said in my oral statement and as you certainly may have already found in my written statement, that is a commitment that is immutable. Our Fragmentation Order Number Four, which was recently staffed, will move us closer to being able to take our wounded warriors from our reserve components as well as our active components and move them closer to family member or to home, thus reducing the strain on the facilities and the infrastructure of which you spoke but, at the same time, providing a better environment for the soldier in which to heal.

Today, our wounded warrior population is down from a high of roughly 12,000 active, guard and reserve to 9,000 and declining even further both as we ramp up and continue to provide the best medical care we can and the best medical care on the planet to our wounded warriors.

With respect to readiness, we will continue to ensure through active retention, which I spoke in my oral statements, as well as recruiting to provide our deployers with the qualified soldiers, the best-trained, best-equipped, and best-led to serve on our front lines.

Mr. WILSON. Additionally, General Coleman, the success of the Army, the success of the Marine Corps in achieving the end strength of 202,000—and nothing is more inspiring than going to Fort Jackson or to Parris Island to see the young people grad-

uating, to see the families and the success, but is 202,000 sufficient for the threats that our country faces in the future?

General COLEMAN. Yes, sir, we believe that as when General Conway, the Commandant, came on board what he wanted to do was right size the Marine Corps. And we felt that 202,000 was the right-size, the right number to right-size the Marine Corps to allow us to do the things that we aren't able to do right now as we fight the war in Iraq and Afghanistan. As we get to that number, we feel that 202,000 is, in fact, the correct number to allow us to fight and train for the next fight.

Mr. WILSON. And, for both of you, I would like to commend you on what is being done for families. With the highest percentage ever of married troops, families are truly given a priority in housing, on schools, day care. Thank you for what you have done.

For Admiral Ferguson and General Newton, the Navy and the Air Force end strength, there has been a decline over the years prior to 2008 but now there is an increase in end strength; and the question would be, should the end strength, should manpower be increased, or should there be more emphasis on modernization? And if each of you could answer that.

Admiral FERGUSON. Representative Wilson, the challenge that all the services face and the Navy in particular is we have to balance the capitalization and replacement of equipment with operations and maintenance costs and depot maintenance, as well as repairs to existing facilities as well as the people accounts. And so when we looked at our end strength about six, eight months ago, we assessed that, due to the increased demands that were placed on us for the joint force for enablers, we decided to flatten out our descent and to stabilize; and we assessed that approximately 329,000 or so in the foreseeable future will provide us that adequate support where we can meet the joint force requirements and the operational force.

General NEWTON. Also, in the United States Air Force, it is a balanced approach. As we put forth in our proposed end strength of 330,000, the issue is not so much the end strength—that is important enough—but also how are we going to shape that force and to compel that force to do what in support of the joint war fighter.

We have put our priorities in terms of providing intelligence and surveillance and reconnaissance capabilities as we reinvigorate the nuclear enterprise towards irregular warfare, towards bringing back some more of our maintenance, particularly on our flight lines and so forth. And so, as we look towards this end strength, it is also how are we going to shape that force again over not only for the current fight but for future fights as well. And so it is indeed a balanced approach.

Mr. WILSON. And thank you all.

Mrs. DAVIS. Thank you.

Mr. Kline.

Mr. KLINE. Thank you, Madam Chair.

Thank you, gentlemen, for being here today, for your testimony, for answering the questions, and for your terrific service to our Nation.

I want to explore for my brief time here the issue of access of recruiters to colleges and to high schools. I have a couple of comments and then a question.

The laws are different a little bit regarding college and high school, so my first question would be, what is your perception—and it can be any of you. We have sort of limited time. Maybe Dr. Gilroy or perhaps General Coleman or General Rochelle could address it. How is access to the colleges working out today? Is it restricting our ability particularly to recruit highly qualified individuals for the officer corps, for example?

And then a more pressing concern is access to students in high school. As you know, there is some debate here in Congress and there are some proposals out there that would restrict access of recruiters to information; and recruiters would only be provided student information when parents give their written consent. So the point is, there are proposals out there; there are some different views. I would be interested in knowing what your perception is of how it is working now as far as access and what changes in the law such as I have just suggested what that might do.

And I will yield to whoever would like to answer that question.

Dr. GILROY. Congressman Kline, I will begin and then yield to my colleagues as they choose.

With regard to the college declinement first, as governed by the Solomon Amendment, clearly, there have been some cases in which access has been hindered to some extent or made more difficult than we would like. But typically what happens is that through diplomatic discussions between the services and OSD and the university or college, those differences seem to be eventually straightened out. So we are pleased about that. There is a mechanism in place which governs the discussions between the university leadership and the services and OSD.

As you know, the Solomon Amendment provides for the violators of that law or amendment to become ineligible to receive Federal funds. We have two universities that fit that category today. They have not in the past received Federal funds, so it probably doesn't matter a whole lot to them. But, nonetheless, we enforce the law when it is appropriate to do so.

With respect to access to high schools, again, we have a mechanism in place under the Hutchinson Amendment; and we have protection under the No Child Left Behind Act which provides us access.

Now, all high schools, 22,000 of them roughly in number, are technically in compliance with that. But some go to lengths to limit access. Some teachers and guidance counselors will hand out opt-out forms to students and request them to fill them out before leaving class, for example. Or some will encourage anti-military groups to set up booths alongside recruiters. These, as I should categorize, are annoyances, to be sure, but typically we can work with the schools, the school districts, the superintendents and even the school board sometimes to iron out some of these differences.

We think that the current law opt-out is very, very important to maintain. We will be very much opposed to any change which would yield to the so-called opt in arrangement. So that is particularly important to us.

Mr. KLINE. I'm about to run out of time here. Any of the rest of you have anything differ or modification to that? The concern would be in the opt-in is that you might lose access to a great many students and really have an adverse impact on recruiters. Is that the widely held view there? You can nod or——

General COLEMAN. Yes.

General ROCHELLE. That is certainly my impression, sir, yes.

Mr. KLINE. Thank you.

Madam Chair, I yield back.

Mrs. DAVIS. Thank you.

Mr. Loebsack.

Mr. LOEBSACK. Thank you, Madam Chair. Thank you to all of you for your service.

I just have a question about dwell time; and I would like to get your thoughts on that, all of you, but in particular if I could begin with General Coleman and General Rochelle.

Obviously, over the course of the past several years, that has been a very important issue, a lot of thoughts, a lot of ideas, some legislation proposed to increase dwell time because of the, obviously, the concern for retention of service members who are on multiple deployments. Generals Coleman and Rochelle, could you speak to that issue and what you see perhaps coming down the pike as far as any increased dwell time for active members, not to mention our reserve and guard as well?

General COLEMAN. Yes, sir. Thank you for the question, sir.

Sir, speaking for the Marine Corps, the dwell time is not yet where we would like it to be. That was part of the Commandant's call to increase the size of the Marine Corps so we could in fact right-size and do the dwell so that we could have a one to two for every month in the fight, another month home. We are not there yet, sir. We are getting closer. As we grow to 202,000, we believe by the end of this year, we will have increased our numbers by three battalions' worth of infantry battalions, which would certainly make a difference.

But the point to remember is that when we in what we believe in July get to 202,000, some number of those Marines are at Parris Island. It takes about a year from the time a recruit gets to Parris Island to the time he or she gets to the fight. So relief is on the way, but we are not there yet, sir.

General ROCHELLE. Representative Loebsack, let me first of all say I would not see the need for legislation with respect to dwell time which was embedded in your question. The Chief of Staff of Army and the Secretary of the Army are committed to balancing the Army, restoring balance to the Army no later than 2011.

What does balance mean? What it means basically is two years dwell for every year deployed for the active component, four years dwell for every year deployed for our reserve components. We are committed to that.

Fundamental to achieving that is the growth of the Army, and I mean that in two sense—in two different terms. The first, of course, is the growth of the end strength, which has been spoken of already. But the other is the growth in capability and units able to answer the mail and the call for our Nation.

Mr. LOEBSACK. Admiral Ferguson and General Newton, could you speak to that issue, too?

Admiral FERGUSON. For the Navy, the average dwell time in the units is an excess of two to one; and we very closely monitor those units that are under stress. For example, we have some squadrons of EA6B aircraft that are approaching one to one, but in no cases do we exceed one to one without the Chief of Naval Operation's (CNO) specific approval. And we also monitor the time in home port. So we feel we have very good control of the issue.

General NEWTON. The Air Force would echo that. We are on much of an expeditionary footing in terms of being able to provide, again, airmen to whatever the joint fight may require. So it may be on an individual basis, a joint expeditionary tasking but also to the unit. But at this time we are not—we don't—are either involved with nor do we foresee a challenge or issues with dwell time.

Mr. LOEBSACK. Thank you.

Thank you, Madam Chair.

Mrs. DAVIS. Thank you.

Mr. Jones.

Mr. JONES. Thank you, Madam Chairman; and, to the panel, thank you very much for being here today. Thank you for your service.

And, Dr. Gilroy, my question does, I think, impact on recruiting, especially. What are the number of military with Post-Traumatic Stress Disorder (PTSD)?

Dr. GILROY. I'm sorry, sir?

Mr. JONES. What is the number of our troops—primarily, I guess, Marine Corps and Army—that have been verified by a doctor, whether it be Army or Navy, that have a mental issue called PTSD?

Dr. GILROY. I don't have those numbers with me, and I would like to take that back for the record to respond in full and accurate. Thank you.

Mr. JONES. That is fair.

[The information referred to can be found in the Appendix on page 205.]

Mr. JONES. Again, the reason I'm bringing it up is because I do think it impacts on recruiting. The number that I have received is 42,000. That came from the Department of Defense.

I think—and I want to bring this up before the committee as well as the panel—we have got some real serious issues with the policy that relates to those coming back from Afghanistan or Iraq that have been designated with the mental challenge known as PTSD. And mainly my colleagues, I'm sure, as I have, have been made aware of young men who are going into the military—and I actually read this letter on the floor of the House recently; I did not use the name of the mother or the young Marine—but going into the Marine Corps at 18, good student, Eagle Scout, grandfather was a Marine and fought in Vietnam. The kid had been to Iraq and Afghanistan a total of three times in both countries. Comes back, develops a problem of alcohol abuse. A Navy doctor—I have the report—recommends that he have counseling. Somewhere along the line the ball was dropped.

And, actually, General Rochelle, working with a young lady from my district down in Georgia who is in the Army, a very similar situation.

I think that somewhere along the way—and I'm not sure that, Dr. Gilroy, it is your responsibility, but somewhere along the way, the military has got to come together on this issue of PTSD. Because Joe Stiglitz, who wrote the book *The Three Trillion Dollar War*, has already said that the tsunami that is coming——

And I do think this does impact on recruiting, quite frankly. Because if this mom is writing a Congressman—the only reason I'm involved is because he is stationed out in Camp Lejeune. But if this word gets out that the military wants you, but once you cannot do your job because of a mental wound then they don't need you, we have got to deal with this.

And, again, I'm not sure this is your area of responsibility. But this is a problem that I think is going to impact at some point in time if we continue to build up in Afghanistan. And I'm not discussing that policy today, but if we do and we still have somewhat of a presence for the next 19 months or 24 months in Afghanistan, there is still going to be fighting. We are going to see more and more of these people—these young people coming back that have some type of mental challenge and some type of PTSD.

And I hope that you will and this fine panel sitting here today will say that we need to review our policies. Because there is no reason to say to someone that has PTSD, we are going to discharge you for dishonorable discharge or misconduct and therefore you lose your benefits. And that is not helping society.

Dr. GILROY. You are absolutely right, Congressman Jones. That is a serious issue and one that I know my colleagues at the table have dealt with specifically. We take this extremely seriously. There is just no question about it.

The impact that you imply on recruiting is clearly there, too. Because these young men and women who return as veterans, having served in theater, become ambassadors for us when they return to the community. So it is extremely important that we make sure that they are receiving all of the benefits to which they are entitled. So I will take that back with me with all earnestness and with the greatest amount of seriousness.

Thank you.

Mr. JONES. Madam Chairman, I will end on this. But, Dr. Gilroy, I really would like to have a discussion with you at some point in the future. Maybe you could get this situation to the right people and say we don't need to wait any longer on this. Because it is going to grow, and it is going to expand, and it is going to create more problems for this country but also recruiting.

I yield back.

Mrs. DAVIS. Thank you, Mr. Jones.

I want to return to the issue I think that you have touched on a little bit, the fact that we have been able to reach our numbers in terms of end strength and early, but the second part of that is really to have the dollars available to do the training. I would like you to speak to that and whether you feel that there is adequate capacity there to do that. Are there slots available in training schools? We know that in some cases reserves do not have the abil-

ity to also participate in those training arenas. So I would like you to—where are the problems here that we are encountering and how concerned ought we to be about that?

General ROCHELLE. Madam Chair, you have actually addressed or asked two or three questions in that single one, the first being resourcing. There is always tension between investment accounts, modernization, if you will, people and then, of course, operational tempo; and the Army balances that within its authorized hot line in order to do, as I said before, deploy the best-trained, the best-equipped and the best-led forces our Nation can deploy. That is our mantra, and we will do that.

Your question also addresses reserve component; and I simply would like to point out that at the beginning of 2009 the backlog for Army National Guard—I will mention Army National Guard; the Army Reserve does not have an appreciable backlog—was 28,900 soldiers who had yet to enter training, to become a full-up round, as we would say. The Army added 8,300 seats to the Army National Guard's allocation of training seats, ostensibly reducing that backlog by the end of 2009 to no greater than 9,600. So it is a total force of approach we are taking.

Mrs. DAVIS. Where do you anticipate, though, the problems? Because part of the difficulty is still that there is stop loss, is still an issue within the Army.

General ROCHELLE. Stop loss is still an issue for the Army, and we are actively engaged——

Mrs. DAVIS. Could you quantify that for us a little bit better in terms of those numbers and how that interfaces with the issue we are talking about?

General ROCHELLE. Seven thousand stop loss today in the active component—bear with me one second—7,000 in the active Army, 1,400 in the Army Reserve, and 4,400 in the Army National Guard. And we are committed and we are actively working at at the senior levels of the Army to work our way out of stop loss.

In the past, what I have been asked by this committee and others is, General Rochelle, is 547,400 enough? And my answer has always been, let us get there, and then we will see. Because we don't know what demand will look like. Well, as Representative Wilson mentioned in his opening statement, we are there. What remains the unknown today is the demand.

Mrs. DAVIS. When can you anticipate that you think we will have fewer troops who are needed to fill in essentially some of those slots? Can you project that for us a little bit?

General ROCHELLE. I am not sure I understand your question, please.

Mrs. DAVIS. Do you have your own time line in when you would like to see us having far fewer troops that are part of stop loss, that are in units that are being pulled out essentially that are leveling and filling in those units? When—is there a time that we can anticipate that? Or where should we be? What would be the anticipated numbers even after we are able to have the end strength and the training following through in the kinds of numbers that we would like to see?

General ROCHELLE. Relative to the demand I would submit that we are doing a near miraculous job of keeping stop loss to the low

level that it is. Now any number of stop loss is an egregious number. But we are really—given the demand that is on the Army today, we are doing in my estimation, my humble estimation, a remarkable job of keeping it to the minimum number possible.

To your specific question, going forward it depends upon the demand. And I can only say that since my time as the Army G–1 every estimate of declining demand has proven false.

Mrs. DAVIS. I appreciate that.

Mr. Wilson.

Mr. WILSON. I just thank all of you for your hard work in providing opportunity for the young people of our country, and I look forward to the next panel which are Reserve units.

But thank you very much, Madam Chairwoman.

Mrs. DAVIS. Thank you.

Mr. Loebsack.

Mr. LOEBSACK. Thank you, Madam Chair.

I would just like to draw the obvious connection between my question and my good friend Walter Jones—Congressman Jones' question. Clearly, there seems to me to be an intimate link between dwell time and the lack thereof and issues of PTSD and strain on the family; and you are all very aware of that, obviously. And you know I'm really appreciative of the fact that Congressman Jones asked the question he did after I asked. We didn't coordinate it, but I'm really glad that he did. That we all have I think very similar concerns on this panel.

I have another question but more controversial, perhaps. The end strength levels that we are talking about, the goals that we are talking about, were established prior to the Status of Forces Agreement (SOFA) agreement in Iraq, if I remember correctly. Prior to what appears now to be a serious drawdown of our troops in Iraq—again, fully aware that there will be other conflicts that we are going to ramp up some in all likelihood in Afghanistan, although that still remains to be seen just how much because the administration is conducting a strategic review of the situation there—do any of you foresee any modifications of the kinds of end strength numbers that we are now assuming we are going to need in the coming few years or so based on any potential strategic review of the situation around the world? Or are you just sort of assuming that we are going to continue to work along the lines that you are now working?

Any thoughts on that from any of you.

General COLEMAN. Sir, for the Marine Corps, I believe that the 202,000 is about right. When General Conway came in, his desire, as I said before, to right-size the force, was to ensure that we had the one to two dwell. But since this long war, the Marine Corps as a service has been able to fight the war and train for the war. But we have not done jungle training. We have not done cold weather training. We have not done fire exercises. We have only had the number of folks to fight, to come home, refit and go back.

The 202,000 is to give us three mirror-image MEFs, marine expeditionary forces, so that we can do jungle training and cold weather training and do the things that we haven't done. So, until we know what is next, I would say that, yes, the 202,000, we believe, 202,000 is correct; and I would be surprised if we went higher or

requested higher or lower in the three- to five-year term, sir. That is just General Coleman, though.

Mr. LOEBSACK. General Rochelle.

General ROCHELLE. Sir, you are asking a strategic risk question; and my first response to it would be I'm optimistic that the upcoming Quadrennial Defense Review (QDR) will take that into account and then, of course, make recommendations with respect to service sizes for all of us that are prudent.

You are also asking a question in more tactical sense as you say deliberations; and my answer would be, except for ongoing discussions on the subject of stop loss and how the Army might come out of stop loss, no, there is nothing beyond 547,400.

Admiral FERGUSON. For the Navy, we continuously review our end strength in terms of the requirements; and it is an issue of balancing fleet manning of the ships and the support personnel needed to operate the force, combined with our contribution to joint enablers. And so we, within that calculation, assume a level of risk, as General Rochelle referred to, that we assess in those manning levels and that the nature of our demand is support personnel in theater. We see that demand continuing, and so we feel comfortable with the levels that we proposed for the foreseeable future.

General NEWTON. From an Air Force standpoint, much like as Admiral Ferguson just mentioned, it is a balanced approach. Again, you cannot predict the future; and certainly the enemy gets a vote in that regard. But as we look across our end strength, as I mentioned, our proposed end strength from 330,000 from an active duty sense, we in the United States Air Force also take a total force end strength as well in terms of being in very synchronized and integrated with our active duty, our Guard and our Reserve.

That said, again, what you need the United States Air Force to be engaged with is, sure, in Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF) particularly on irregular warfare but also across a spectrum of conflict as well. So we are again focused on that balanced approach to how we not only look at our end strength but again how we shape that force inside those end strength numbers.

Mr. LOEBSACK. Thanks to all of you.

Dr. GILROY. In summation, General Rochelle mentioned the forthcoming Quadrennial Defense Review, and we await that document, clearly, under the new Administration which will indicate to us the planning that it has for contingencies. And it will provide alternative scenarios, so that we go with what we know right now as the current planning and await that document.

Mr. LOEBSACK. Thank you, Madam Chair.

Mrs. DAVIS. Thank you. Mr. Jones.

Mr. JONES. Thank you, Madam Chairman.

General Rochelle, I believe your answer to Madam Chairman Davis about the stop loss, would you repeat the numbers? I think you said 7,000. I was a little bit late in listening to your response of 1,400, I believe you said, reserve, and 4,400 national guard. Is that right?

General ROCHELLE. Those are the correct numbers, sir.

Mr. JONES. I will never forget going to Walter Reed years ago with Representative Gene Taylor, I believe. And a kid from Florida

was in the hospital, and he was very, very—he was a sergeant in the Army. And as we got ready to leave, we talked to him, we thanked him. And he had his fiancee sitting at the end of the bed, and he asked us about stop loss. He said, who has this authority? Is it the Congress, or is it the Department of Defense? And one of us said, well, the Department of Defense has this authority. Then he pulled the sheets down, and both legs had been blown off. He was in the sixth week or seventh week of being stop lossed.

It has always bothered me, and I don't know why I didn't think of it but I thank the chairwoman for doing it. How is that soldier notified that he is going to be extended? How does that process work? Are they told two months out, three months out? Is it an orderly process? Or are they told within three weeks: We have decided that you are not going to be going home? How does that mechanically work?

General ROCHELLE. Stop loss goes into effect for a unit that has been alerted to deploy, whether it is a guard unit or reserve unit or an active component unit, in effect, 90 days prior to the latest arrival date for the unit.

Now, that doesn't mean that on that date every soldier in that, take a brigade combat team, is effectively stop lossed. What it means is that as that brigade deploys or as that unit deploys, the members of that unit who arrive at their expiration term of service throughout the 12-month or 15-month deployment will effectively go into the condition we refer to as stop loss.

You posed the question in the point of the authority. And the authority is inherent and clearly stated in the enlistment contract that it is the authority of the Federal Government, of the national command authority to employ stop loss.

Mr. JONES. General, this might not be fair. But this has become a very, very—it has become a national issue of great concern to many people. And I realize contracts, and maybe the majority of people that read the contracts, they read them. I haven't read as many insurance policies as I should and I sign the dotted line. But that is my problem, not anybody else's.

But I guess the point I am trying to get to is that maybe the Congress and maybe most of my colleagues wouldn't agree. But maybe we ought to have some law or something that says that if the DOD is going to have the authority, that they would have to come to an Armed Services Committee and say that our situation with our ranks are so desperate that we are going to have to institute the policy of stop loss. I think that would give more confidence to the American people than an Administration—I am not being critical of the previous, and the new one hasn't been in but six weeks so I can't be too critical anyway. But the fact is that when this policy went in place a few years ago, it was almost like the soldier and I guess the Marine as well, but the soldier primarily was somewhat caught off guard. Yes, it is in the contract, but the contract, they either forgot it or they didn't read it.

I think on that kind of issue, that if America is going to send their kids to die and be wounded, that the Congress ought to be more involved. And I am not saying that the Congress, but if the DOD Secretary came in here and said to an Armed Services Committee, listen, we are in dire situation. We have got to put a stop

loss program in place, I think the Congress would give that authority. But the way that this had worked in this war in Iraq especially, I think truthfully it really caught a lot of families way off guard.

And I don't expect you to make a decision whether Congress should be involved or not, but I think that Congress itself ought to look into this and really discuss what is our role, what is the role of the Department of Defense. Because what it is is a draft, anyway, or it is an extension of somebody's service. And maybe they should have known it, but many times they forgot it or didn't know.

I yield back. Do you want to answer?

General ROCHELLE. Well, sir, I would like to comment, if I may.

First of all, I would like to reiterate that we are committed, as soon as demand permits, to get the Army out of stop loss.

From a personal perspective, I would like you to know that just a few short years ago, to the point of recruiting and impacts on recruiting, indirect impacts, just a few short years ago I had the privilege of leading the Army's recruiting force for almost four years, starting roughly 100 days after September 11th. I can tell you that every time the Army reemployed, tightened, or tinkered with—that is a technical term—stop loss, I felt it in recruiting. We don't like it. We would be off it today if the demand permitted so. It simply doesn't. And it is a technical provision of the enlistment contract that applies to all of us. We all signed the same enlistment contract, Army, Navy, Marine Corps, Army Reserve and Army National Guard.

To our soldiers, I would say—and I am always cognizant that they too are watching these hearings and these proceedings—we will get off stop loss as quickly as we possibly can. We are committed to that.

Mr. JONES. Thank you, sir.

Dr. GILROY. Congressman Jones, let me add something from the Office of the Secretary of Defense perspective, and to support General Rochelle in his views about ending stop loss as soon as practically possible.

Secretary Gates has gone on record as being committed to ending stop loss as well; and of course he has been in serious discussion with the Army leadership, including General Rochelle, within the last two weeks on specific proposed dates for both the active Army, the Army Reserve, and the Army National Guard, about when it would be practically reasonable to expect the elimination of stop loss. There is great commitment within the DOD leadership as well as the Army to end this, and we are very cognizant of the political ramifications to this policy as well, of course, as the military ramifications for keeping it.

The Secretary is also committed to the payment, given new authorities, for the payment to those who are engaged in stop loss.

So there is a lot of discussion ongoing at the present time, and I expect within several weeks we will have some official notification of the Department's plans for stop loss.

Mr. JONES. Thank you, Madam Chairman.

Mrs. DAVIS. Thank you. You can tell there is great concern on the committee on that issue.

I know that we have our next panel and we want to move to that. But before I do that quickly, and I also said that I would give you a chance to make sure that you leave us with a message or thought, a concern, as we wrap up. As we will be looking forward to fiscal year 2010 budget, we know that it does not today, as I understand it, represent the enhanced .5 pay for the military above the Employment Cost Index (ECI). And I wonder whether you have, how do you see that? Do you think that that is going to be a concern in terms of recruiting? Would you like us to know about that issue?

Dr. GILROY. I think that the 2.9 percent pay raise, which is equivalent to the Employment Cost Index as published by the Bureau of Labor Statistics, is appropriate and fair for this fiscal year. We would not as a Department ask for the ECI plus one-half. The reason being is not for budgetary purposes, but simply because the 2.9 percent keeps us at the 70th percentile of civilian earnings, which in the ninth quadrennial review of military compensation established as the reasonable and appropriate earnings profile for military members commensurate with the earnings profile of civilians with the appropriate education and experience. So we are happy with the 2.9 percent. We would not think it necessary to go anything above that.

Mrs. DAVIS. It is a departure from where we have been, and so I think that will get everybody's attention.

Dr. GILROY. I understand that.

General ROCHELLE. I will respond to your secondary question, which is impact on recruiting. I would predict none.

General COLEMAN. I would echo that, ma'am.

Admiral FERGUSON. I would assess minimal to no impact on recruiting.

General NEWTON. Agree.

Mrs. DAVIS. Thank you. The other issue, and I know we have talked about it before, is just your ability to recruit within medical professionals. And is that taken care of through bonuses that you are able to offer? And do you believe that there are other issues that would impact that? And I am curious, but I think I don't want to ask you now because we want to move on, is what solutions you have where in fact that opportunity for recruiting medical professionals is a very difficult one given the situation today. Anything we should know about, quickly?

General ROCHELLE. I would like to give you a very quick response. There is a critical shortage of medical professionals across our Nation. I am reminded of our book, *Will the Last Physician Please Turn Out the Light?* The authorities given the Army, the services, I should say. The authorities given the services to use innovative approaches, especially those innovative approaches that allow us to offer things that are a little bit exotic to medical professionals is very, very critical. And I would simply add that those expire at the end of 2009.

Mrs. DAVIS. Thank you. And I know throughout the services that is an issue. Is there anything that you wanted to add quickly to the testimony this morning that we will want to know more about?

General COLEMAN. Yes, ma'am. I would, if that is okay.

Ma'am, the Commandant's greatest challenge is to fight and win the war, and his second priority is to take care of his families. And I would like to personally thank you and the other Members of Congress for what you have done to ensure that we are able to take care of our families. And it has been absolutely phenomenal the way that the response has come in to taking care of our families.

And secondly, on a personal note, last year you and Congressman Kline spoke to me about casualty reporting. And I think the Marine Corps has it fixed. And I think, on behalf of the families, thank you for jabbing your finger in my chest.

General ROCHELLE. I would not like to miss this opportunity on behalf of the 1.1 million men and women who served in the United States Army and their families to thank this committee for its magnificent support.

Dr. GILROY. I, too, share the General's view of thanking this committee for unfaltering support over the years from both sides of the aisle. It is absolutely critical that we have that support, and you have never, ever let us down.

As a closing thought, however, let me end where I began. To the extent that there are pressures for budgetary cuts in the light of our recruiting and retention success, our recent success, let us go about them judicially, carefully, slowly, and base them on empirical evidence. Thank you for your support.

Admiral FERGUSON. I would also like to echo the support from the Navy for the committee and the Congress. I personally am in awe of the performance of our sailors around the globe. They are the finest Navy that I have seen in my career in 30 years.

We must continue to make investments in the critical skills that we require in a very high-tech and demanding Navy, such as a nuclear power, such as in medical and dental, as you mentioned, our SEALs and special operators that are at the tip of this spear in this war we are engaged in. And we will continue to do that and ask for your support in that.

In the upcoming budget, as you mentioned, we will take a balanced approach in looking at our investment accounts, our readiness and maintenance, as well as personnel.

And then, lastly, you will hear my counterpart Dirk Debbink in the next panel. But we are driving to a seamless total force in the Navy, and we could not achieve a lot of the missions we do without our reserve component. And I would just like to thank them for all they do for the Navy.

General NEWTON. In closing, thank you also on behalf of the United States Air Force. Our topic today has been recruiting and retention and end strength and so forth, and this is I believe what you have heard from my colleagues here is it is a balanced approach. It is a balanced approach that is clearly integrated not only from the services, but speaking for the United States Air Force integrated it is a total force approach as well.

As we make those contributions to the joint fight, we have got to be balanced in our approach to not only today's fight in our contributions to the joint and the coalition warfare, but also how we prepare for the future. Those unknowns out there really I think behooves all of us in this room to make sure that we focus on that joint contribution.

The last point is, it is not just our men and women in uniform and our civilians, but our family members as well. That balanced approach, you will see from the United States Air Force, and I am sure speaking for my colleagues here, it is a balance. I am challenged by that, not only focusing on those who volunteered to serve their country, but their loved ones, their family members are serving alongside, and we need to pay the same amount of attention and put the same priorities in their service as well.

Mrs. DAVIS. Thank you. I want to thank you all, particularly your focus on families. We will have a hearing on family support as well. We will have some families that we want to be here and testify. We know that there are some remarkable programs around the country where people have really taken on the delivery of services to families in a way that I think values them greatly, and we want to look at some of those programs as well. But thank you so much. We appreciate your work and certainly the extraordinary service of the men and women of our country. Thank you very much. And we look forward to the next panel.

I want to invite our panel to please take your seats. We are delighted to have you with us. Thank you very much for being here. I want to introduce our next panel. And you might have—if you were listening in, I think we did a good job of keeping within three to four minutes at the extent, and that is very helpful to us. If you can continue that, it would be great. And we will go back and ask you at the end if there is anything that you—a message that you really want to leave us with. We are not looking for thanks, actually. What we are looking for is just to be sure that we have an opportunity to focus on an issue that perhaps didn't come up in the course of discussion.

I want to introduce now Lieutenant General Clyde Vaughn, Director of Army National Guard; Lieutenant General Jack Stultz, the Chief of the U.S. Army Reserve and Commanding General for the U.S. Army Reserve Command; Vice Admiral Dirk J. Debbink, the Chief of Navy Reserve; Lieutenant General John Bergman, Commander of Marine Forces Reserve; Lieutenant General Harry Wyatt, Director, Air National Guard; Lieutenant General Charles E. Stenner, Jr., Chief, U.S. Air Force Reserve; and Rear Admiral Daniel May, Chief, Coast Guard Reserve Forces. Thank you all for being here.

Please proceed, General Vaughn.

STATEMENT OF LT. GEN. CLYDE A. VAUGHN, ARNG, DIRECTOR, ARMY NATIONAL GUARD

General VAUGHN. Chairman Davis, Ranking Member Wilson, distinguished members of the subcommittee. Mike Rochelle, my buddy, just talked about the 1.1 million members of this great Army. I want to introduce one person. Behind me is the Outstanding Noncommissioned Officer (NCO) of the Year for the entire 1.1 million soldier Army, and it is a National Guardsman from the State of Montana, Staff Sergeant Michael Noyce Merino.

Mrs. DAVIS. General, I just heard that perhaps you are going to be leaving in about 60 days. Is that correct?

General VAUGHN. I hope so, if I get the right support from everyone.

Mrs. DAVIS. Well, we wish you well. We thank you for your tremendous service.

General VAUGHN. It has been a privilege to serve as the Director, and it has really been an honor to come over here and testify. I assure you that we talk to all the youngsters about what a great privilege it is to sit here and take these questions from you and to help shape this force.

Along that same vein today, we find ourselves at 367,000 soldiers in the Army National Guard, significantly over strength, a far cry from the 2005 years that we all remember when we were 20,000 soldiers under strength. And you all had so much to do with that.

The pieces that I would talk to today as we go forward is the fact that we are going to continue to reshape our Guard in terms of capability as we bring our end strength down to the authorized numbers. We are on track to try to do that. This is a new era for us. We have never been in this position with this kind of strength. This is the strongest Army Guard we have ever had. We have never found ourselves over strengthed like this, and we are in the position that we can actually, at the same time trying to get to authorized levels, grow the readiness of our force, and we are going to take that challenge on. So thank you very much.

I will shorten the rest of it, and I look forward to your questions. Thank you.

[The prepared statement of General Vaughn can be found in the Appendix on page 122.]

Mrs. DAVIS. General Stultz, please.

STATEMENT OF LT. GEN. JACK C. STULTZ, USAR, CHIEF, U.S. ARMY RESERVE AND COMMANDING GENERAL, U.S. ARMY RESERVE COMMAND

General STULTZ. Madam Chairman, Congressman Wilson, and others, thank you for the opportunity to come and speak to you today. I am honored to represent over 202,000 Army Reserve soldiers. And just as my friend Clyde Vaughn has said, I echo the comments that he has made; the growth in our force has been tremendous.

When I took over as Chief of the Army Reserve back in 2006, we were at about 186,000. Today, we are over 202,000. That is a growth of 16,000 in a little under three years. So, a tremendous success in our recruiting and retention, which is a byproduct of the support we have gotten from Congress, the incentives we have been able to pay our soldiers to recruit and retain them. But, more importantly, it is 16,000 growth of the right type of soldiers. It is the quality of the force that I am in awe of today in the Army Reserve, great men and women who leave their jobs, leave families, and volunteer to go and risk their lives.

And just as most recently when I was visiting soldiers over Christmas in Iraq and talking to a young E–4 from Maryland, I asked him what he does back home, and he says, "I am finishing my degree." And I said, "What are you majoring in?" And he said, "I am getting a doctorate in physics." That is what we have got out there. It is the right 16,000 that we have grown, and we are well on our way to meeting our end strength of 205,000, 206,000 by the end of this fiscal year.

So I am proud to represent those soldiers, and look forward to your questions.

[The prepared statement of General Stultz can be found in the Appendix on page 134.]

Mrs. DAVIS. Thank you. Admiral Debbink.

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

Admiral DEBBINK. This is my first appearance before Congress, and I want to begin by thanking you for your fantastic support for the 67,000 Navy Reservists and, importantly, their families that I represent.

There would be three things I would like to try to communicate with you today, and first and foremost in my written testimony I go into quite some length as to what we are doing today for our Navy and by extension our Nation.

As I testify this morning, Navy Reserve SEALs are operating in every corner of the world. And you see our sailors in the news, but you don't see the moniker "reserve" down at the bottom because, as Admiral Ferguson testified just previous to this, we are a fully integrated force and utilize a total force concept of operations.

From helping to certify our strike groups as they deploy from home base to our Navy SEALs that are literally integrated with the teams in Iraq and Afghanistan and elsewhere around the world, we are making significant contributions across the full spectrum of naval and joint operations. We are also linked closely with our active component and the civilians that make up our Navy, and we are constituting a total force to execute our maritime strategy and national tasking.

The second thing I want to tell you about is just the outstanding sailors who are doing our work of our Navy Reserve, and provide a quick assessment on our recruiting, retention, and end strength.

The Navy Reserve has seen end strength fall nearly 25 percent since 2003. We are executing end strength right now of just under 67,000 by the end of this fiscal year.

Improved retention, lower attrition, and successful recruiting has left us in the position of enacting force shaping measures in order to maintain specific skill sets and the experience that satisfy our total force demand.

Central to our manpower strategy is the establishment of a true continuum of service culture. We believe this will offer our sailors the opportunity to be truly a sailor for life no matter what life brings at you, that they will be able to flow back and forth between the active component and the Reserve Component, satisfying their personal needs, their family needs, while at the same time allowing us to make sure we maintain the proper skill sets in our own total Navy force.

Finally, a bridge quick from what we are doing and who is doing it to what I believe is the real value proposition of our Navy Reserve. We are proud of what we bring to the fight today. We are also acutely aware that we have a long-term commitment to the Navy and our Nation, and we are trying to demonstrate daily the incredible return on investment that the Navy Reserve represents. We have proven ourselves to be a ready, responsive, and adaptive

operational force while maintaining the strategic depth. This is an important and I believe a very meaningful time for us all to be serving in our Nation's defense and especially as a Reservist.

I thank you for your continued support, demonstrated commitment to our Navy Reserve and Navy, and I look forward to your questions. Thank you very much.

[The prepared statement of Admiral Debbink can be found in the Appendix on page 146.]

Mrs. DAVIS. Thank you. General Bergman.

STATEMENT OF LT. GEN. JOHN W. BERGMAN, USMCR, COMMANDER, MARINE FORCES RESERVE

General BERGMAN. Good morning, Chairwoman Davis, Congressman Wilson, distinguished members of the panel, the committee. Thank you, thank you on behalf of the roughly 100,000 Marines, Marine Forces Reserve, their families and, equally important, their employers across the country.

The fact of the matter is for the last two years the Marine Corps Reserve has not made their end strength numbers. I would like to put three footnotes on that statement, if you will allow me to.

First, as you heard General Coleman say, in the effort to build the active component Marine Corps to 202,000, we have participated in that as the Marine Corps Reserve. Roughly about 1,950 Reserve Marines have reaffiliated with the active component. That is footnote number one.

Number two, during the past three years we have cadred approximately six units of 4th Marine Aircraft Wing to support the aviation transition plan to the V–22 Joint Strike Fighter Yankee and Zulu Cobras, both with people and airframes. That equated to about 600 still uninvested billets that will be invested within the next 12 to 18 months; in other words, 600 more folks in the units.

And, third, I think you would all agree there is nothing more adaptable than the marine in the fight. And that is true today. What lags sometimes is the policies that support that marine in the fight.

The operational reserve is now a reality. About 80-plus percent of the Marine Corps Reserve paychecks are an operational reserve. We are now just beginning to catch up, as General Coleman referred to, focusing on Marine Corps end strength issues with the policy that will allow us to man, equip, train, and, more importantly, fund.

I have a copy of this fourth generation model slide I would like to leave all of you with at the end of this, because this talks about, most importantly, the five-year dwell time that will allow us to manage our force, train our force, and be predictable for those marines, their families, and employers, over a six-year cycle. I look forward to your questions.

[The prepared statement of General Bergman can be found in the Appendix on page 165.]

Mrs. DAVIS. Thank you. General Wyatt.

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

General WYATT. Chairwoman Davis, Ranking Member Wilson, distinguished members of the subcommittee, staff, it is my honor and a privilege to testify on behalf of the 106,700 members of the Air National Guard. Actually, our strength right now is approaching 109,000. We have had a very good recruiting year, thanks to the support of Congress, the American people, and the United States Air Force. 106,700 is our authorized strength, the airmen deployed forward in support of our United States Air Force and our combatant commanders, but also deployed forward in the 50 states, territories, and the District of Columbia as we support our governors and the President.

It is an honor and privilege to be here today and talk about some people that I am extremely proud of, members of the Air National Guard, and look forward to your questions. Thank you for this privilege.

[The prepared statement of General Wyatt can be found in the Appendix on page 172.]

Mrs. DAVIS. Thank you. General Stenner.

STATEMENT OF LT. GEN. CHARLES E. STENNER, JR., AFR, CHIEF, U.S. AIR FORCE RESERVE

General STENNER. Madam Chairman, Congressman Wilson, and committee members, fellow service members, thank you very much for the opportunity to be here to address you on these important matters of recruiting, retention, and end strength.

Before I say my remarks, I would like to take the opportunity to introduce you to Chief Master Sergeant Troy Macintosh right here, who is with me today. Chief Macintosh serves as the Air Force Reserve Command Chief, and helps me keep track of the issues regarding the welfare, readiness, morale, and progress of the command's outstanding airmen. Thanks for being here today, Chief.

Members of this committee, I am indeed honored to be here today to advocate for the interests of our more than 67,000 citizen airmen. Our airmen have been continuously deployed and globally engaged in combat missions for over 18 straight years. They are not only responding to the asymmetric threats we currently face, but stand ready to respond to conventional threats as they arise. By any measure, our airmen are performing admirably.

The Air Force Reserve is a repository of experience and expertise for the Air Force. We are a mission ready force, training to the same standards, and maintain the same currencies as those of the regular Air Force. And we are a cost effective force, comprising nearly 14 percent of the total Air Force authorized end strength for only 5.3 percent of the military personnel budget, or roughly 3.5 reserve airmen to one regular airman.

Our priorities are clear, and they fall within the Air Force priorities overall. We must provide an operational combat ready force while maintaining a strategic reserve. We must preserve the viability of the triad of relationships Reservists must sustain with their families, the Air Force Reserve, and their employers. We must broaden total force initiatives, and we must modernize our equip-

ment and facilities. Each of these priorities is vital to preserving our value and sustaining our forces.

As we prepare for the future, we will continue to transform our force to meet the requirements of the Air Force and the joint warfighter. Over time, we have evolved into an operational reserve, but we must not lose sight of the fact that we, along with our Air National Guard brothers and sisters, provide a strategic capability as well, and must be available in times of national emergency.

For us to serve as both a strategic reserve and provide operational forces for current and increasing requirements, it is critical that we find the right balance between the two and have sufficient manpower and resources to support those requirements. Just as important as having the right manpower and resources, we must ensure that the right people with the right skills at the right time to meet Air Force needs are available. We are evolving our force mix to ease the strain on our stressed career fields and to grow into emerging mission areas, including the nuclear enterprise, cyber space, intelligence, surveillance, reconnaissance, unmanned aerial systems, and space, to name a few. Opportunities still exist to become more efficient and effective, and we will work as a total force to determine the right balance and mix of regular guard and reserve in these new mission areas.

In conclusion, I would like to thank the members of this committee for the authorization and legislation to provide our readiness and combat capability. We appreciate your unfailing support to the men and women of the Air Force Reserve, and I look forward to working with each of you in the future on the challenges facing the Air Force Reserve, the Air Force, and the Nation.

I stand by for any questions you may have.

[The prepared statement of General Stenner can be found in the Appendix on page 178.]

Mrs. DAVIS. Thank you. Admiral May.

STATEMENT OF REAR ADM. DANIEL R. MAY, USCG, CHIEF, COAST GUARD RESERVE FORCES

Admiral MAY. Good morning, Chairwoman Davis, Congressman Wilson, and distinguished members of the House Armed Services Committee. It is truly a pleasure to have this opportunity to appear before you today to discuss the Coast Guard Reserve, its contribution to our national defense and homeland security, and the issues that face the men and women of our Coast Guard Reserve.

I would like to thank the committee for tackling the tough military personnel issues, and congratulate you on the legislation that you have done to improve the lives of all of our members. I would also like to thank the reserve component master chiefs, reserve component sergeant majors, and reserve component chief master sergeants that are all with us here today.

As you know, the Coast Guard is one of our five Armed Forces of the United States, and has a long and distinguished history of service at home as well as abroad.

Because of its mix of military and civil law enforcement authorities, the Coast Guard is uniquely positioned to serve as the lead federal agency for maritime homeland security while also acting as a supporting agency to the Department of Defense. In fact, over 80

percent of our 8,100 Selected Reserve force is directly assigned to Coast Guard shore units, where reservists hone their skills through classroom instruction and on-the-job training side by side with their active duty counterparts. The remainder of our Selected Reserve force is dedicated primarily to supporting our defense operations.

The integration of our active and reserve components enable us to respond quickly when and where operational reserve forces are needed, aided in part by the authority that is vested in the Secretary of Homeland Security under title 14 of the U.S. Code. Under title 14, the Secretary may recall reservists for up to 30 days at a time for domestic contingencies, including natural and manmade disasters and terrorist attacks. This unique authority helped facilitate a rapid Coast Guard response during Hurricanes Katrina and Rita.

As one of the Armed Forces, the Coast Guard also plays a significant role in the homeland security and in our national defense. Reserve components serve as an absolute force multiplier for our entire force.

After the tragic events of September 11, and in the wake of our largest mobilization of our Coast Guard Reserve since World War II, nearly 50 percent of our force, we have examined all of our systems, including recruiting, training, mobilizing, and demobilizing our reserves.

We also undertook a recent comprehensive review of our Coast Guard Reserve that resulted in a policy statement that embodies the three core strategic functions of our Coast Guard Reserve; that being maritime homeland security, domestic and expeditionary support to national defense, and domestic or manmade natural disaster response and recovery.

This policy statement provides a clear focus for our Coast Guard Reserve, and will ensure that we continue to have a well trained, ready force, with the right people, the right skills, and the right places to aid our Coast Guard force for any contingency.

The Coast Guard is our Nation's premier maritime law enforcement agency with broad multi-faceted jurisdictional authority. It is on behalf of our men and women of the Coast Guard that I thank you for your continued support of the Coast Guard and the Coast Guard Reserve.

Thank you again for the opportunity to appear before you today. I look forward to your questions. Thank you.

[The prepared statement of Admiral May can be found in the Appendix on page 196.]

Mrs. DAVIS. Thank you very much. Thank you again to all of you.

I want to begin with the question that I asked the earlier panel; whether or not you believe that the budget managers will be looking very suspiciously perhaps at the budgets for recruiting and retention; and whether or not you are going to be able to do the work that needs to be done with lower budget levels. Could you talk about that, and whether you think that in the end you might need to lean on emergency supplementals as well to allow you to do the work that is at hand? Can you manage with those lower? I really want to know, really, how in fact you are being approached to deal with this issue.

General VAUGHN. Chairwoman, we were not successful over the last couple years of getting everything we needed into the base. I know in the first set of testimony you heard that. We are not crying about it, because we work awfully close within the Army, and they have helped us on this.

Our view is that if we participate together with the Army solutions, we think, if we can get help out of this particular supplemental, then we can lower our bonuses probably. We will have to lower them in order to hit the authorized marks that we have got out there in front of us. But we think it is going to be substantial. But we can't do it alone. We can't do it without any help. And we have a promise from the Army to help us with this particular situation.

General STULTZ. I would just say that we in the Army Reserve during the past year have migrated a lot of our recruiting and retention incentives into our base. Still, we had to do some workarounds for additional funds as required. And I would be very cautious. As people look at the economy and say, well, you don't need all the incentives because the economy is in poor shape, I am not sure an individual loses their job goes and joins the reserve component as a part-time job. They probably go and look for the active service for a full-time job. And, in fact, I am concerned that it could end up having soldiers in the Reserve who lose their civilian job go on active duty and could actually be an attrition factor for us.

I think what we have got to do in the Army Reserve, as we approach our end strength, this year my focus is really going to be on shaping the force and using those incentives that we have got to get the right capabilities.

You mentioned earlier to the other panel about medical recruiting. We have a large medical force in the Army Reserve. We supply a lot of the medical capability for the Armed Forces. Those are critical shortages for us, also. So we need to reallocate some of the incentives we have got, not reduce them but reallocate, to attract for medical capabilities in our service.

Military policemen. Civil affairs capabilities that call on people that are city managers or utility directors or things like that that they can use those same skill sets for us in nation building.

So what I am trying to carry the message of, we have got to maintain the incentives we have got; and within the Army Reserve let me reshape them to get the capabilities this Nation needs.

Mrs. DAVIS. Let me just follow up quickly. And others might want to respond. Do you have the flexibility to do that? And are there some new ideas to really tap those individuals that you spoke about?

General STULTZ. Yes, ma'am. Within the Army policy in a lot of cases we can in some cases realign. Obviously we do critical skill retention bonuses, and we target certain skill sets with our enlistment bonuses. As we get enough of certain capabilities, we lower the bonuses there and increase bonuses in other areas. So we do have some flexibility.

However, I will give you a couple things that we are doing in the Army Reserve.

Obviously, we have got the employer partnership program we started where we are talking to America's industry, for instance, the medical industry of America, and say what are your shortages? And where they are short medical technologists, respiratory, Emergency Response (ER), surgical techs, x-ray techs, we are helping fill their needs by recruiting soldiers, training them, and giving them a civilian job. So we are putting capability back into America. It is a unique spin on instead of going to America's business and asking for their help to give us soldiers, I am saying: Let me give you employees.

But the other thing I am doing, I am working with some medical universities to say give me scholarships basically so I can go and recruit individuals to be doctors or nurses or whatever, and I will give you adjunct faculty. Because I have got a lot of wonderful docs in the Army Reserve who are pretty well known throughout the Nation and the world that a lot of these universities would love to have as adjunct faculty. So, if you will give me some spots in your medical school, in turn I will give you some adjunct faculty. We are getting ready to sign an agreement with Pacific University in the Northwest, and we have just signed one with the University of North Carolina for the nursing school.

Mrs. DAVIS. Thank you. Let me just go ahead and let the rest of you respond, if you could, quickly to that.

General STENNER. Madam Chairwoman, I can very quickly. As an Air Force Reserve, we ended last year at the lowest point we will be at as a result of the base realignment and closures and the Program Budget Decision (PBD) 720 reductions.

Right now, we are at the foundation and the floor and growing, and we are going to grow based on a lot of non-prior service folks that we are not necessarily used to getting. We have likely all counted on that prior service talent coming to us. So it is not the recruiting dollars that we will be able to get the folks; it is the second order effect that I am more concerned about, and that is the subsequent training to get the folks to that level of capability we need them to. So we can get them on board. Now, we need to train them.

Mrs. DAVIS. Thank you. We will try and deal with that in another question.

General Bergman.

General BERGMAN. Very briefly, going back to my comment about transitioning from the operational—to the operational from the strategic reserve. As the manpower planning and policies which allocate the bonus money, which we have right now, catch up to where we need it in the operational reserve, we will be okay. It is a matter of refocusing that effort within the Marine Corps.

Mrs. DAVIS. Anybody else?

Admiral DEBBINK. In the Navy, we believe our funding is adequate. In fact, we are constantly readjusting our selective reenlistment bonuses as well as other incentives we have to target the fit that we are looking for. As you know, we are coming down from just over 67,000 to 66,000. So we have some luxury there perhaps. But even more importantly, the long-range view that we have is we have about 40,000 sailors who leave the active component every year, and we estimate about 17,000 of those would be eligible to

join the Navy Reserve or transition to the Navy Reserve. And we need about 9,000 a year. So our real goal is to target those prior service sailors that are serving now today and bring them into our reserve component and thereby become even more efficient with our funding for recruiting and retention.

General WYATT. Madam Chairwoman, on behalf of the Air Guard, our recruiting and retention as far as the baseline has, in my opinion, has not been what it should have been in years past. But we are taking steps to remedy that. We are moving some monies out of the supplement into the baseline budget. But we face the same temptations I think that all of the individuals at this table face, and that is the threat of the economy and the effect that it will have on those recruiting and retention budgets.

We also recognize that the Air Force is growing from 316 to 330. The Air Force Reserve perhaps will be growing back to levels that it enjoyed prior to some base realignment and closure actions. The demand for the capability is there, and as a member of the total force, United States Air Force, we need to be poised and ready to accept those missions as they come our way. Right now, if you looked at the missions that we have on behalf of the United States Air Force and our authorizations, we already need 2,228 positions just to do the missions that we are currently doing for the United States Air Force. As the Air Force grows, we are poised to grow with them. So now is not the time, in my opinion, to cut the recruiting and retention budgets. But we do need to get more focused on getting the right airmen in the right place. We need to focus on prior service. We are doing that by increasing the number of our end service recruiters on active duty Air Force bases with the help and with the consent not only of the United States Air Force but with the States that are allowing their recruiters to be used in such a fashion.

Thank you.

Mrs. DAVIS. Admiral May, do you want to comment?

Admiral MAY. Madam Chairwoman, we don't expect a lot of changes for the Coast Guard. We do our recruiting in our kind of one-stop shop operations all over the country where recruiters do active duty and reserve at the same time. So when someone walks in the door, they will talk to them. It may be that the active duty component will not work for them; however, the reserve will.

So we don't anticipate a lot of changes there. We have been very fortunate that we have had strong interest in the Coast Guard, especially both active duty and reserve. We don't have that many bonuses. The ones that we do are for our expeditionary forces, our port security units. We have had very good response and strength in support for filling those out, and we don't anticipate any changes here in the coming year in our ability to still force those.

Mrs. DAVIS. Thank you. Mr. Wilson.

Mr. WILSON. Thank you, Madam Chairman. And General Vaughn, I want to wish you well on your upcoming retirement. I want to thank you for your service. What a time to depart, with extraordinary success in recruiting, retention, end strength. I am so happy for you. I am so happy for your recruiters. As a guard veteran, a guard parent, I particularly appreciate your success, and I believe a lot of it relates to working with families. And so getting

families involved has had a remarkable success. I know that our Adjutant General, Stan Spears, and his wife, Dot, have been so encouraging of families. It should also be noted that for the first time in 10 years that DOD quality standards for new recruits has exceeded all levels. So thank you. What a way to leave office. And so, congratulations.

In fact, the Army National Guard at 367,000 members exceeds the force level of 2013, which was to be 358,200. What should be the strength size? Do you believe that 358,200? Or should it be higher?

General VAUGHN. Congressman, thank you. Thank you for the comments, first of all. I think that, and given your experience you will know that we are in a position for the first time to shape our force in a way that hasn't been done in 50 years. We are all about readiness, we are all about trying to cut down on the amount of cross leveling, which really messes families up and everything that falls out after that.

We had several things to overcome. End strength, the force structure end strength deviation. As you heard my buddy Mike Rochelle talk about, we needed more training seats so that we can get the training pipeline down. But you know as well as I do, one of the real bad issues we have is that we swear youngsters in at day one, and many times these youngsters encumber that slot for maybe as much as a year before they go to training. So we are going to institute something that the Army has done for many years, which is a delayed entry program. We will take youngsters that are at 12, 11, 10, 9, 8 months, all the way out, and we will not swear them in on day one. So this is one of the levers, and what we are trying to do is force up the number of soldiers that are basically in our formations.

Now, once we have done that, then we need to approach the next piece, which is the over strength of the Trainees, Transients, Holdees, and Students (TTHS) account, just like mother Army in order to grow the great readiness. And then the debate will be, what does the strength or the authorized strength of the Guard really need to be? We have pegged that to 371,000, with an additional 12,500 in what we call a Recruit Sustainment Program (RSP).

But, again, we have work to do over the next year to two years to figure that out. And then I predict that mother Army and whoever succeeds me will come back and they will have that discussion with you, because that is the basis for operationalizing the Guard, in my view. And that is 100 percent trained soldiers in your formations, and not folks that aren't ready to go when you call them to go. And we have been in that model, and we are just now to that point, after four years of working at this we are just now at the point to push that over the goal line.

So I appreciate the question.

And I would like to say that we would like to have another 12,500. I would like to have done that on my watch. It is not time for that. We have one more thing that we need to do before we come back, and there is two ways to do it: You either grow the end strength, or you take down some force structure. And that will be a good debate for all of us to have.

So thank you very much.

Mr. WILSON. Well, and I have never been prouder of the Army National Guard and know of their capabilities. And General Stultz, congratulations to you on your building the end strength of the Army Reserve. I also want to commend you with your civil affairs units. They have never been more important, working to build local governance in Iraq and Afghanistan. I have seen it firsthand. A challenge, though, for you is the lack of captains and majors. How is that being addressed?

General STULTZ. Yes, sir. The challenge we have got, as you mentioned, as we are approaching our 206,000 end strength, we are still short almost 10,000 captains and majors in our force. Part of that is because the active Army has placed a lot of incentives to retain captains and majors that normally would have left active duty, as well as in the ROTC programs they are assessing most of the lieutenants coming out of ROTC onto their active duty roles. So we are just not getting the flow that we used to.

We are addressing that in a number of ways. One is that we are instituting now a three-year ROTC scholarship. We are pushing the Army to go to a four-year ROTC scholarship. There is some argument, does that require legislation or policy? We will get to the root of it and we will figure it out. But we want to be able to offer an individual that wants a civilian career but also wants to serve their Nation the same four-year scholarship that the active Army offers them. So we are pushing for more authority there.

Secondly, we are working aggressively to approach the Army, as Dirk mentioned, the continuum of service where we want to talk to officers and NCOs that are thinking about leaving active service 6, 9, or 12 months before their Expiration Term of Service (ETS), to talk to them about transitioning, not getting out but transitioning into the reserve components, and use our employer program to transition them into a civilian career where they can use those skills they developed in the active Army civilian life with a company that is very supportive of the reserves.

Those two things are very critical to us. Because we talk about direct commissioning, but every time I direct commission an officer out of my ranks I lose an NCO. So that is not the answer. I think the answer is also in respect to the civil affairs community, and what we are exploring is we direct commission a lot of medical professionals, doctors, a lot of them over 50 years of age who want to join our force and serve their Nation. What we need to do is go after those other skill sets that our civil affairs forces needs, things like bankers, things like city managers, people that are out there that have tremendous civilian skills, and be able to direct commission them as a major or a captain and bring them into the uniformed services. We are working that very hard right now with the Army to get that authority, and the Army G–1, General Rochelle, who was here earlier, is working with us on that.

Mr. WILSON. And if there are any congressional initiatives, I look forward to working with my colleagues on that.

Mrs. DAVIS. Mr. Kline.

Mr. KLINE. Thank you, Madam Chairwoman.

Thank you, gentlemen, for your years of service and for being here today. And General Vaughn, let me say it has been a great

pleasure working with you these years, and we wish you great success as you move forward.

Mr. KLINE. If your successor is as successful as you have been, then the Army Guard is in great shape for some time to come. So thank you very much.

I couldn't help but notice when the first panel was here that my friend here, Joe Wilson, was bragging about how he is personally responsible for the end strength of several services, and I want to thank him and his offspring for doing that. I can't compete with that. And unfortunately or fortunately, it depends on which panel I am talking to, my son and my nieces are all in the active component of the Army. So now my challenge will be to get my niece, who is an Army nurse, when she completes her act of service, to move into the Army Reserve. But I, like Mr. Wilson, am very proud of the contributions of my son and my family to the Armed Forces. They are happy to serve, which is sometimes not understood by many people in America.

My son and my nieces are happy to serve. They are proud to serve, and I think that is true of the vast majority of the men and women in uniform today. And that is evidenced by our retention numbers, which are quite frankly very, very impressive, and I am sure that I and others have marveled sometimes that the largest reenlistment occasions occur in places like Baghdad. These terrific young men and women want to serve. They are serving, and they are serving well.

I have been interested in the discussion in both panels. We have talked about issues with dwell time and operational tempo and personnel tempo and bonuses and pay and all of those things, questions that the Chair has asked and other members. I am going to throw just a broad question out there. It is a softball or a hard ball depending upon how you look at it.

When you look at the challenges coming up this year and next year particularly, 2009, 2010, perhaps in 2011, what is it—in view of recruiting and retention only, what is it that is your biggest concern or what you would, your biggest wish that you could impart to us of what it is you need to see happen or what it is that you are desperately afraid might happen that is going to adversely impact? And I just ask everyone. This is one of those lightning rounds. You have about 20 seconds here.

General STENNER. I will start, Congressman Kline. I think that for the United States Air Force as we in fact attempt to grow in new mission areas, the biggest issue we are going to have is getting the right balance of the active and reserve components in all of those mission sets so we can be that strategic reserve, that we can leverage to do the operational capability so that we provide on a daily basis and in the Air Force construct of the AEF, the Air Expeditionary Force, that we provide that on a rotational basis and so we can do that in a sustainable manner, and if we can do that with predictability, then we can sustain that for quite some time. Whatever we can do to drive predictability into the dwell, drive predictability into the length of tour, provide predictability for the family and for the employer, we will be able to tell our folks and the expectation control that comes with that will allow us to sustain that operational capability that we are all providing on a daily basis.

General BERGMAN. Sir, no question, predictability is the number one driver for the reservists because they are planning a parallel life that they—we all have families. It doesn't make any difference whether you are active or reserve, but the reservist has that employer. So for them to balance that civilian career, predictability is number one. Recruiting and retention are continuous. A good unit, a good command is always focusing on that. Equipping is sequential. If you are in year one of dwell time, just getting back from a year of deployment, you don't necessarily need the equipment at that point in that dwell time that you will need in year three, four, or five. So we just need to make sure that there is a consistency, again, in the planning of the predictability of the dwell time.

General STULTZ. Yes, sir, my fear, the Army Reserve is the enabling force for the combat force. We are the combat support, service support. As we decrease force structure, our forces in Iraq, we don't see the same level of decrease in the enablers. So they still have to have the doctors. They still have to have the logisticians, they still have to have the military policemen. At the same time when you see increases in, let's say, Afghanistan, first thing they ask for is the enablers to get in there first to set the theater before they bring in the combat force. So that is my concern.

And what I would agree with Jack here is we have got to get predictability, but it is like Mike Rochelle said, the appetite that is out there just does not go down. And so my soldiers when I get out to visit with them, they are proud of what they are doing but they are saying what are you doing for me? Are you going to do anything about the retirement age? Are you going to do anything about medical care? Are you going to do anything about any of those things? Because you are asking more of me. But I don't see in return you giving back as much.

So that is what I am focused on.

General VAUGHN. Sir, just as a comment, this thing about great pride in the force is exactly right. In our communities it just runs over. And it goes back to the predictability thing that we took off so hard after, and part of that is making sure our formations are completely full so we are not cross leveling and next thing you know somebody doesn't have the predictability. They think they are not going and here they come. And so that is why we have attacked seriously with the great change in our organization that we have got going and why we are attacking this delayed entry program in TTHS thing is next. In order to get there I just hope we don't, you know, let the air completely out of the tires on recruiting and retention.

Now we all know that we are going to take this down some and we will all feel for where that is at. But to attract today's great soldiers and families, you know, there is a value proposition that still has to be there. And at some point in time if we let it all the way out, and I am not saying we got to keep our bonuses all the way up and I am not saying that we need the same amount of advertising, but there are some things you have got to do to keep it up there in the face of America. And so I would just ask that you watch that very closely.

Thanks.

Admiral DEBBINK. I think you are right on that our sailors are terrifically proud to be able to serve today, and I think the most important thing we need to continue to do is to give them what I call real and meaningful work to do every day when they are employed by the Navy. And that also goes right to the mobilizations that we make sure we are completely and fully validating every billet and that we send them to a job they are trained and qualified to do such that when they come home or they call home and their spouse or family asks them, how are things going, they say great. It couldn't be better and thank you for allowing me to serve.

And that leads me into the other piece, and that is to make sure we keep supporting our families. I know all of us at the table here have that joint commitment to each other that we would support any service members' family any time, anywhere they need it.

And those are the two most important pieces I offer, sir.

General WYATT. Congressman Kline, on behalf of the Air National Guard I share the sentiments of General Stenner, Air Force Reserve. Everything he said is right on target with predictability.

My concern is that we need to continue focusing on the real strength of all of our services, and that is our people. We have created an environment that is composed of not just salary, but bonuses, medical benefits, how we approach sexual assault, PTSD, Wounded Warrior, Yellow Ribbon reintegration programs, and we have created an environment that they like and that they are willing to deploy in record numbers and stay with us in record numbers. I think we need to be cognizant that when we change any one of those elements we change the entire environment. And I think we need to be cognizant of that.

And let me close by just saying that not only do we need to continue to focus on airmen, soldiers, sailors, Marines but we also need to continue focusing on their families and in the case of the guard and the reserve especially the employers. We can never forget the employer piece.

Mr. KLINE. Thank you. Admiral.

Admiral MAY. Thank you, sir, for the opportunity to comment. I would say that our best recommendation is that we don't cut any existing programs and we support the budgets that we have in place. One of the unique things that the Coast Guard enjoys is a strong propensity from our active duty members to move over from the active duty component to the reserve program, and they do that for a number of reasons. And as General Stultz pointed out, we invest heavily in our people. The Coast Guard, when young men and women come into our service, we invest in their education. We invest in their training. We treat them as if they are going to be a lifelong member of our organization. And many are. But we also have the ability for those folks to move from the active duty over to the reserve component, medical, all those sort of services that you all have supported and made available for our young men and women and their families. All enter in those decisions that they make as who their employer is going to be.

So I would say we need to continue up on those benefits and those services for our young men and women that serve in our military.

Thank you.

Mr. KLINE. Thank you very much. Thank you, Madam Chair, for your indulgence.

Mrs. DAVIS. Thank you. I appreciate the question. And we are always trying to identify what it is that, number one, keeps you up at night and that we need to try and resolve with you.

You mention predictability, several of you did, and there are some elements of that I know that we can't control. But of those that we can, what do you find to be the biggest obstacle to try and impress upon people we need to get right? You may have addressed this, but of those elements what is it you know certain things and yet maybe those are issues that we have a difficult time identifying, and particularly I think, General Vaughn, as you are exiting as well, are there some things that you know to be true that you just want to go out on the top of rooftops and let people know about?

General VAUGHN. Well, Madam Chairwoman, on predictability, and I think you can tell from the other answers, you know, the things that keep me up and going on this is exactly what I have said, and I am not going to come off of it. We have been on a strategic plan for four years to get this right. We entered into this with the greatest bunch of soldiers that you could possibly have. But we were a 75 percent force. Even at 100 percent or 90 percent we only had 75 percent soldiers in our formations. And so taking the strategic moves along with this subcommittee that gave us the tools to do that has been an enormous thing. And the predictability thing, and I talked about a second ago, in order to get our system, our flawed system, correct, we are asking for a huge culture change from the Army National Guard and you know across the whole 54 that is a big deal. We tell the 54 you are—you know, the 50 States, the three Territories and D.C.—the 54 is the weakest thing we have, you know getting everybody together, but when you get them all organized on the objective it is the strongest thing we have. And we are organized on whipping this delayed entry program and then going for the TTHS, which will give predictability within means to those formations, and whatever the Nation asks us to do, and that is the job of everybody up here, to be ready you know when the Nation or the state says I need this formation then we have got to give it to them. And I am telling you we are so much better but we still not quite there yet. And so we are going to get this predictability thing done right within bounds. I wish it was 5 years back, I wish it was 4 years back, I wish it was 3 years back, but I don't want the thing that says 25 percent of those soldiers that are really going in that formation and they don't know it yet because they are going to be cross leveled in there. And that is what we have to fix. That is a family problem. I saw it years ago. We would come home and have these great formations that would come back, Congressman Kline. And we would hit 80 percent of them, and 80 percent of the families would be there. But there would be onesies and twosies getting on buses going some place back to their families and they weren't getting the welcome home ceremonies, and they weren't part of the family readiness groups either that took place during that time.

So we have owed it to our families and soldiers to fix those things and you have helped us fix those things. And we are close to it and we just want to stay on track.

General STENNER. Madam Chairwoman, if I could, predictability is one to one, is one to five dwell but I would dearly love to not have to tell anybody that it is predictable at one to one. There are stress career fields, there are low density high demand career fields, there are places that we need to add additional capability, whether for the Air Force be in a unit program or for the Air Force Reserve individual mobilization augmentees, where we can make it predictable at the level that we need them or would like them to participate as opposed to a continuous participation. To get to that point, we need to look at those additional assets that we might need for the future to go to those particular areas where we can serve the capability the best. If we don't, we end up offsetting within the current portfolio, which again will add the risk to others and continue in the stressed and low density high demand arenas.

So the additional resources required to fix those would be one of the things that I would be after, first of all, to get the predictability to the place we want it, a one to five, one to four, one to three dwell, somewhere in there.

Admiral DEBBINK. And I would offer that right now with the Navy Reserve we have about 27,000 sailors that are mobilizable, that they are ready and they are outside of their dwell and that sounds great, but what happens is you get into the one eaches, the particular communities that, say for example intel and other areas where we know where our red lines are, and provide that we don't push our sailors past those red lines, the one to five, and if we do then we give them the added benefits which are in the law and if we need to push them even further that we look at making sure we are compensating them for it, they will continue to come to the fight for us.

General WYATT. Madam Chairwoman, on behalf of the Air National Guard I think the thing that keeps me awake at night is trying to assess and answer the question, are my airmen properly trained? Are they properly equipped? And are they properly led? And I think the answer to that is yes, I know it is with the help of the United States Air Force and the Air Force Reserve, the total joint force, especially as we focus on the overseas fight. My concern though is that the fight we cannot lose is the fight here in the homeland. And I think a recognition from a guard perspective that we are a dual mission force, that we have not only the fight overseas to be concerned with but the fight here at home in support of our governors is one that I hope we don't lose focus on because I have got to answer that question for my airmen in both fights, not just one.

Admiral MAY. Madam Chairwoman, our biggest concern is our capacity. That is the only thing that is really limiting us. It is our great challenge every day in our business, where we spread ourselves. As Admiral Allen, our Commandant, often likes to say, business is good but the Coast Guard needs to grow, and that is both our active duty and our reserve component together. If you look at our 41,000 active duty and our about 8,000 reserve, that is a total force of less than 50,000. To give that a little perspective, that is

about the size of the New York City Police Department, only our jurisdiction is worldwide.

So that is our biggest concern we have for the future. And I think through our long history of service to the American people, the unique capabilities that the Coast Guard brings not only to national defense but also to our homeland security, we are a great investment for the American public.

So I would say if there is an opportunity that the Coast Guard would be a great investment for the American people.

Mrs. DAVIS. May I just follow up for a second, Admiral? Your request authorization, is that, do you see that as being actually quite different from where you really anticipate and expect to be at that 10,000 level?

Admiral MAY. Ten thousand is where we hope to be. We have had obviously budget challenges in getting there. We continue to be on that track to get to 10,000. We certainly would like to get there, as I said. We hope to grow the active duty. The reserve needs to grow right along with that. And each year we look for opportunities to do that, and we will continue to do so.

Mrs. DAVIS. Thank you.

Mr. Wilson.

Mr. WILSON. Thank you. And Admiral Debbink, thank you for being here today, your first appearance. I wanted to commend your personnel. I had the opportunity to see the Seabees in Fallujah, and they were helping build the infrastructure, a civil society, and so the Navy Reserve, sand sailors, have really made a difference and I want to commend you.

Also, Admiral May, I am happy to be here with you to have the Coast Guard involved. I grew up in the neighborhood of the Coast Guard base at Charleston, South Carolina. I was always impressed by the professionalism of the young people I saw serving. And I represent now the communities of Beaufort and Hilton Head Island. And so it is really reassuring to know of your capabilities and professionalism of the Guard. It is something that people need to know. Indeed the Coast Guard Reserve is unique. And also you need to point out that it is nonredundant compared to the other DOD reserve components. Can you go through that?

Admiral MAY. Yes, sir. Thank you for asking and thank you for your comments on our Coast Guard folks in South Carolina, and especially Charleston. Coast Guard Reserve is unique in that we certainly are very similar to the other reserve components in that we are a surge capability, we are an additional force for active duty component. We are there for all aspects of title 10. What makes the Coast Guard reserve a little bit unique is that we also can be involuntarily recalled under title 14. That is a statute that the Secretary of Homeland Security enjoys where he can recall reservists in support of a national emergency of any nature. That is what we have used to respond to Hurricanes Katrina, Rita, and that provides an extra level of opportunity for members of the Coast Guard Reserve to respond in support of the country for whatever the need may be.

Mr. WILSON. And during Katrina, what was the level of search and rescue that—it was a record, wasn't it, that the Coast Guard performed?

Admiral MAY. Yes, sir, 33,000 individuals saved, which was a record for the Coast Guard. On an average year it is about one seventh. So that is about 7 years worth of rescue within that short period of time.

Mr. WILSON. Well, the American people need to know the extraordinary success.

General Wyatt, I am really grateful to have visited the joint air base, the McEntire joint air base, and the esprit de corps, the pride of persons, serving in the Swamp Fox Squadron there is phenomenal. In fact two weeks ago, I visited Iwo Jima, which is now a Japanese air base. And when I entered, there was a picture of the Swamp Fox Squadron on the wall as you come in to the right, and it is the only picture. And it was signed by D "Dog" Pennington and the others of the squadron and it made me very proud that our Air National Guard is renowned around the world.

Also I want to congratulate you that for the first time since 2002 the end strength has been achieved by the Air National Guard. But a concern that was expressed in your message to us was the lack of a personnel strategic plan linking recruiting and retention programs to an organizational strategic plan.

Can you explain why a lack of a strategic personal plan, that this needs to be addressed?

General WYATT. Yes, sir, Mr. Wilson. The situation in the past has been that in my opinion the Air National Guard was reactionary in a lot of the recruiting and retention efforts that we had. We were reacting to Base Realignment and Closure (BRAC), we were reacting to certain downsizings, we were reacting to events that prevented us from being a look forward force. We have taken steps over the last couple of years initiating what we called strategic planning system.

It is a field driven process primarily worked by the assistant adjutants general in each of the 54 jurisdictions with subject matter expert advice from my staff to formulate a plan that meshes extremely well with what the United States Air Force sees in emerging missions. And the objective is to take our recruiting and retention plan and link it up with the vision that we have as an organization now in concert with the United States Air Force so that we can more effectively leverage the dollars that we do have in recruiting and retention. Instead of just going for end strength, we will now target different job skills, different skill sets, different civilian acquired skills that make the Air National Guard strong. We can do that while we look forward to emerging missions and instead of being a reactionary force, being a proactive force.

Mr. WILSON. Thank you very much.

Mrs. DAVIS. Mr. Kline, do you have any questions?

Mr. KLINE. Thank you, Madam Chair. I was thinking about the officer balance issue, General Stultz, that you were talking about and there was sort of competition moving back and forth between the active components and the reserves. And the Marine Corps has done this very differently for a long time. There aren't any lieutenants in the Marine Corps Reserve. Maybe there is one. I don't go, but fundamentally they go, in the Marine Corps the officers go in the active component and then move into the reserves and they are

either very senior lieutenants or captains. So the whole force structure or the officer structure is a little bit different.

I am not suggesting that the Army adopt that model, but I am suggesting that we explore every opportunity as we are trying to get the leadership that we need into the Army Reserve and any other component. We need to be open to perhaps a little bit different way of thinking about it. And again I am not suggesting this, this is not a matter of record here, I am not suggesting the Army adopt this, but I would encourage all of you to look at nontraditional ways of adjusting the force. I know that the Army National Guard, for example, in Minnesota aggressively, years ago, went to high schools to recruit, some would argue in competition with, using General Vaughn's words, Mother Army, but it has paid some dividends, where Army National Guard in some other states relied on prior service.

And so again I have a personal preference for one model or the other, but the importance that I would just offer to you, and I am not going to ask a question because I went way over my limit last time, but just offer to you that we really ought to be looking across services and across components for the best practice and be willing to move out of the traditional realm.

And I will just throw that out there, and again thank you for your marvelous service and for the unbelievable service of the reserve component in ways that we never dreamed of ten years ago. Truly remarkable.

Thank you, Madam Chair. I yield back.

Mrs. DAVIS. Thank you, Mr. Kline. You know one of the issues that you have all touched on I think in numerous ways is in many ways that the reserve competes with the active duty and vice versa. There is a real tension there. Do you also see that there is a great deal of duplication and is there some way that we need to get a handle on that? What would you like to do?

General STULTZ. Yes, ma'am. I will speak, and I think I will speak for my buddy here Clyde. You are exactly right. One, to your point, sir, we have to break down this competition. We have to say, listen, in this day and age individuals flow back and forth. They change jobs every four or five years. That is the model that this generation grew up on. So this idea of recruiting a soldier for life, he is probably not going to stay on active duty for life. He may flow into the reserve, try civilian life for a while, he may flow back into the active force after a while. We need to make that transparent, make that continuum of service work. Right now the continuum of service from my perspective is a one-way street. They wanted to go to the active side, but making it easy to flow into the reserve is not because of just trying to hold on to them. But recruiting, the other panel, the question came up about the high schools, our soldiers are already in the high schools. We recruit them when they are juniors in high school. And both the Army Reserve and the Guard had started the program, the Guard started it first, I will give them full credit, GRAP, Guard Recruiter Assistance Program. We replicated it on the Army Reserve side, Army Recruiter Reserve Assistance Program (ARRAP). This past year we got 5,000 soldiers out of that. That is why our end strength is growing the way it is. And it is kids in high school recruiting.

Now there was concern just recently because of a high suicide rate among a recruiting unit down in Texas. And the question comes back why, you know, what are you doing? You are bringing a soldier back that has been on two or three deployments, and now you are putting him into recruiting command and you send him out to some remote area to recruit where he has no support base or whatever. Our soldiers are already there. So what Clyde and I have told them is, "look, let us do the recruiting for the active Army using our soldiers," I can take a soldier and say "do you want to go on active duty for a couple of years in your hometown and recruit for the Army? Stay in your reserve unit while you are there, drill with them on your monthly drills and everything, but do recruiting the other time and free up the active Army to take these NCOs and everything and put them back in their force."

Those are the kinds of things we need to look at where we are duplicating——

Mrs. DAVIS. Is that idea resonating?

General STULTZ. We are going to do a pilot test. General Ben Freakley with Accessions Command and I have agreed along with the Guard to do some pilot tests for hometown recruiting, using guard and reserve soldiers instead of active duty soldiers to recruit for the Army because who knows better that community than our soldiers who live there.

Admiral DEBBINK. And your question goes right to constant dialogue we have in the Navy. Let me give you two examples, one is our logistics community, our Fixed Air wing squadron (VR), which is almost 100 percent reserve, and the active component said we need you to fly the C–40s and fly the C–130s for us, and that is a conversation we had with them and that is where the capability resides. And in contrast perhaps to Congressman Wilson's point, our Seabees, our fighting Seabees, which I will have the opportunity next week, I am going over to theater myself, I am very eager to follow your trip as well, sir, and congratulate them on their great support. They make up a part of our NECC, our Navy Expeditionary Combat Command, headquartered down in Norfolk which is right now today 51 percent reserve and 49 percent active, and they are doing some great work down there, some analytics to say is that the right mix or not, and is it the right mix for today when we are in the middle of these two fights, or what is the right mix for three or four years from now?

So it is a very important question for us to get at, and we are working hard to answer that question.

Mrs. DAVIS. One of the other issues that comes up as well is retirement pay and whether or not moving towards a retirement pay where reserve officers are able to pick that up much earlier than their 60s, than 60, which we are trying to pick off a few months here and there, is that something that you feel actually is a positive? Does it give you more officers? Or does it also add another element of competition that perhaps maybe from the active personnel would suggest that that is not the right direction to go?

General BERGMAN. If I could address that, Madam Chairwoman, our goal, and I think I would speak for the folks at this table, is to increase the length of the careers of fine, qualified, serving enlisted and officer, whether they be soldiers, sailors, marine, guards-

men, coast guardsmen, whatever, the pay and the retirement systems that they buy into should be recognizable to this generation of millennials, that says as I go through my life I am going to have my personal finance bag that I can add to and it is set up in such a way that those who are serving very well should reap the benefits, if you will, of that system.

Mrs. DAVIS. Any comments on that?

General STENNER. Can I jump in for just a second? Back to your original question as far as the seams or the apparent competition between active and reserve, when you look at it from a lens of what we are calling in the Air Force the association, where we have the similar, the same equipment, the same mission set, and we combine the active component with either a guard or reserve or vice versa, what you have got at a single installation, at a single unit, is both flavors of active and reserve, which gives you the—if you can get somebody on board, you put them in a place there is no competition, it is additive to the capability that is there. It is very fiscally efficient, very much an efficient way to deliver that capability, and when you hire somebody you have got them and they see each side of the house.

Now I also think that the retirement piece is a very big incentive right now for not only those who we are bringing on, but for those who are currently in and are looking at alternatives that will allow them to bridge that time from the time they leave the service until they have to feed the family with the retirement check. And that is helpful, keeping them in, retention wise as well as recruiting.

Mrs. DAVIS. General Wyatt.

General WYATT. I think your question, Madam Chairman, was in the context of retirement benefits. And I think what my airmen are telling me is that because of what they are being asked to do now as opposed to what they were asked to do 20 years ago, they are not necessarily looking for equal, but they are looking for equitable, which means fair. And I think we have taken some steps recently to move in that direction. I am not sure we are totally there yet. And I think when the airmen have the feeling that the retirement system is equitable, then we will be able to compete with maybe a full-time retirement that might not be equal but at least it will be fair and equitable.

Mrs. DAVIS. Thank you. Mr. Wilson.

Mr. WILSON. Yes, thank you, Madam Chairwoman, and General Stultz, I am glad you brought up about the GRAP program. I have two sons who are participating in that program, and these young people have credibility with their peers and colleagues and they are able to explain about the training opportunities, the educational opportunities, the leadership opportunities. One can tell firsthand of a year serving in Iraq. Another has served in Egypt, an extraordinary opportunity for this young fellow.

Also, I am very interested in and we have legislation pending relative to the age of retirement. And would you see that by reducing the retirement age from 60 to more conforming to with the active forces, would this help in terms of retention and in particular be a benefit that spouses would appreciate?

General STULTZ. Yes, sir. I look at the retirement age being exactly that, a retention tool, and it gets to what Jack Bergman was

just saying, being able to retain those quality individuals that we want to keep. Because the challenge we have got in the reserve, if you have gotten 20 good years of service but you are not going to draw your retirement until 60, and there is no incentives, reenlistment bonuses or anything else beyond 20 years, so what is the incentive to stay?

And as I have related a story, I was talking to a young sergeant who actually was an Army National Guard sergeant, when I came back from Iraq, and I asked him what he was going to do and he said I am going to get out and I said why and he said the Army doesn't want me. And I said that can't be true. I said, sir, you are an NCO, you are an 88 Mike (truck driver), a critical skill, a combat veteran. He said, but, sir, I have 22 years in and there is no incentive for me to stay, and, to Congressman Wilson's point, he said I have to go home and face my wife. And if I tell her I am reenlisting, she is going to say what are they going to give you, and when I say nothing, she is going to say, you are going to say you are volunteering to go back.

So there has to be some connectivity to say, hey, there is a reason to stay once you have earned the eligible retirement because we are going to give you something. And I think lowering the retirement age for staying beyond 20 in some kind of formula would provide that incentive, not just for the individual soldier but also the family, to say, yes, we are going to be able to do things earlier in life because you are staying and you are standing at risk of another deployment but there is a reason.

Mr. WILSON. I am really encouraged, and I look forward to working with Chairwoman Davis. There are different formulas out there, the flat 55, the proposal of one year for every two over 20, which I think would be so helpful with spouses, by using retirement points as a formula, and of course adjusting, as General Wyatt has urged, that we provide for retroactivity and equity for persons deployed to September the 11th, 2001, as opposed to what we finally got a breakthrough last year.

And, again, thank you all for what you do for the young people of our country.

General STULTZ. Yes, sir. As I travel around Iraq, Afghanistan and the Horn of Africa, whatever, and talk at town hall meetings, the number one question they ask me is what are we going to do about retirement. It is on the minds of our soldiers.

Mrs. DAVIS. I think it is on everyone's mind right now, sir. I appreciate that. I had mentioned earlier that as we wrap up, you have something that you just really wanted to be certain to say today that you didn't have an opportunity to, please take that opportunity right now and then we are going to wrap up.

Anybody have anything? You don't have to. I just want to be sure you have that opportunity.

General STENNER. Madam Chairwoman, very quickly, we are looking at challenging times today, we are looking at new mission sets for tomorrow, we are looking at growing in the appropriate mission sets to do what we need to do in unmanned aerial systems, Intelligence, Surveillance, and Reconnaissance (ISR), and that Air Force, three component Air Force, that stays proportional with every one of those mission sets is going to need an increase one

way or another in all three. The Reserve is a very cost effective and efficient way to sustain that strategic reserve and leverage that to the operational force that we are today. So I am ready, willing and able to take this Air Force Reserve to the future.

Thank you very much for your help.

General BERGMAN. Madam Chairwoman, the Marine Corps is never going to let you down, whether it be active or reserve. Thank you for the continued support of the entire committee and the Congress.

General STULTZ. Just briefly, thanks obviously for all that you are doing for us and your support. You asked what keeps me awake at night? It is worrying about those soldiers who are out there that need our help, they have come back, they have demobilized, they are back in their civilian life and then they discover or we discover they have problems. And we have got to take care of those soldiers and we have got to make it easy, that when we identify a soldier that has PTSD or Traumatic Brain Injury (TBI) or something else that we can get them into the medical treatment system they need without the bureaucracy that is out there right now. That keeps me awake at night. But thanks for your support.

Mrs. DAVIS. Thank you. We will be having some hearings on that.

General VAUGHN. Madam Chairwoman, same thing. Thank you for your support. I agree with Jack. The youngsters are coming back and are facing the dilemmas ahead with jobs and families and what not. I think it keeps us all awake at night. Thank you.

Admiral DEBBINK. Chairwoman Davis, I just want echo that too, that the Yellow Ribbon reintegration programs and our support for our wounded, ill and injured sailors and all of our service members, and your support helping fund those programs is extremely important to us.

And the other comment I would have back to the retirement benefits, and I believe we are working on this, but to look at that gray area, whenever someone retires, whether it is 55 or 60, to cover or allow them to take TRICARE Reserve Select through that period even at full cost, which is some $700 a month, but that allows them the continuity of care so that once they go on TRICARE if they are injured or there is a problem that occurs while on active duty and they are no longer eligible to move back to their reserve health care, they have TRICARE that can take them through the retirement age, Ma'am.

And other than that, thank you for your support.

General WYATT. Chairwoman Davis, on behalf of the Air National Guard, thank you for the honor and privilege of testifying before you and Ranking Member Wilson and members of the subcommittee. I am thankful we have a constitutional provision that is displayed there in the panel below your name that sets the rules of the game, if you will. I am comforted by that fact. And I trust that Congress will do its job. We will do our job. And I thank you for your support.

Admiral MAY. Chairwoman Davis, I have two thank yous. First, thank you and the committee for all that you do for our men and women of our military services. And we could not do the things

that we do without your support and the help that you have provided to them.

And secondly, thank you for having the Coast Guard here today as part of this hearing. Even though we are in the Department of Homeland Security, nearly all of the provisions and the regulations and policies that affect military members affect the Coast Guard as well as our other services. So by having us here today you have reiterated your recognition of that. And I thank you dearly for that. It has been an honor and a pleasure to represent the Coast Guard here today. Thank you.

Mrs. DAVIS. Thank you. Thank you all very much. Thank you for your service, and we look forward to working with you as we have a number of issues that come before us. Thanks so much.

[Whereupon, at 12:45 p.m., the subcommittee was adjourned.]

A P P E N D I X

March 3, 2009

PREPARED STATEMENTS SUBMITTED FOR THE RECORD

MARCH 3, 2009

Chairwoman Davis Opening Statement
Military Personnel Subcommittee Hearing
Recruiting, Retention, and End Strength Overview
March 3, 2009

Today the Subcommittee will turn its attention to the important issue of end strength within the active and reserve components of our armed forces and the personnel programs that are the building blocks of those forces—recruiting and retention.

During fiscal year 2005 through 2007, the recruiting environment had been difficult. Relatively low unemployment, a protracted war on terrorism, and increased interest in college attendance all contributed to a reduced propensity for youth to serve and a reluctance for influencers to recommend military careers. Recruiting and retention programs were under great stress and the services resorted to increased spending to keep the volunteer force on track. Many of those funding increases were supported with wartime supplemental appropriations and the uncertainty of supplemental funds to support critical programs such as recruiting and retention had been a concern of the Subcommittee.

During fiscal year 2008, a new environment began to take shape as housing markets and financial institutions began to crumble and the national economy slipped into recession. The unemployment rate rose 7.6 percent in January and payroll employment has declined by 3.6 million since December 2007. This new economic reality has been shaping the attitudes of young recruit candidates and service members and their families about enlisting and reenlisting in the military in the same way that it continues to shape the attitudes of millions of Americans about employment and job security.

The affect on recruiting and retention has been remarkable. Recruit quality problems that had been of such a great concern to this Subcommittee just a few short months ago—have evaporated. With only a few exceptions, goals are being achieved, end strengths are growing, and forces are being reshaped to meet the demands of this global war. During the hearing today,

we hope to learn more from our active and reserve leaders about what needs to be done to create the most effective and efficient forces possible.

Unfortunately, this bright picture has a dark side that cannot be escaped—budget managers will now begin to stalk these programs for savings and rightly so because, as recruiting and retention become easier, one must assume it can be done more cost effectively. The question before us today is how all the goals, growth, and reshaping will be achieved with far less funding than what has been available up to this point.

We have two excellent panels to help us explore these issues. I am particularly pleased to have the opportunity to discuss our reserve forces in greater detail during the second panel when we will hear testimony from our reserve component chiefs. I would request that all witnesses keep their oral opening statements to three minutes. Without objection, all written statements will be entered into the record.

Mr. Wilson, did you have any opening remarks.

I would like to introduce out first panel.

Dr. Curtis Gilroy
Director, Accessions Policy, Office of the Under Secretary of Defense for Personnel and Readiness

Lieutenant General Michael D. Rochelle, USA
Deputy Chief of Staff, G-1, Headquarters, U.S. Army

Vice Admiral Mark E. Ferguson, III, USN
Chief of Naval Personnel, Deputy Chief of Naval Operations, Total Force

Lieutenant General Ronald S. Coleman, USMC
Deputy Commandant for Manpower and Reserve Affairs, Headquarters, U.S. Marine Corps

Lieutenant General Richard Y. Newton, III, USAF
Deputy Chief Staff, Manpower & Personnel, Headquarters, U.S. Air Force

I would like to invite our second panel to take their seats.

Lieutenant General Clyde A. Vaughn, ARNG
Director, Army National Guard

Lieutenant General Jack C. Stultz, USAR
Chief, U.S. Army Reserve and Commanding General
U.S. Army Reserve Command

Vice Admiral Dirk J. Debbink (DEB-ink), USNR
Chief, Navy Reserve

Lieutenant General John W. Bergman, USMCR
Commander, Marine Forces Reserve

Lieutenant General Harry M. Wyatt, III, ANG
Director, Air National Guard

Lieutenant General Charles E. Stenner Jr., AFRES
Chief, U.S. Air Force Reserve

Rear Admiral Daniel R. May, USCG
Chief, Coast Guard Reserve Forces

Ranking Member Wilson Opening Statement
Military Personnel Subcommittee Hearing
Recruiting, Retention, and End Strength Overview
March 3, 2009

"We have two excellent witness panels today. Their efforts have directly contributed to the extraordinary success of the active and reserve components in not only sustaining the all volunteer force during a highly stressful time, but also, in the case of the Army, Marine Corps and Army National Guard, in substantially accelerating the growth of the force. I want to thank each of our witnesses for their efforts.

"With regard to growth, the Army and the Marine Corps sought strengths of 547,400 and 202,000, respectively, to be achieved in 2011 or beyond. Amazingly, they will achieve those strengths before the end of this year. The Army National Guard has already exceeded its 2013 strength goal of 358,000. This accelerated growth reflects the effects of the final budget submitted by President Bush, and the subsequent fine work of our witnesses today.

"The challenge for President Obama's 2009 supplemental funding proposal and for the 2010 budget request is to sustain that accelerated growth in the Army, Marine Corps and Army National Guard.

"Moreover, I understand that both the Navy and the Air Force will seek to increase strength in 2010 and beyond. I look forward to the details of the President's budget request next month to see if that additional Navy and Air Force growth is provided.

"I firmly believe that our military needs to be larger to address the full range of missions we have levied upon it and to ensure that the stress on the force, and the families who support it, is minimized. Any calls now to reduce military manpower to fund modernization would be shortsighted. Both the Air Force and Navy have reached that conclusion. I would hope the Congress will, too.

"The keys to sustaining and increasing military manpower are recruiting, retention and control of unplanned attrition. Our two panels today can help us to better understand the challenges in each of those areas.

"So I join you, Madame Chairwoman, in welcoming our witnesses and look forward to their testimony."

Prepared Statement

of

Dr. Curtis Gilroy, Director for Accession Policy
Office of the Under Secretary of Defense for Personnel & Readiness

Before the

House Armed Services Personnel Subcommittee

"Recruiting, Retention, and End Strength Overview"

March 3, 2009

NOT FOR PUBLICATION
UNTIL RELEASED BY THE COMMITTEE

MILITARY PERSONNEL POLICIES

Madam Chairwoman and members of this distinguished Subcommittee, thank you for the opportunity to be here today to review with you the current status of military recruiting and retention. The state of recruiting and retention is good, especially in light of the challenges the Services have faced in recent years. The Services and the Department have carefully monitored these challenges and, with this Subcommittee's help, have taken measures to resolve them. Specifically, the Services and the Office of the Secretary of Defense (OSD) together have reviewed recruiting and retention programs and compensation packages to ensure they are appropriate to meet the needs of our force and our Service members. We work jointly in many areas to take full advantage of the strength that comes from combining resources, knowledge, and research done over the years to address recruiting and retention issues.

The success of our All-Volunteer Force begins with recruiting, and its viability is ensured with successful retention. Since the horrific events on September 11, 2001, our Military Services have been in a prolonged, worldwide irregular campaign. We have been recruiting and retaining our military during this period of protracted combat and, thus far, have met the challenge during these crucial times. Some years have been easier than others and, during the more challenging times, the Congress, and in particular this Subcommittee, has provided authorities and resources to ensure both recruiting and retention success. For these, we are very grateful.

Decisions about authorities and funding for the next fiscal year matter a great deal to our Service members who volunteer to serve our Nation. I am happy to be here to discuss programs that we consider important to sustain our volunteer military in meeting our national security requirements, and to personally thank this Subcommittee for its unfailing support for our All-Volunteer Force.

Active Duty Recruiting.

After more than five years of the most challenging recruiting environment since the inception of the All-Volunteer Force, the Department of Defense is in the midst of reviewing the impact of today's economy on this important program. Unemployment is rising and economic uncertainty permeates the nation. Generally, times like this make recruiting less challenging, and

a regrettable trend in national unemployment operates to the advantage of those who are hiring, including the U.S. military.

However, the economic downturn is not the only factor affecting recruiting. On the negative side, there continue to be other factors that significantly impact our ability to attract bright, young Americans into the Armed Forces – the lower likelihood of influencers of youth (e.g., parents and teachers) to recommend service, the lower interest in service among youth themselves, higher numbers of youth going to college directly from high school, and the continuing concerns about the prolonged worldwide, irregular campaign with its concomitant high operations tempo. We are in uncharted waters – with significant factors, both negative and positive, directly affecting military recruiting. As a result, the Department and the Services are reviewing their recruiting programs to align funding with current realities. Whatever realignments are undertaken, they will be done carefully and their effects closely monitored.

This Subcommittee has been a stalwart supporter of our recruiting efforts for many years, offering support for new and innovative incentive programs, and always ensuring that recruiting is adequately funded. We commit to working closely with you and your staffs as we re-evaluate these programs and their associated resources so that, together, we can find the right balance of resources and programs to ensure that we man our Armed Forces with quality young Americans.

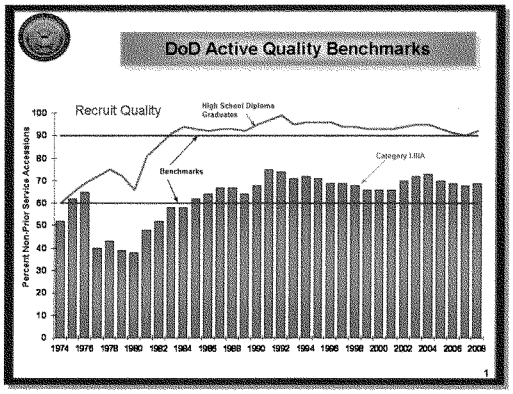
Fiscal Year 2008 was a successful year for active duty recruiting – with 172,103 first-term enlistees and an additional 12,738 individuals with previous military service – and the Services, together, exceeded their goal of 184,186 accessions by 655.

While meeting our quantitative goals is important, we also need to have the right mix of recruits – those who will complete their term of service, and perform successfully in both training and on the job. The "quality" of the accession cohort is critical, and we have long reported recruit quality along two dimensions – aptitude and educational attainment.

For over 20 years, the Services have met or exceeded the Department's quality benchmarks for Active duty recruits (Figure 1). Although the Army missed its High School Diploma Graduate (HSDG) benchmark in 2008, DoD exceeded its overall goal: 92% of Active duty new recruits were high school diploma graduates, with virtually all others having an alternate credential (GED, etc.). The educational level of our recruits exceeded the national average in which only about 70% to 80% are high school graduates. In addition, DoD exceeded

its aptitude quality benchmark, with 69% of new Active recruits scoring in the top half of the Armed Forces Qualification Test (AFQT), well above the DoD benchmark of 60%.

Figure 1. DoD Quality 1973-2008



Fiscal Year 2009 active duty recruiting efforts are very good to date. Through January, all Services have met or exceeded numerical recruiting objectives for the active force, with the Army achieving 21,447 of its 20,300 recruiting goal, for a 106% year-to-date accomplishment (Table 1). Although the active Army is a little short of the HSDG goal – accessing 89% recruits with a high school diploma against the benchmark of 90% – last year at this time it was at 82%, and we fully expect the Army to achieve the DoD benchmark by the end of FY 2009.

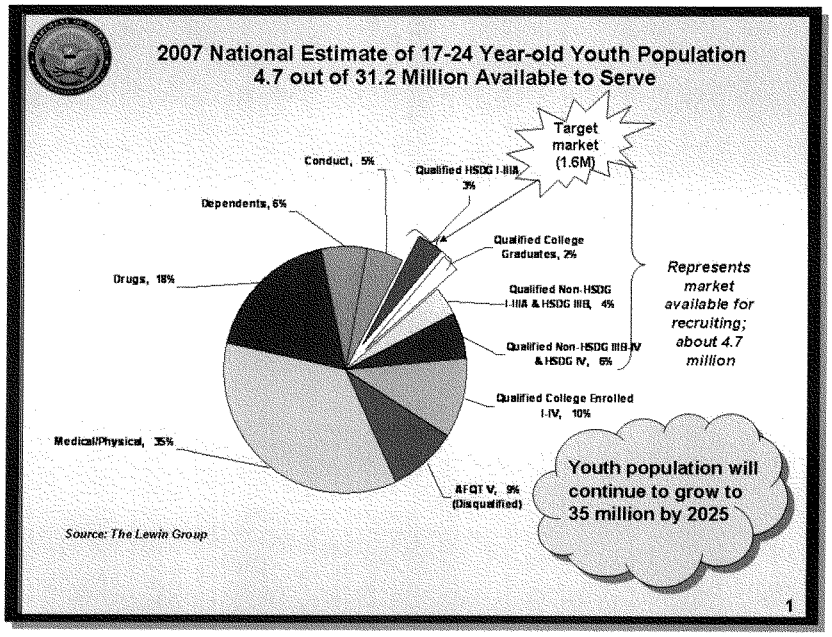
Table 1. FY 2009 Active Duty Enlisted Recruiting Through January 2009

	Quantity			Quality	
AC Enlisted Recruiting Through January 2009	Accessions	Goal	Percent of Goal	% High School Diploma Graduate (HSDG); *DoD Benchmark = 90 percent*	% Scoring at / above 50th Percentile on Armed Forces Qualification Test; *DoD Benchmark = 60 percent*
Army	21,447	20,300	**106%**	**89%**	**65%**
Navy	11,266	11,266	**100%**	**94%**	**74%**
Marine Corps	10,963	10,179	**108%**	**98%**	**69%**
Air Force	11,819	11,816	**100%**	**98%**	**78%**
DoD Total	55,495	53,561	**104%**	**94%**	**70%**

We should not lose sight of the fact that, although the overall youth population is large, a relatively small proportion of American youth is qualified to enlist. It is an unfortunate fact that much of the contemporary youth population is currently ineligible to serve. For example, about 35% are medically disqualified (with obesity a large contributing factor), 18% have problems with drugs or alcohol, 5% have some level of criminal misbehavior, 6% have more dependents than can reliably be accommodated in the early career, and 9% are in the lowest aptitude category (Figure 2). Another 10% are qualified, but are attending college. That leaves fewer than 5 million – or about 15% of the roughly 31 million youth ages 17-24 – who are available to recruit (25 percent including those in college).

Our recruiting success has not come easily. It has been the result of long hours and hard work by the 15,000 dedicated and professional, active-duty military recruiters. These recruiters often stand as the sole representative of our military forces in local communities, and they have the Department's most sincere respect and gratitude.

Figure 2. Qualified Military Available, 2007 Estimate



Late in this fiscal year, we will see the implementation of the Post-9/11 GI Bill, the most extensive restructuring of post-service education benefits since introduction of the original World War II GI Bill. As I am sure you are aware, the current post-service education program, the Montgomery GI Bill (MGIB), has been a cornerstone of our active duty military recruiting efforts since 1985. There is little doubt that the MGIB has met or even exceeded the expectations of its sponsors when it was enacted, and has been a major contributor to the success of the All-Volunteer Force.

This new Post-9/11 GI Bill should enhance our recruiting efforts significantly. However, we remain cautious about the impact of such a generous benefit on retention, particularly first-term retention. We hope that the provision in the new program that allows career Service members to share or transfer their GI Bill with immediate family members, long requested by both members and their families, will mitigate any negative retention impacts. We will be

monitoring the effects of this implementation very closely

The authority you provided in Fiscal Year 2006, allowing the Army to test innovative marketing and incentive programs in support of recruiting efforts not otherwise permitted in law, expires this year. We hope to work with you to extend and expand this initiative to the other Services for the purpose of addressing the continuing challenges in this uncharted recruiting and retention environment.

Active Duty Retention.

Retention programs help shape the force to ensure we have the right numbers and mix of active duty personnel with the right experience. This fact remains true as each of the Services face differing challenges in restructuring their forces. We thank you for providing assistance in developing programs and authorities for the Military Departments to encourage military personnel to remain in service.

For almost eight years – since 9/11 – retention has remained relatively strong in the active duty force. The Marine Corps and Army met or exceeded their overall reenlistment goals each year. While the Air Force and Navy did relatively well, they did not always meet all retention goals, and their efforts were often complicated by force shaping objectives. Both Services have adjusted their retention bonus programs to better target deficient skills.

In FY 2008, Army and Navy surpassed their retention goals. The Marine Corps, although missing its first-term goal, achieved impressive levels of enlisted retention, ending with 95% against a very high retention goal. The Marine Corps increased its FY 2009 accession mission by 3,300, which should make up the shortages from FY 2008. Air Force missed its end-of-year mission in each reenlistment zone. To address this shortfall, the Air Force tripled funding for new selective reenlistment bonuses (SRBs) in FY 2009 to reconcile skill and grade imbalances caused by last year's less-than-required retention and to reduce pockets of under-manning.

Fiscal Year 2009 retention through January is strong in the active force as shown in Table 2. Nearly all Services have met or exceeded their overall retention missions. The Air Force has exceeded its Zones B and C goals, and is only slightly behind in Zone A – those facing an initial reenlistment decision.

Table 2. Active Duty Enlisted Retention Through January 2009

	Status	Reenlisted	Mission YTD		FY09 Goals
Army					
- Initial	G	14,159	7,751	**183%**	23,000
- Mid-Career	G	13,110	9,269	**141%**	27,500
- Career	G	8,296	5,055	**164%**	15,000
Navy					
- Zone A	G	4,416	4,247	**104%**	13,300
- Zone B	G	3,518	3,514	**100%**	9,400
- Zone C	G	2,150	2,080	**103%**	6,000
Air Force					
- Zone A	G	5,652	5,765	**98%**	17,296
- Zone B	G	3,341	3,297	**101%**	9,892
- Zone C	G	2,842	2,782	**102%**	8,346
Marine Corps					
- First	G	6,845	2,445	**280%**	7,334
- Subsequent	G	6,848	2,488	**275%**	7,464

Active duty officer retention is strong across the Services; however, there is still concern with critical shortages in certain specialties. The Army force structure growth in FY 2008 resulted in shortages among basic branch majors and captains. To address this shortage, the Army offered an incentive package as well as a cash bonus to junior officers willing to extend their contract for an additional three years. Army saw success in that more than 15,000 Captains took the incentives and cash bonuses. In lieu of the cash bonus option for the remaining portion of the fiscal year, Army is developing programs to directly commission a limited number of civilians with critical skills to ranks above lieutenant. Later in this statement, we will provide more information on our need for lateral entry authorities. The growth of the Marine Corps in 2008, to include the increase of 979 captains through FY 2011, caused an immediate shortfall within the Marine Corps junior officer force. Similar to the Army, the Marines offered a cash

bonus to any captain willing to extend for an additional year to help close the gap between the inventory of captains and mandated force structure growth.

On the other hand, the Air Force and Navy completed their force shaping downsizing programs in FY 2008; however, during this transition period both Services experienced shortages with Special Operations and Health Professionals being two of the most acute shortages. Both Services adeptly utilized the Critical Skills Retention Bonus and have targeted their shortage skills appropriately.

End Strength.

We continue to carefully manage end strength levels. Table 3 below shows the Active FY 2009 statutory authorizations and levels contemplated by the Department to achieve end strength targets in FY 2010 and beyond. As you can see, the Secretary has used authority granted to him under the terms of the President's national emergency declaration to revise strength targets appropriate to the challenges each Service is facing. The Services will manage recruiting, retention, and force shaping to remain within end strength tolerances for FY 2009.

Table 3. Active Component End Strength Summary

Component	FY08 NDAA Auth	FY08 Actual ES	FY09 NDAA Auth	FY09 OSD Target
Army	525,400	543,645	532,400	547,400
Navy	329,098	332,228	326,323	329,000
Marine Corps	189,000	198,505	194,000	202,000
Air Force	329,563	327,379	317,050	330,000

Military Compensation.

With your continued support, we have ensured that our forces are receiving fair and equitable compensation and benefits. The member's compensation and benefits package has greatly contributed to our ability to recruit and sustain our highly skilled and ready volunteer military.

The Department continues its strong commitment to provide a secure standard of living and quality of life to those who serve in uniform. We must continue to increase military pay for all Service members on par with civilian wage growth as measured by the Employment Cost Index (ECI). The Ninth Quadrennial Review of Military Compensation (QRMC) concluded that the appropriate measure of the adequacy of military compensation is the 70th percentile of earnings for civilians with comparable levels of education/experience. With the cooperation and support of Congress, the targeted pay raises of 2001 through April 2007, brought Regular Military Compensation (RMC), the equivalent of gross earnings in the private sector, to that QRMC-suggested level. Our long-term goal is to maintain this balance. We continue to be convinced that any expansion of entitlements, or the creation of new ones that do not directly and measurably improve recruiting, retention, or readiness in a manner commensurate with their cost, should be discouraged.

The Department thanks the Congress for assistance in consolidating over 60 separate pays into eight broad pay categories. Early this year, we sent you our report with the implementation plan for this transition, and we are happy that we are on our way to using more of these broader and more flexible authorities. Under this new structure, our special pays, bonuses, and recruiting and retention incentives will have highly increased focus and flexibility to target specific skills, and the quantity and quality of personnel filling those positions.

The new flexibilities in the consolidated authorities have also allowed the Department to implement certain enhancements to military pay programs. For example, under the consolidated authorities, the Department implemented the Pay and Allowance Continuation program for wounded, ill, and injured military personnel serving in a combat zone, combat operation, hostile fire area or exposed to a hostile fire event. This program ensures that *all* the special and incentive pays these members are receiving at the time of their injuries or illnesses are continued during their hospitalization and rehabilitation.

CONCLUSION

The health of our All-Volunteer Force may be examined from the perspective of those serving. Through our personnel survey program, we know we have a force who believes it is

capable and ready for its wartime mission. For example, in November 2008, 82% of active-duty members indicated they believe they are personally prepared to perform their wartime mission. Significant numbers of active-duty Service members also report they plan to stay in the military. This is a crucial indicator because survey research has shown that 90% of Service members who indicate they are likely to stay actually *do* so. In November 2008, 61% of Service members indicated they were likely to stay on active duty, an increase of 3 percentage points from just three months prior, and the highest level seen since the onset of Operation Iraqi Freedom in March 2003. Active-duty spouses' support to stay – at 59% -- was about the same.

Our June 2008 survey results for Reserve components are consistent with active-duty findings. More than three-quarters (76%) of reserve component members indicated they are personally prepared to perform their wartime mission, and 69% plan to stay in the military. On a Reserve spouse survey, 78% indicated they supported their husband or wife staying in the military. With regard to deployment expectations, survey results indicate approximately two-thirds of Reservists are *not* away longer than expected, and average nights away are no longer on the rise. Results from this survey also show significant support from employers, and that mechanisms to handle employment problems are in place and working. For example, roughly three-quarters of Reservists working for employers consider their employers to be supportive of their military obligations.

Having celebrated the 35th anniversary of our All-Volunteer Force in 2008, we report that recruiting and retention are strong across all Services for the both the active and Reserve components. Much of the success of our volunteer military during good times and challenging times results directly from your continued support to the men and women who serve. Without that unflagging support from this Subcommittee, we would not be able to achieve levels of success that we have carefully and enthusiastically accomplished

STATEMENT BY

LTG MICHAEL D. ROCHELLE

DEPUTY CHIEF OF STAFF, G1

UNITED STATES ARMY

BEFORE

MILITARY PERSONNEL SUBCOMMITTEE

HOUSE ARMED SERVICES COMMITTEE

THE HOUSE OF REPRESENTATIVES

FIRST SESSION, 111TH CONGRESS

MARCH 03, 2009

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THE HOUSE ARMED SERVICES COMMITTEE

Introduction:

Chairwoman Davis, Distinguished Members of this Committee, thank you for the opportunity to appear before you on behalf of America's Army. We have no greater heroes than America's most precious resource – our Soldiers. These Soldiers, their Families, Wounded Warriors, and Survivors backed by our Civilian Workforce, represent the very best of America's values and ideals. Your continued support of our personnel initiatives provides the tools to ensure the growth and well-being of our All-Volunteer Force. This fighting force of 1.1 million Soldiers is being tested at home and abroad. Repeatedly our Nation's young men and women have stepped forward and made a pledge to serve. They recognize the challenges facing our nation, heed the call and become part of something larger than themselves. Their dedicated service and sacrifice are deserving of the very best services, programs, equipment, training, benefits, life-style, and leadership available. Our focus this year centers on the growth of the force, our ability to meet the national challenges, and the importance of maintaining this strength to meet the demands.

Grow and Sustain the All-Volunteer Force:

The Army's number one priority is restoring balance to the All-Volunteer Force. To achieve balance, we must grow and sustain the All-Volunteer Force to quickly adapt and respond to threats and requirements. From the decision to accelerate the growth of the Army, our progress has been noteworthy. In fact, the Active Component will meet its 547,400 growth target for FY10 this year. By the end of FY10, the National Guard and the Army Reserve will be at 358,200 and 205,000 respectively.

To balance the force by the end of FY11, the Army is working to achieve goal of a boots on the ground policy of two years dwell time for each year deployed for the Active Component, and five years dwell for each year deployed for the Army Reserve and National Guard as outlined in the Secretary of Defense's 19 January 2007 memo, "Utilization of the Total Force". Furthermore, the boots on the ground policy should be implemented without resort to stop loss. We are challenged to achieve such a policy because of the cumulative effects upon our Army from this protracted conflict. These

are the manning challenges; a cost of this war. We must increase time spent at home station between deployments. This will improve our force management policies, enhance Force stabilization, and increase predictability in the lives of our Soldiers and their Families. We must also ensure the well-being of Wounded Warriors and Survivors of this war. Our Nation is indebted. Affording their financial and emotional well-being is also a cost of this war. Again, due to the stresses on the force combined with force structure and end strength limitations and given the persistence of our adversaries, the Army will be challenged to achieve this imperative.

We strive to be the employer of choice, especially among millennials (individuals born between 1978 and 2000). To attract millennials, we have shaped our recruiting efforts through a mix of innovation, incentives and bonuses. Using both technological (internet, text messaging, etc.) and traditional (TV, print, word-of-mouth) mediums, we demonstrate to this generation that there is no other organization in America better than the Army when it comes to developing leaders and setting them on the path to success. We must also demonstrate that they can create a life within the Army. That means the opportunity must be afforded for Soldiers to socialize, date, marry, have children, plan for retirement, and prosper. In order to retain Soldiers as part of the Army Family, they must be assured their Families will prosper in the Army community and, should the worst happen, will be provided the full delivery of the benefits, entitlements and care they have earned through their service and sacrifice. The Army has recently established Survivor Outreach Services to ensure the best services are provided to Surviving Families.

National Challenges to Recruiting the Force:

America is recruiting and retaining its military during a period of protracted combat. With the help of Congress and the support of the American people, the Army accomplished its recruiting and retention milestones over the past several years. However, growing and sustaining the All-Volunteer Force is not without challenges.

The Army faces a national level crisis concerning the eligible population for wartime recruiting. Fewer than three out of ten of America's youth are fully qualified to serve in our Nation's military due to medical issues, misconduct violations, or aptitude disqualifications. Today, up to 18% of the nation's 12-19 year olds are overweight. This number has tripled since the 1980's. Currently the nation's high school graduation rate is only 74%; for minorities, the graduation rate falls to 57%, and for youth living at or below the poverty level, the rate drops to just 39%. These numbers have improved slightly since last year, however, they still demonstrate the significant challenge that our nation's 17-24 year old population presents to the Army's ability to recruit quality Soldiers. Although we are successful this year, our eligible pool for the future force is shrinking.

To ensure that military service remains an attractive career option, the Army continues to modify and update its recruiting efforts. The Army launched the Army Advantage Fund (AAF) Pilot on 4 February 2008 as an incentive for potential candidates who, after completing their initial period of enlistment, can receive money for a down payment on a home or money to start a small business. The AAF was implemented in 5 Recruiting Battalions: Albany, Cleveland, Montgomery, San Antonio, and Seattle. It is currently available to high quality traditional High School and Home School Graduates and High School Seniors who have no prior service and enlist in either the Active or Reserve Army. The purpose of the AAF Pilot Program is to gain a competitive advantage for attracting eligible individuals who would have otherwise not considered joining the Army. AAF has been effective in increasing quality enlistments into the Army and into hard to fill occupational specialties. The total number of AAF contracts written during Fiscal Year 2008 was 416, with $14.3 million obligated. Plans for national implementation of the AAF program are on hold due to current end strength and budget constraints. This pilot will expire on 31 December 2009.

Another program that was implemented in FY08 to assist with improving the quality of our recruits was the Army Preparatory School (APS). The Army Prep School is a four week course dedicated to helping young men and women complete a General Educational Development, or GED certificate, before they begin Basic Combat Training

(BCT). This program is restricted to applicants who have scored in the top fifty percentile on the Armed Services Vocational Aptitude Battery (ASVAB) test and for reasons beyond their control, such as working to support their families. The Soldiers attend classes throughout the training day in order to prepare for the GED test. Upon earning a GED certificate, soldiers immediately begin BCT. Once fully operational, APS will in-process 60 new Soldiers every week. Based on the results of a similar program implemented by the National Guard which experienced a success rate of over 95% this past fiscal year, the active Army expects 85-90% of the Soldiers recruited for the APS to earn a GED within four weeks. It is expected that the Army Prep School will yield nearly 3,000 Soldiers with enhanced credentials each year. The cost of educating these individuals is limited to the initial four week course, and for the many soldiers expected to test out early, the cost will be even less. Recruiting from a broader base of individuals at a relatively low cost benefits the individual, the Army, and society as a whole. This pilot program will also expire on 31 December.

Recruiting and Retention (Officer and Enlisted):

Despite the challenges of protracted conflict, the Army once again exceeded its enlisted recruiting and retention missions for FY08. All Army Components achieved their recruiting objectives for the first time since FY02. This continued success is directly attributable to the talented men and women in the Army who provide boots on the ground around the world. It is important to note that their success would not be possible without great leadership, the backing of their Families, and the tremendous support provided by Congress.

Regarding recruit quality, the Army's percentage of new Soldiers recruited with a Tier 1 education – those who have at least a high school diploma, scored in the top half of their Armed Forces Qualification Test (AFQT) and considered "high quality" – increased by 2.1% in 2008. Additionally Recruits who scored highly (50-99%) on the Armed Forces Qualification Test (AFQT) increased 1.6%; and recruits who scored poorly (30% and below) on the AFQT decreased 1.2%.

The Active Army retained 73,913 Soldiers in fiscal year 2008, finishing the year at 114% of the mission objective. The Army Reserve finished the year achieving 111% of its retention mission, and the Army National Guard finished at 93% of its retention mission.

To achieve overall manpower levels in FY09, the active Army must retain 65,500 Soldiers, the Army Reserve must retain 11,619 Soldiers, and the Army National Guard must retain 34,593 Soldiers. The Army is on track to meet its retention mission for FY09. As of January 2009, the Active Army has achieved 161% of its year-to-date mission, the Army Reserve has achieved 127% of its year-to-date mission, and the Army National Guard has achieved 100% of its year-to-date mission. A robust bonus program has been essential in enabling the Army to meet required retention goals.

Retention of combat experienced veterans is imperative to future readiness. The Army makes careful and deliberate adjustments to retention bonuses to ensure the retention of qualified Soldiers. An example of this is the deployed reenlistment bonus that targets Soldiers assigned to units in Iraq, Afghanistan, and Kuwait. Recently deployed units, or units currently deployed to these areas of operations, have reenlistment rates of 140% of their annual goals. Currently, 53% of all reenlistments occur in the deployed theater.

The officer shortage in the Army remains a critical requirement we must continue to remedy. To recruit, retain, and manage critical skills, the Army initiated in September 2007 the Captain Retention Incentives Menu offered through November 2008 to increase the retention of lieutenants and captains. The Captains' Retention Incentives Menu included three options: a cash option based on the officer's accessed branch in exchange for a three year non-concurrent active duty service obligation, the Expanded Graduate School Program which funds graduate school, or the year-long Defense Language Institute with both of the latter producing a 3:1 active duty service obligation. The timing of our Captains' Retention Incentives Menu program, concurrent with the

dramatic downturn of the economy and job market, has served to support our retention goals.

The Army also initiated the Critical Language Incentive Pay Program (CLIP) as part of the Officer Accession Pilot Program in August 2008. The Army is using the Officer Accession Pilot Program as one of the 2006 NDAA Pilot authorities. These Pilot Programs will all expire on 31 December 2009. To date, 75 cadets are participating in this program, which is limited to newly contracted cadets. The 2009 NDAA granted the authority for the services to expand the language proficiency program. Army is currently awaiting implementing guidance from OSD to begin their program. This opens eligibility to all cadets, not just the newly contracted. The US Army Cadet Command reports growing interest among cadets in learning critical languages and expects significant growth in the number of cadets participating in the program.

The single most effective retention incentive for junior officers is the cash bonus. Over 94% of the 15,000 plus officers who took incentives in FY08 elected to take the cash bonus. Analysis shows that officers who were uncertain about staying in took the incentive and committed to further obligated Army service. Cash incentives effectively compensate officers for the sacrifices encountered with protracted and repeated deployments to the theaters of conflict.

Equally important to financial incentives in effective retention is the assurance that Soldiers and Families will be cared for in a manner commensurate with their service and sacrifice. That includes compensation. In the event of a life changing injury or the loss of life, our Soldiers must be assured that their families will receive financial and programmatic benefits commensurate with their service and sacrifice. That includes full-earned benefits and disability compensation and a streamlined manner for accessing them.

The Army has implemented many programs to improve critical skill shortfalls among Officers and Enlisted Soldiers. Among these programs for Enlisted Soldiers are

the Selective Reenlistment Bonus (SRB) and Critical Skills Retention Bonus (CSRB) to retain Soldiers in high demand, low density positions. The SRB and CSRB are very effective tools for precision fill of critical skills. Another program introduced to train and keep critical skills is the Military Occupational Specialty (MOS) 09L program. The MOS 09L is an Interpreter/Translator Pilot Program used to recruit individuals possessing critical language capabilities needed for the Global War on Terrorism. To date, the Army has recruited more than 1,400 Soldiers as Military Interpreters and Translators.

In accordance with current law, the Army has utilized this authority in the past and is intent on expanding its use to meet the Officer Corps' critical needs. This program will target technical areas where the Army has shortages by leveraging skills that are already available in the civilian population.

Civilian Personnel:

Recruiting and retention within the Army does not include just Soldiers. Civilian Personnel are the backbone of our fighting force and our recruiting and retention efforts must include this segment of our population. Only through the integrated efforts of Army Civilians and Soldiers can the Army accomplish its assigned missions and make the most effective use of resources. The Army Civilian Workforce offers vital support to our Soldiers and Families in this era of persistent conflict. Army Civilians share responsibility for mission accomplishment by delivering combat support and combat service support - at home, abroad, and on the battlefield. More than ever, Army Civilians are an invaluable component of readiness. Currently, the Army's Civilian Corps is over 275,000 strong, over 4,000 of whom are serving in harm's way in the U.S. Central Command Area of Operations. The Civilian Corps is the largest employer in the Federal Government. These civilians are critical to support our Force and we are committed to ensuring they are taken care of in the same manner as our Soldiers and their Families.

The Army Civilian Corps will play an important role in supporting the civilian expeditionary workforce. The intent of the program is to maximize the use of volunteers

from the civilian workforce throughout DoD, so that military personnel may be used for operational requirements. Employees in designated positions will be trained, equipped and prepared to serve overseas in support of humanitarian, reconstruction and, if necessary, combat-support missions.

To take full advantage of our civilian workforce's potential, the Army is developing a comprehensive civilian competency management system (CMS). The CMS will establish competency-based career paths and guides for use by supervisors and employees in determining training and developmental needs for career planning. The CMS's capability to strategically plan civilian development against validated current and future competencies requirements and across functions has made great improvement.

Our Army is recognized as a global leader in developing commissioned and noncommissioned officers. Our work in developing civilian leaders has not progressed at the same pace. The Army Civilian University (ACU) was created to establish a common military and civilian culture as a vehicle to improve integration. ACU will enable the Training and Doctrine Command (TRADOC) to establish integrated and complementary curricula and a more standardized, competency based approach to civilian functional training, education and leader development. The ACU will prepare DA Civilians for new demands and fully engage the Army in meeting the objectives of the Department of Defense Civilian Human Capital Strategic Plan. One of the ACU's major responsibilities is providing training oversight that ensures all civilian training not only produce skills for local missions but also develops the skills needed to support the Army at all levels.

Retaining a highly qualified Civilian workforce is a critical issue for the Army. A workplace environment that is conducive to productivity and supportive of employee development is a characteristic of high-performing organizations. Army policies that encourage and resource competitive professional training as well as academic degree

education are major factors in creating such a favorable workplace environment that bolsters retention.

The Defense Base Closure and Realignment Commission (BRAC) process has impacted the Civilian workforce assigned to bases slated for closure or realignment. The Army has multiple programs in place to deal with the hardships our civilians are facing. One such incentive offers assignment to a position at a new location with full Permanent Change of Station costs.

Employees electing not to relocate may be offered a Voluntary Early Retirement or a Voluntary Separation Incentive Payment. Also, through Department of Labor funds, the Army provide retraining and readjustment assistance for displaced Federal employees. Other outplacement programs such as the Priority Placement Program, the Re-employment Priority List, the Interagency Career Transition Assistance Program, and job exchange are also available to displaced employees.

We recognize that inherently governmental and closely associated enduring requirements should be performed by Government employees to assure that the public interest is protected and that Army core competencies are maintained. The civilian workforce also provides us with an opportunity to save vital resources by bringing relatively expensive contracted services back into the Government through the In-sourcing process that Congress has asked us to undertake. The initial results of our efforts have been promising in this regard, saving an average of $48K per position in-sourced, thus far (1383 positions in-sourced to date).

Caring for Soldiers and Families:

We greatly appreciate our Soldiers, Civilians, their Families, Wounded Warriors, and Survivors and recognize their critical contributions to our All-Volunteer Force. Our recruiting and retention efforts are directly impacted by our ability to promote and maintain a high quality service experience. Overall standards of living, to include health, career, community life, and personal and family life, affect the well being of our

Force. A strong sense of well-being across these life domains enables our Soldiers, Civilians, their Families, Wounded Warriors, and Survivors to focus on performing and supporting the Army's mission while maintaining a high quality work-life balance.

To maintain a high standard of living, the Army is caring for Soldiers and Families through several initiatives. These initiatives include the Army Soldier Family Action Plan, the Army Family Covenant, as well as the transferability of portions of GI Bill benefits to family members. We care for Wounded Warriors through the Wounded Warrior Program (AW2) and Warrior Transition Units (WTUs) and for Survivors through Survivor Outreach Services (SOS). Congressional support and leadership has been critical in these areas. With your continued support, we will further improve our programs; ensure-full delivery of benefits and entitlements and execute meaningful, effective programs that will benefit the entire Army community. Funding requirements must reflect support for our Soldiers and Families. Funding requirements must also reflect support for our Wounded Warriors and Families who now live their lives impaired due to their physical and mental injuries. We must support Family members who leave their jobs to care for their Wounded Warriors. When Soldiers are lost due to injury, severe injury or death, we must support their Survivors.

Setting Conditions for the Future: Meeting the Personnel needs of our Army:

Providing Forces to combatant commanders to meet current and future challenges will continue to be priority number one. The agile Army Human Capital Strategy (AHCS) addresses these challenges by creating a road map to restore balance to the Force by FY11 and by continuing to develop force structure through 2024. The objective of the AHCS is to secure and sustain the All-Volunteer Total Army, resourced through efficient and cost-conscious practices. The AHCS strategy is based on principles that assure a higher quality, more diverse and ready Total Army enabled by effective HR Systems and agile policies and programs. The AHCS is a model for making strategic decisions about the people-needs of the All-Volunteer Total Army for the 21st century. This strategy assumes that people make the difference – the Army must not focus solely on numbers of people but also on the qualities, competencies,

and diversity people provide to the Army. To retain quality, competencies, and diversities, we must demonstrate a dedication for their well-being on and off the battlefield.

Conclusion:

A balanced Force is absolutely dependent upon your tremendous support. The Army is growing and transforming in a period of prolonged war. We will do so with young men and women of the highest caliber whose willingness to serve, even in a time of protracted conflict, is a credit to this great nation. We will meet the challenges ahead with your continued leadership and support for the Army.

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RELEASED BY THE HOUSE
ARMED SERVICES COMMITTEE

STATEMENT OF

VICE ADMIRAL MARK E. FERGUSON III, U.S. NAVY

CHIEF OF NAVAL PERSONNEL

AND

DEPUTY CHIEF OF NAVAL OPERATIONS

(MANPOWER, PERSONNEL, TRAINING & EDUCATION)

BEFORE THE

SUBCOMMITTEE ON MILITARY PERSONNEL

OF THE

HOUSE ARMED SERVICES COMMITTEE

ON

RECRUITING, RETENTION AND END STRENGTH OVERVIEW

3 MARCH 2009

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

United States Navy Biography

Vice Admiral Mark E. Ferguson, III
Chief of Naval Personnel,
Deputy Chief of Naval Operations
(Manpower, Personnel, Training & Education)

Vice Admiral Ferguson assumed duties as the Navy's 55th Chief of Naval Personnel on April 16, 2008. Serving concurrently as the Deputy Chief of Naval Operations (Manpower, Personnel, Training & Education), he is responsible for the planning and programming of all manpower, personnel, training and education resources, budgeting for Navy personnel, developing systems to manage total force manpower, personnel training and education resources, and the assignment of all Navy personnel.

Ferguson's previous flag officer assignments include Chief of Legislative Affairs and Assistant Commander for Distribution (Pers-4) at the Navy Personnel Command in Millington, Tenn.

A surface warfare officer, he completed nuclear propulsion training after graduating with distinction from the United States Naval Academy with the Class of 1978.

Afloat, he has served with both the Atlantic and Pacific Fleets. His operational assignments include duty onboard USS *South Carolina* (CGN 37) and USS *Fife* (DD 991). He also served as reactor officer on board USS *Dwight D. Eisenhower* (CVN 69). His command tours include the destroyer USS *Benfold* (DDG 65) and Destroyer Squadron 18.

Ashore, he served at the Bureau of Naval Personnel as the assistant surface captain assignment officer and surface nuclear assignment officer. During 1998-2000, he served as a special assistant to the Supreme Allied Commander, Europe. He completed two other assignments in the Office of Legislative Affairs. From 1992-1994, he served as the officer responsible for providing liaison to the House and Senate Armed Services Committees for all surface warfare, sealift and shipbuilding programs. From 2001-2003, he served as the director of the Senate Liaison Office.

Ferguson holds a master's degree in computer science from the Naval Postgraduate School. He completed a National Security Fellowship at the John F. Kennedy School of Government, Harvard University and is a graduate of the Air Command and Staff College. His awards include the Navy Distinguished Service Medal, the Defense Superior Service Medal, the Legion of Merit and the Defense Meritorious Service Medal.

INTRODUCTION

Chairman Davis, Representative Wilson, and distinguished members of the House Armed Services Committee, it is a pleasure to have the opportunity to review the U.S. Navy's recruiting and retention efforts as well as end strength projections for this year.

Navy continues to experience success in recruiting and retention and we expect that success to continue. The tone of the force remains positive. Sailors and their families continue to express satisfaction with the quality of their service, education benefits, health care, and compensation. To continue supporting the Fleet and the joint force, we remain committed to providing the right person with the right skills, at the right time, and at the best value while ensuring the welfare of our Sailors and their families. To meet this commitment, our efforts must enable us to be:

- Competitive for the best talent in the nation
- Diverse
- Responsive to the joint warfighter
- A learning organization
- A leader in human resource solutions.

As we transition from a period of drawdown and begin to stabilize our end strength, we are taking the opportunity to review our policies and undertake initiatives emphasizing performance. Due to increased retention, sustained success in recruiting, and reduced attrition

we anticipate ending the fiscal year within two percent above our authorized end strength of 326,323.

Our stabilization efforts are directed at sustaining a high quality force to meet the demands of the Navy's Maritime Strategy and the joint warfighter, while at the same time being able to respond to new mission areas. Our efforts to stabilize the force are guided by the following principles:

- Attract and recruit our Nation's best and brightest
- Retain the best Sailors with the right skills
- Target incentives to retain critical skill ratings
- Balance the force based on seniority, experience, and skills matched to projected requirements
- Focus on performance and safeguard the careers of our top performers
- Provide the Fleet and joint force stable and predictable manning.

RECRUITING

To date, Navy has been successful in attracting and recruiting high-quality Sailors to its officer and enlisted ranks. Building on our accomplishments in Fiscal Year (FY) 2008, we are positioned for continued success through FY09.

Enlisted

Navy met its enlisted active and reserve recruiting goals for 21 straight months through January 2009. This fiscal year, we have met our active and reserve goals each month, and our Delayed Entry Program (DEP) is 89 percent full as of 1 February 2009. We are exceeding quality standards in all recruit categories: 94.4 percent will have high school diplomas—four percent above the Department of Defense (DoD) standard; and 70.6 percent will meet Test Score Category I-IIIA standards—10.6 percent above DoD standards.

Active and Reserve Component Accessions and Quality

	FY08			FYTD 09 (as of 1 Feb 2009)		
	ATTAINED	**GOAL**	**%**	**ATTAINED**	**GOAL**	**%**
Total Active	38,485	38,419	100.2%	11,266	11,266	100%
Total Reserve	9,134	9,122	100.1%	2,633	2,596	101.4%
HSDG*	35,834	90%	94.4%	11,475	90%	94.4%
TSC I-IIIA**	27,907	60%	73.5%	8,974	60%	73.8%

*HSDG – High School Diploma Graduate **TSC – Test Score Category (Aptitude Level)

We are focusing efforts where recruiting challenges remain. My top enlisted recruiting priorities are:

Nuclear Ratings. During FY08, Navy met its recruiting goals for enlisted nuclear ratings, achieving 100.6 percent of goal. This fiscal year we have met all monthly nuclear rating recruiting goals and are on track to achieve this year's target. Based on current trends, we increased our FY10 nuclear enlisted recruiting goal to offset future shortages. This will enable us to better meet enlisted manning needs as the nation's economy recovers. We continue to rely on the enlistment bonus as the primary incentive to meet our nuclear accession targets.

Special Warfare/Special Operations. We achieved Naval Special Warfare/Special Operations aggregate and individual goals (Explosive Ordnance Disposal, Diver, Special Operator, Special Boat Crewman) for the first time in FY08. We have continued that success, attaining 100 percent of all four ratings each month this fiscal year. We have established special recruiting programs and an introductory physical conditioning course in our recruit training center to improve our success rate at Basic Underwater Demolition/SEAL (BUDS) training. We are beginning to see positive results from these efforts.

Combat Operations Support. We experienced continued success in FY08 and are on track to achieve our FY09 goals. Combat operations support ratings include intelligence, information warfare, and Seabee ratings, and are vital to providing critical skills in support of joint operations around the world.

Combat Operations Support Accessions

	FY08			**FYTD 09 (as of 1 Feb 2009)**		
	ATTAINED	**GOAL**	**%**	**ATTAINED**	**GOAL**	**%**
Active Accessions	6,565	6,463	101.6%	3,150	3,153	99.9%
Reserve New Contracts	9,134	9,122	100.1%	2,633	2,596	101.4%

Officer

In FY08, Navy attained 104 percent of active component general officer (Officer Candidate School) goal, which included a mission increase of 40 percent over the FY07 target. Reserve component general officer programs also saw significant improvement, finishing FY08

at 105 percent versus 51 percent in FY07. While we achieved overall active and reserve medical officer recruiting goals for the first time in five years, we did not reach our goals for Dental Corps officers (89 percent). We expect success in FY09 and have increased three of four medical officer recruiting targets to offset existing shortfalls, though we will be challenged to meet our goal for direct commissioned medical officers.

Active and Reserve Officer Accessions

	FY08			FYTD 09 (as of 1 Feb 2009)		
	ATTAINED	**GOAL**	**%**	**ATTAINED**	**GOAL**	**%**
Active General Officer*	1,276	1,270	100%	888	1,407	63%
Reserve General Officer*	1,062	1,012	105%	475	974	49%
Active Medical Officer**	713	685	104%	357	840	43%
Reserve Medical Officer**	259	192	135%	104	279	37%

*Does not include accessions from the United States Naval Academy or Naval Reserve Officer Training Corps. **Medical Officer includes Medical Corps, Nurse Corps, Dental Corps, and Medical Service Corps.

My priorities for officer recruiting are:

Health Professionals. To support the increased demand for health professionals in support of combat operations, we have implemented a multi-faceted approach. This includes:

- Increasing Critical Wartime Skills Accessions Bonus (CWSAB)
- Increasing incentive and retention pays for critical healthcare specialties
- Increasing the monthly stipend for medical and dental Health Professions Scholarship Program (HPSP) recipients

- Exploring a one-year pilot program to access qualified legal non-immigrants
- Expanding the Defense Health Program's Health Professions Loan Repayment opportunities for critical medical specialties.

As of 31 January 2009, we have attained 43 percent of the FY09 active medical officer recruiting goal and 37 percent of the reserve goal, positioning Navy to meet or exceed all active and reserve medical officer goals in FY09.

Diversity. In our desire to remain competitive for the best talent in the nation, we continue leveraging relationships with key influencers and science, technology, engineering, and mathematics (STEM)-based affinity groups. We have made great strides expanding Naval Junior Reserve Officer Training Corps (NJROTC) into highly diverse markets. We will add 20 new NJROTC units resulting in a total of 646 participating schools in the coming year, providing opportunities for approximately 2,500 more cadets. Additionally, we are expanding our Naval Reserve Officer Training Corps (NROTC) program.

RETENTION

The current national economy, coupled with the comprehensive benefits and compensation of military service, have resulted in higher retention and lower attrition than predicted for this fiscal year. In FY08, active enlisted retention was approximately one percent above projections and there were 4,221 (14 percent) fewer enlisted attrition losses than

anticipated. We also experienced higher retention rates across the officer force. These patterns have accelerated into this fiscal year.

In the reserve force, we anticipate higher retention and fewer losses than planned in both the enlisted and officer populations. Current policies and adjusted enlisted prior service accessions will help to minimize over-execution. Our goal is to finish the fiscal year with a stable, balanced inventory of reserve Sailors matched to fleet demand.

Active Navy Enlisted Retention

Active Navy Retention	FY08 Achievement				FY09 Achievement (as of 3 Jan 2009)			
	Reenlisted	Mission	FY08	FY08 Goals	Reenlisted	Mission	FYTD	FY09 Goals
Zone A (0-6 yrs)	13,005	12,700	102.4%	12,700	3,481	3,174	110%	13,300
Zone B (6-10 yrs)	8,358	8,500	98.3%	8,500	2,863	2,735	105%	9,400
Zone C (10-14 yrs)	5,147	5,000	102.9%	5,000	1,721	1,601	107%	6,000

Control Grade Officers. Though officer retention rates have generally increased, there remain select shortfalls in the control grades (O4-O6). Commander (O-5) and lieutenant commander (O-4) inventories are below requirements; though, for the first time in many years, Unrestricted Line (URL) captain inventory exceeds officer programmed authorizations (OPA). Special and incentive pays and quality of life initiatives remain the primary tools to reduce these shortfalls.

Active Control Grade Inventory versus OPA

	Unrestricted Line		Restricted Line and Staff	
Rank	**Inventory**	**FY09 OPA***	**Inventory**	**FY09 OPA**
O6	1,395	1,361	1,808	1,877
O5	2,930	3,046	3,559	3,653
O4	4,280	4,461	5,203	5,702
Total	8,605	8,868	10,570	11,232

Health Professionals. Medical community loss rate trends improved in FY08. While incentives and bonuses have contributed to reduced loss trends, select subspecialties continue to require attention. These include: dentistry, clinical psychology, social work, psychiatry, general surgery, and perioperative nursing. Special and incentive pays are critical to retaining these professionals.

Medical Community Loss Rates

Community	FY05	FY06	FY07	FY08
Medical Corps	10.4%	9.6%	10.2%	8.2%
Nurse Corps	9.8%	11.4%	10.0%	9.2%
Medical Service Corps	10.2%	10.2%	9.4%	9.0%
Dental Corps	13.0%	14.3%	14.7%	10.7%

Tone of the Force

The tone of the force is positive. We poll extensively and track statistics on personal and family-related indicators such as stress, financial health, and command climate, as well as Sailor and family satisfaction with the Navy. The results indicate that Sailors are satisfied with the morale of their command, leadership, education benefits, health care, and compensation. Despite the current economic situation, the majority of our Sailors are not experiencing severe financial stress. Results of our January 2009 Financial Health Quick Poll reveal that 82 percent of officer and 54 percent of enlisted rate their personal financial situation as "excellent" or

"good," compared to 41 percent in the U.S. population[1]. For those who reported experiencing financial stress, housing-related expenses were the primary concern.

Suicide Prevention. We continue our efforts at suicide prevention through a multi-faceted system of communication, training, and command support. Our approach is to foster resilience among Sailors; identify and mitigate stress reactions that can lead to increased potential for suicide; and create an environment supportive of good psychological health, in which stress and other suicide related factors can be more openly recognized, discussed, and addressed.

While Navy's calendar year 2008 suicide rate of 11.6 per 100,000 Sailors is slightly above the 2007 suicide rate, it is significantly below the national rate for the same age and gender demographic of 18.8 per 100,000 individuals[2]. We continue to develop and enhance programs removing the social stigma of seeking help, targeting substance abuse prevention, personal financial management, positive family relationships, physical readiness, and family support programs—all of which reduce stress on individuals.

Sailor and Family Support

Our programs are designed to enhance career flexibility and improve overall life-work integration, supported by a comprehensive "continuum of care" that meets the full spectrum of needs for Sailors and their families from accession to retirement.

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[1] October 15, 2008 Pew Research Center for the People and the Press Survey Report (p.2).
[2] Data based on the Center for Disease Control's National Vital Statistics Report "Deaths: Final Data for 2005." Normalized rate calculated by the Navy Health Research Command.

Life-Work Integration. The FY09 National Defense Authorization Act (NDAA) authorized 10 days of non-chargeable paternity leave for married service members whose wives give birth to a child on or after October 14, 2008. We are appreciative of Congressional support for this legislation and anticipate over 15,000 Sailors will benefit from this entitlement each year.

Additionally, the FY09 NDAA provides Service Secretaries the authority to test the effectiveness of an alternative career retention option in fields where monetary incentives alone have not produced the desired retention results. We have learned that flexibility is one of the keys to retaining our younger Sailors. In an effort to enhance career flexibility, Navy is piloting a Career Intermission Program, allowing 20 officer and 20 enlisted members annually to transfer from active duty to the Individual Ready Reserve (IRR) for up to three years.

In addition to the Career Intermission Program, other Navy initiatives include telework, compressed work schedules, and a virtual command program, which provides an opportunity for a small initial group of officers to maintain geographic stability. Leveraging current technology, these options enable us to provide Sailors and their families with increased predictability and stability while providing improved quality of life. We are assessing the feasibility of implementing other programs designed to increase flexibility of choice within traditional career paths. We believe that innovative, flexible career paths will provide increased retention by complementing monetary incentives.

Continuum of Care. Navy's "continuum of care" is a network of services and caregivers that ensures Sailors, whether they are healthy or become wounded, ill, or injured, receive the highest quality care. We continuously evaluate and improve policies and programs associated with the continuum of care to be certain they are meeting their intended objectives. Our continuum of care spans all aspects of individual medical, physical, psychological, and family readiness. Navy Safe Harbor, Navy's Operational Stress Control Program, Deployment Health Assessments, the Warrior Transition Program, and the Returning Warrior Workshop are critical elements of this continuum.

Over the past year, Navy Safe Harbor has expanded its mission to non-medical support for all seriously wounded, ill, and injured Sailors and their families, increasing its capabilities with the establishment of a headquarters element to support Recovery Care Coordinators and Non-medical Care Managers covering 15 locations. With these changes, Safe Harbor's enrolled population has increased from 145 to 330. Safe Harbor is providing recovering Sailors a lifetime of individually tailored assistance designed to optimize the success of their recovery, rehabilitation, and reintegration activities.

Navy's Operational Stress Control (OSC) program provides a comprehensive approach designed to address the psychological health needs of Sailors and their families throughout a career. It is a program that is supported by Navy Medicine and promotes psychological health while reducing the stigma associated with requesting help. To date, Basic OSC Awareness Training has been provided to over 7,300 Sailors at various venues across the country. Formal

curriculum at key nodes of training throughout the career of a Sailor (from accession to flag officer) will be developed and delivered this fiscal year.

The Warrior Transition Program (WTP) was established in Kuwait and provides a place and time for individual augmentees (IA) to decompress and transition from a war zone to life back home. The WTP includes small group discussion facilitated by accredited professionals and focuses on combat and operational stress, gear return, and fleet and family support center briefings. Trained providers include two chaplains and two psychiatric registered nurses. Since January 2008, over 320 classes with over 7,100 returning IAs have taken place. Additional Mobile Care Teams are being developed to deploy to Iraq and Afghanistan to provide a means of reaching out to IAs during mid-tour.

The Returning Warrior Workshop (RWW) is a vital reintegration event that provides support for both active and reserve Sailors and their families. The RWW is designed to identify problems, encourage members to talk about their experiences, direct family members to resources, improve the mobilization/demobilization process, and honor the sacrifices of Sailors and their families. The RWW is an important first step in the demobilization and reintegration process for the Total Force and their families. Since January 2007, over 1,000 service members and 800 family members have attended one of 16 RWWs throughout the country. An additional 33 RWWs are scheduled through July 2010.

In addition to these programs we have been aggressively monitoring compliance with the new Deployment Health Assessment (DHA). DHA is a DoD-mandated instrument used to

screen Sailors prior to deployment and to identify health concerns after deployment with Post-Deployment Health Assessments (PDHA) and Re-assessments (PDHRA). We have enhanced policy oversight on DHA to include monthly reports to Navy leadership and a Navy-wide review of records to validate compliance is underway.

Retention through Targeted Investments

Given the change in retention and loss behavior, we are focused on stabilizing the force through a targeted investment approach—reducing or eliminating monetary incentives where they are not needed and continued investment in critical skills.

First-term nuclear operators are my number one retention priority. Currently, the Naval Nuclear Propulsion Program (NNPP) is 922 Sailors short of manning requirements across all zones, and is falling 20 percent short of required retention goals for first term reenlistments. Meeting retention goals continues to be challenging as nuclear trained enlisted are in high demand in civilian nuclear and conventional energy production, as well as other highly technical fields. We are addressing this challenge with an enhanced monetary incentive through a significant increase in the Selective Reenlistment Bonus (SRB) program, offered for a finite period. The intent is to elicit an immediate and significant increase in retention rates in skills that have shown an inelastic response to incremental increases in bonus rates. This "limited time offer" is our test of the elasticity of the demand. We will use the results to evaluate future retention initiatives.

The technical, leadership, and management expertise developed in the NNPP are highly valued in the civilian workforce. Consequently, nuclear officer retention remains a challenge. We have met our submarine officer retention goals only once in the past five years, and we expect to fall two percent short of our target in FY09. This decline has contributed to Navy's current shortage of officers with greater than nine years of commissioned service. The submarine force is currently 452 officers short of requirements to man critical billets Navy-wide. Additionally, the nuclear-trained surface warfare community continues to experience the lowest junior officer retention of any URL community. To positively influence retention, Navy aggressively uses monetary incentives authorized under the Nuclear Officer Bonus and Incentive Pay consolidated authority in title 37, U.S.C., Section 333.

END STRENGTH

Navy is currently transitioning from a posture of reducing end strength to one of "stabilizing the force." Since 2003, Navy active duty end strength declined from 382,235 to 332,228, at a rate of approximately 10,000 per year. While end strength declined, we have increased operational availability through the Fleet Response Plan, supported new missions for the joint force, and introduced the Maritime Strategy.

Navy continues to play a vital role in support of ongoing combat operations in Afghanistan (Operation Enduring Freedom (OEF)) and Iraq (Operation Iraqi Freedom (OIF)) across a wide range of mission areas, including detainee operations, training teams, provincial reconstruction teams, counter improvised explosive device (IED) missions, construction

(Seabee), explosive ordnance disposal (EOD), airfield support, public affairs, logistics, intelligence, and medical support. Today, approximately 14,100 Sailors are serving as IAs or are in the training pipeline to provide support as joint force enablers. We anticipate this demand to continue into the next fiscal year. Although Navy has traditionally sourced the IA requirement through baseline end strength, we can no longer sustain this approach without an adverse impact on readiness.

Beginning in FY10, Navy will start to reverse 2,383 previously planned military-to-civilian health profession billet conversions scheduled for FY10-FY12. The full 4,204 billet reversals and restorations will be completed by FY13.

To meet these demands, maintain required Fleet manning levels, and minimize stress on the force, the Secretary of the Navy authorized the force to over-execute end strength in FY08. Utilizing national emergency end strength waiver authority, Navy finished the year with an end strength level of 332,228, approximately one percent above our statutory end strength authorization of 329,098. We anticipate that we will finish this fiscal year within two percent above our authorized level of 326,323. As we move past this fiscal year, we expect Navy end strength to stabilize at approximately 329,000 personnel to support current Fleet manning as well as the joint force. We continue to assess our end strength posture to balance not only the number of personnel, but also the experience, skills, and seniority of the force against our projected requirements.

Navy Reserve end strength has declined by approximately 20,000 Sailors from 2003 through 2008 (88,156 RC Sailors in 2003 to 68,136 RC Sailors in 2008). The anticipated steady-state end strength is approximately 66,000 in FY13. During FY08, to provide for a stable RC inventory, we implemented several force shaping measures that included a reduction in prior service accessions, as well as proactive management of Transient Personnel Units (TPUs), overmanned designators, and Sailors reaching high-year tenure. These measures proved to be effective, as the Navy ended FY08 with 68,136 RC personnel (approximately 0.5 percent above our statutory end strength authorization of 67,800).

Stabilizing the Force

As previously discussed, we have experienced higher than expected retention and fewer losses across the enlisted force. For Sailors with 10 years of service, reenlistment rates are six percent higher than the previous two years. Among those Sailors with 10 to 14 years of service, we are experiencing a retention rate that is approximately three percent higher. Overall attrition, defined as Sailors who are discharged prior to the end of their contract, has declined approximately 24 percent from the previous year. Specifically, we have seen declines in misconduct related discharges by 26 percent, medical/physical discharges by 22 percent, and training-related discharges by 12 percent. The net effect is over-manning in some specialties in certain year groups. To maintain the force balance in terms of seniority, experience, and skills we will, or plan to, take the following actions:

- Reducing FY09 enlisted accessions by approximately 3,000
- Transitioning to newly-enacted consolidated special and incentive pay authorities

- Decreasing reenlistment bonus levels for 50 percent of skill sets eligible to receive them; of these decreases, nearly half were reduced to zero
- Incorporating "Perform-to-Serve," a reenlistment review process, for select overmanned ratings (6-14 years) that forces conversion to undermanned specialties or separation
- Providing voluntary early separation for enlisted members
- Establishing greater control of conditional short-term extensions
- Allowing one year time-in-grade retirement waivers for select senior enlisted in pay grades E-7 to E-9
- Instituting an annual performance-based continuation board for E7–E9 with over 20 years of service.

In our officer corps, we are experiencing similar behaviors. From 2005-2008 overall officer loss rates remained relatively stable (8.1 to 8.43 percent); the forecasted trend for FY09 shows a loss rate of less than eight percent. Higher than expected retention has resulted in 17 of 31 communities being over manned, with most imbalances occurring in the junior officer ranks. To properly shape our officer force, we are implementing several measures:

- Reviewing records of probationary officers (those with less than six years of commissioned service) who have failed their initial warfare pipeline training or whose records are flagged for legal, physical fitness, or security clearance issues, and separate those with limited potential for future service
- Restricting the number of officers in a retire-retain status (i.e., retaining a member past statutory retirement)

- Allowing only those officers with specialized skills to withdraw a previously approved retirement or resignation request
- Allowing one-year waivers of active duty minimum service requirement in targeted communities
- Allowing one year time-in-grade retirement waivers for select officers in pay grades O-5 and O-6.

A future component of our force stabilization efforts will be to provide opportunities for Sailors to seamlessly transition between active and reserve service throughout their careers. We are working to identify legislative, financial, management, and policy barriers impeding a quick and efficient transition between components to meet changing workforce demands. One of our key initiatives is implementing a process to transition Sailors between the active component and the reserve component within 72 hours. This continuum of service approach will ultimately enhance the effectiveness of the Navy Total Force.

CONCLUSION

Our mission is to attract, recruit, develop, assign, and retain a highly-skilled workforce for the Navy. We will seek to:

- Align the personal and professional goals of our workforce with the needs of the joint force, while ensuring the welfare of our Sailors and their families
- Deliver a high-performing, competency-based, and mission-focused force to meet the full spectrum of Joint operations

- Provide the right person with the right skills at the right time at the best value to the joint force.

Our vision of a seamless Navy Total Force will ensure we are positioned to take advantage of the opportunities of today and anticipate and respond to the challenges of tomorrow to deliver manned and ready ships, aircraft, and combat operations support to the joint commanders. On behalf of all the men and women in uniform who sacrifice daily and their families who faithfully support them, I want to extend my sincere appreciation for your unwavering support for our United States Navy. Thank you.

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THE HOUSE ARMED
SERVICES COMMITTEE

STATEMENT

OF

LIEUTENANT GENERAL RONALD S. COLEMAN

DEPUTY COMMANDANT FOR MANPOWER AND RESERVE AFFAIRS

UNITED STATES MARINE CORPS

BEFORE THE

MILITARY PERSONNEL SUBCOMMITTEE

OF THE

HOUSE ARMED SERVICES COMMITTEE

CONCERNING

RECRUITING, RETENTION & END STRENGTH

ON

MARCH 3, 2009

NOT FOR PUBLICATION
UNTIL RELEASED BY
THE HOUSE ARMED
SERVICES COMMITTEE

Lieutenant General Ronald S. Coleman
Deputy Commandant for Manpower and Reserve Affairs

Lieutenant General Ronald S. Coleman is the Deputy Commandant for Manpower and Reserve Affairs.

General Coleman joined the Navy in April 1968 and was discharged upon his return from Danang, Republic of Vietnam in June 1970. Upon graduation from Cheyney State University in 1973, he was commissioned a Second Lieutenant in December 1974. Following the Basic School in 1975, he reported to Camp Lejeune with 2d Marine Regiment and served as the Regimental Supply Officer, Platoon Commander, and S-4A.

In November 1977, he transferred to 3d Force Service Support Group, Okinawa, Japan, and deployed with Landing Support Unit Foxtrot.

In November 1978, he reported to Officer Candidate School and served as the S-4, Supply Officer, Candidate Platoon Commander and Director, Non-Commissioned Officer School. He attended Amphibious Warfare School during the 1981-82 academic year and was then transferred to HQMC Officer Assignment Branch, and served as a company grade monitor and Administrative Assistant to the Director, Personnel Management Division. In August 1985, Major Coleman was assigned as an Instructor at Amphibious Warfare School. In 1987, he attended the Marine Corps Command and Staff College.

In 1988, he returned to Okinawa and served as the Operations Officer, 3d Landing Support Battalion; Executive Officer, 3d Maintenance Battalion; and Commanding Officer, Combat Service Support Detachment 35, Contingency Marine Air Group Task Force 4-90.

In June 1991, he reported to HQMC and served as the Logistics Project Officer and Head, Maintenance Policy Section, Installations and Logistics Branch. He was promoted to Lieutenant Colonel in May 1992.

In June 1993, he assumed duty as Commanding Officer, 2d Maintenance Battalion, 2d Force Service Support Group and in December 1994, was reassigned as the Group Deputy Operations Officer. In August 1995, he reported to the Industrial College of the Armed Forces, National Defense University.

In 1996, he reported to the Pentagon in the Logistics Directorate J-4, as Deputy Division Chief, Logistic Readiness Center.

He was promoted to colonel in July 1997 and returned to Camp Lejeune in 1998 for duty with the 2d Marine Division as the Assistant Chief of Staff, G-4. In April 1999, he deployed to the Balkan Region and served as J-4, Joint Task Force Shining Hope. He assumed command of 2d Supply Battalion in July 1999. In June 2001 he reported to HQMC as the Assistant Deputy Commandant Installations and Logistics (Facilities) and was promoted to brigadier general in November 2002.

General Coleman reported to 2d Force Service Support Group in June of 2003 and deployed in support of Operation Iraqi Freedom as Commanding General Special Purpose MAGTF until November 2003. He deployed again from February 2004 until June 2004 as Commanding General, Combined Joint Task Force Haiti, in support of Operation Secure Democracy.

General Coleman was assigned as the Director, Personnel Management Division on 1 July 2005 and was frocked to Major General in May 2006.

On 29 September 2006, General Coleman was assigned to his current position and appointed to the rank of Lieutenant General.

Chairwoman Davis, Congressman Wilson, and distinguished Members of the Subcommittee, it is my privilege to appear before you today to provide an update on Marine Corps recruiting, retention, and end strength.

I. Introduction

We remain a Corps of Marines at war with over 22,000 Marines deployed in support of Operations IRAQI FREEDOM and ENDURING FREEDOM. The young men and women who fill our ranks today recognize the global, protracted, and lethal nature of the challenges facing our Nation, and their dedicated service and sacrifice rival that of any generation preceding them. The individual Marine is our Corps' most sacred resource.

Over the past several years, sustained deployments in Iraq, Afghanistan, and across the globe have kept many Marines in the operating forces deployed as much as they have been home. They have shouldered our Nation's burden and done so with amazing resiliency. Marines understand what is required of the Nation's elite warrior class — to stand up and be counted when the Nation needs them the most. For this, we owe them our unending gratitude.

Marines and their families know that their sacrifices are making a difference, that they are part of something much larger than themselves, and that their Nation stands behind them. Thanks to your continued support, your Marines will stay resolved to fight and defeat any foe today or in the future.

II. End Strength

Active Component End Strength. The Marine Corps grew by over 12,000 Marines in Fiscal Year 2008 and currently stands at approximately 200,600. We are on pace to reach an active duty end strength of 202,000 by the end of Fiscal Year 2009 – two years ahead of schedule. This historic growth can be attributed to three factors: quality recruiting, historic

retention levels, and reduced attrition. Based on building a robust Delayed Entry Pool Program, we expect that these trends will continue into Fiscal Year 2010 allowing us to sustain a 202,000 end strength. While the state of the Nation's economy is a concern for all of us, we expect that it will also positively impact both recruiting and retention this year.

We are currently ahead of Fiscal Year 2008 in first term enlistments and are on track with our career reenlistments; our recruiting standards remain high. Attrition levels are projected to remain at or below Fiscal Year 2008 rates. Sustaining the 202,000 end strength will enable your Corps to train to the full spectrum of military operations and improve the ability of the Marine Corps to address future challenges. This growth will also enable us to increase the dwell time of our Marines so that they are able to operate at a "sustained rate of fire." Our goal is to achieve a 1:2 deployment-to-dwell ratio for all of our active forces - for every seven months a Marine is deployed, he or she will be back at home station for at least fourteen months.

Funding. The Marine Corps greatly appreciates the increase in authorized end strength to 194,000 passed in the Fiscal Year 2009 National Defense Authorization Act. As you know, we are funding the end strength in excess of 194,000 through supplemental appropriations.

As you know, the vast majority of our personnel budget is spent on entitlements, including compensation. Compensation is a double-edged sword in that it is a principal factor for Marines both when they decide to reenlist and when they decide not to reenlist. Private sector competition will always seek to capitalize on the military training and education provided to our Marines. Marines are a highly desirable labor resource for private sector organizations. Competitive and flexible compensation authorities aid the Marine Corps in targeting specific areas and provide the capability to access, retain and separate as needed. Your support for our Enlistment Bonus and Selective Reenlistment Bonus programs has made a difference and will be

a key to sustaining our end strength and insuring the viability of the Total Force. We appreciate the continued support of Congress in the creation of flexible compensation authorities which allow the Marine Corps to shape your Corps for the 21st Century.

Reserve Component End Strength. Our Reserves have continued to make essential contributions to our Total Force efforts in The Long War, particularly in Iraq and Afghanistan. During the past fiscal year, as we accelerated our build to 202,000 Active Component Marines, we understood that we would take some risk with regard to obtaining our Reserve Component end strength of 39,600. As a result we came in under our authorized limit by 2,077. During the 202,000 build-up, we adjusted our accession plans and encouraged our experienced and combat tested Reserve Marines to transition back to active duty to support these efforts. And they responded in force: From 2007 to present, approximately 1,946 returned to active duty or are awaiting return.

As a Total Force Marine Corps, we rely heavily upon the essential augmentation and reinforcement provided by our Reserve Marines. We believe our authorized end strength of 39,600 is appropriate and provides us with the Marines we require to support the force and to achieve our goal of a 1:5 deployment-to-dwell ratio. With the achievement of a 202,000 Active Component force, we will refocus our recruiting and retention efforts toward our authorized Reserve Component end strength. The bonus and incentives provided by Congress and specifically the authorization to reimburse travel expenses to select members attending drill will be key tools in helping achieve this goal.

III. Recruiting

Our Recruiters continue to make their recruiting goals in all areas in support of our Total Force recruiting mission. This past year, we continued our efforts to "grow the force" and build an active component 21st century Marine Corps of 202,000. Our focus in Fiscal Year 2009 will be to continue to recruit quality men and women with the right character, commitment, and drive into our Corps.

To meet the challenges in today's recruiting environment, it is imperative that we maintain our high standards both for our recruiters and those who volunteer to serve in our Corps. The Corps must continue to be comprised of the best and brightest of America's youth. We must also remain mindful that the Marine Corps needs to reflect the face of the nation and be representative of those we serve. Our image of a smart, tough, elite warrior continues to resonate with young people seeking to become Marines.

The Marine Corps is unique in that all recruiting efforts (officer, enlisted, regular, reserve, and prior-service) fall under the direction of the Marine Corps Recruiting Command. Operationally, this provides us with tremendous flexibility and unity of command in order to annually meet our objectives. In Fiscal Year 2008, the Marine Corps achieved 100 percent of the enlisted (regular and reserve) ship mission (accessions). In terms of quality, Marine Corps Recruiting Command accessed over 95 percent Tier 1 high school diploma graduates and over 66 percent in the upper Mental Groups of I-IIIAs. In short, we accomplished our recruiting mission, achieved the Commandant's quality standards, and exceeded Department of Defense quality standards.

In Fiscal Year 2009, the Total Force accessions mission is 39,296 and, as of 1 February 2009, we have shipped (accessed) 12,718 applicants, representing over 103 percent of our Total Force mission fiscal year to date. Although recruiting is highly dynamic and fluid, we expect to

meet our annual recruiting mission this fiscal year, to include all quality goals. Additionally, we continue to exceed our contracting goals for this fiscal year which ensures we have a population of qualified individuals ready to ship to recruit training as we enter Fiscal Year 2010. Achieving this success, as always, is dependent on your support for our enlistment incentives. We thank you for this support both now and in the future.

Our Officer Selection Teams were also successful in Fiscal Year 2008, accessing 1,900 Second Lieutenants for 100 percent of their assigned mission. In Fiscal Year 2009, we are continuing efforts to attract Officer Candidates and commission Second Lieutenants commensurate with our end strength requirements. To assist our Officer Selection Officers in meeting their Officer Accession missions and attract prospective candidates we are continuing to leverage two programs that were introduced in 2007: The College Loan Repayment Program which provides up to $30,000 of undergraduate student loans for graduating college seniors upon commission as a Second Lieutenant and the Officer Accessions Incentive which provides $4,000 to college graduates (Officer Candidate Course and Enlisted Commissioning Program) upon commission as a Second Lieutenant.

For the Reserve Component, the Marine Corps achieved its Fiscal Year 2008 reserve enlisted recruiting goals with the accession of 4,235 non-prior service Marines and 4,501 Prior Service Marines. As of 1 February 2009, we have accessed 1,756 non-prior service and 1,227 enlisted prior service Marines, which reflects 48 percent of our annual enlisted mission. Again, we expect to meet our reserve recruiting goals this year. Officer recruiting for our Selected Marine Corps Reserve units is traditionally our greatest challenge. To date, the Officer Candidate Course – Reserve has proven to be the most successful of our reserve officer recruiting programs, specifically focusing on ground-related billets tied to the Force Generation

Model. Under this program, individuals attend Officer Candidates School, The Basic School, a Military Occupational Specialty school, and return to a reserve unit to serve. We commissioned 56 Second Lieutenants in the Reserve in fiscal Year 2008, and anticipate commissioning between 50 and 75 more this fiscal year.

IV. Retention

Retention complements recruiting as one of the vital elements of building and sustaining the Marine Corps. For enlisted retention, we seek to retain the best and brightest Marines in both our First Term and Career Force to provide the proven technical skills, experience, and Non-Commissioned Officer and Staff Noncommissioned Officer leadership needed to meet our demanding mission. In Fiscal Year 2008, the Marine Corps reenlisted 16,696 Marines including an unprecedented 8,243 First Term Marines. This achievement represented the highest retention rate, almost 36 percent, among the eligible First Term population compared to 31 percent in Fiscal Year 2007 and 22 percent in Fiscal Year 2006. Similarly, the Marine Corps achieved a remarkable 77 percent retention rate among the eligible career force compared with 70 percent in Fiscal Year 2007 and 65 percent in Fiscal Year 2006. This achievement contributed to exceeding the annual milestone in our end strength increase plan while maintaining all quality standards.

For Fiscal Year 2009, retention achievement remains exceptionally strong. As of 17 February 2009, we have achieved 7,057 First Term Alignment Plan reenlistments, over 96 percent of the 7,334 goal. Equally impressive, we have achieved 6,992 Subsequent Term Alignment Plan reenlistments, over 93 percent of the 7,464 goal. Altogether, we have achieved 14,049 total reenlistments, or nearly 95 percent of the combined goals. Our continuing retention success remains largely attributable to two important, enduring themes: First, Marines are truly

motivated to "stay Marine" because they are doing what they signed up to do — fighting for and protecting our Nation. Second, they understand our service culture is one that rewards proven performance and takes care of its own.

In regard to the Reserves, officer retention is above historical norms. However, enlisted retention remains below historical norms in part due to the priority of building an Active Component end strength of 202,000. For Fiscal Year 2009, we foresee continued higher retention in the Active Component which will impact the number of Marines transitioning into the Reserves, but we are no longer making a concerted effort to draw personnel from the Reserves to increase our active forces. We are refocusing our efforts on increasing Reserve end strength and are reviewing the best ways to accomplish this. In this regard, we appreciate the reenlistment incentives provided in the Fiscal Year 2009 National Defense Authorization Act.

V. Conclusion

As we continue to fight the Long War, the Marine Corps will be required to meet many commitments, both at home and abroad. While we have, to date, made impressive strides toward our Fiscal Year recruiting, retention, and end strength goals, we must remember that this is a Total Force effort; it is individual Marines who are our most precious asset – and we must continue to attract and retain the best and brightest into our ranks.

Marines are proud of what they do. They are proud of the "Eagle, Globe, and Anchor" and what it represents to our country. With your support, a vibrant Marine Corps will continue to meet our Nation's call.

Thank you for the opportunity to present this testimony.

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO THE SUBCOMMITTEE ON MILITARY PERSONNEL

COMMITTEE ON ARMED SERVICES

UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: AIR FORCE RECRUITING, RETENTION AND END STRENGTH

STATEMENT OF: LIEUTENANT GENERAL RICHARD Y. NEWTON, III
DEPUTY CHIEF OF STAFF, MANPOWER AND PERSONNEL
UNITED STATES AIR FORCE

MARCH 3, 2009

NOT FOR PUBLICATION UNTIL RELEASED
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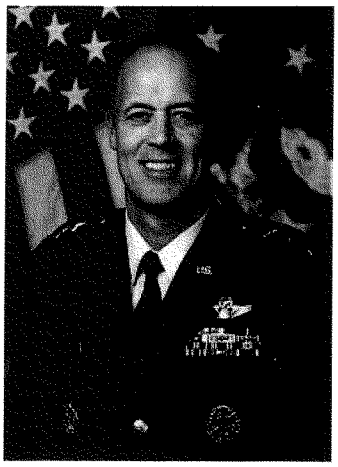
UNITED STATES HOUSE OF REPRESENTATIVES

BIOGRAPHY

UNITED STATES AIR FORCE

LIEUTENANT GENERAL RICHARD Y. NEWTON III



Lt. Gen. Dick Newton is the Deputy Chief of Staff for Manpower and Personnel, Headquarters U.S. Air Force, Washington, D.C. General Newton serves as the senior Air Force officer responsible for comprehensive plans and policies covering all life cycles of military and civilian personnel management, which includes military and civilian end strength management, education and training, compensation, resource allocation, and the worldwide USAF services program.

Born at Forbes Air Force Base, Kan., General Newton hails from an Air Force family and graduated from the U.S. Air Force Academy in 1978. His command assignments include the first B-2 squadron, a B-1B operations group and a B-52 wing. He served at Headquarters U.S. Air Force as a planner and then executive officer for the Deputy Chief of Staff for Plans and Operations, and later as Deputy Director for Strategic Plans and Future Systems for the Deputy Chief of Staff for Personnel. His joint assignments include serving as the executive assistant to the Director, Strategic Plans and Policy (J5), with later assignment as Deputy Director for Information Operations, and Deputy Director for Global Operations in the Operations Directorate (J3) on the Joint Staff, followed by duty as the Director, Plans and Policy (J5), U.S. Strategic Command. Most recently he served as the Assistant Deputy Chief of Staff for Operations, Plans and Requirements, Headquarters U.S. Air Force.

General Newton is a command pilot with over 2,900 flying hours in a variety of aircraft, including the B-2, B-1B, B-52 and T-38.

EDUCATION

1978 Bachelor of Science degree in history, U.S. Air Force Academy, Colorado Springs, Colo.
1983 Master of Arts degree in management, Webster University, St. Louis, Mo.
1991 Air Command and Staff College, Maxwell AFB, Ala.
1996 Master of Science degree in national security strategy, National War College, Washington, D.C.
2000 National Security Management Course, The Maxwell School, Syracuse University, N.Y.
2004 National Security Leaders Course, The Maxwell School, Syracuse University, N.Y.
2005 Executive Program for Russian and U.S. General Officers, John F. Kennedy School of Government, Harvard University, Cambridge, Mass.

2006 Joint Flag Officer Warfighting Course, Maxwell AFB, Ala.
2008 Leadership at the Peak, Center for Creative Leadership, Colorado Springs, Colo.
2008 Pinnacle, Joint, Coalition and Interagency Studies, National Defense University, Fort Lesley J. McNair, Washington, D.C.

ASSIGNMENTS

1. July 1978 - November 1979, student, undergraduate pilot training, Laughlin AFB, Texas
2. November 1979 - September 1983, T-38 instructor pilot and assistant wing executive officer, 47th Flying Training Wing, Laughlin AFB, Texas
3. September 1983 - October 1984, Air Staff training assignment, Washington, D.C.
4. October 1984 - December 1987, B-52G aircraft commander, instructor pilot and flight examiner, 379th Bomb Wing, Wurtsmith AFB, Mich.
5. December 1987 - May 1989, planner, Strategic Offensive Forces Division, Headquarters U.S. Air Force, Washington, D.C.
6. May 1989 - July 1990, assistant executive officer, Deputy Chief of Staff for Plans and Operations, Headquarters U.S. Air Force, Washington, D.C.
7. July 1990 - June 1991, student, Air Command and Staff College, Maxwell AFB, Ala.
8. June 1991 - August 1993, B-1B aircraft commander, instructor pilot, flight commander and squadron operations officer, 28th Bomb Wing, Ellsworth AFB, S.D.
9. August 1993 - August 1995, Commander, 393rd Bomb Squadron, Whiteman AFB, Mo.
10. August 1995 - June 1996, student, National War College, Washington, D.C.
11. June 1996 - July 1997, Chief, Initiatives Branch, Deputy Director for International Negotiations, Strategic Plans and Policy, the Joint Staff, Washington, D.C.
12. July 1997 - July 1998, Chief, Long Range Policy Planning cell, then executive assistant to the Director, Strategic Plans and Policy, the Joint Staff, Washington, D.C.
13. July 1998 - January 2000, Commander, 28th Operations Group, Ellsworth AFB, S.D.
14. February 2000 - December 2001, Commander, 5th Bomb Wing, Minot AFB, N.D.
15. December 2001 - August 2002, Deputy Director, Developing Aerospace Leaders Support Office, Deputy Chief of Staff for Personnel, Headquarters U.S. Air Force, Washington, D.C.
16. August 2002 - August 2003, Deputy Director, Strategic Plans and Future Systems, Deputy Chief of Staff for Personnel, Headquarters U.S. Air Force, Washington, D.C.
17. August 2003 - April 2004, Deputy Director for Information Operations, Operations Directorate, the Joint Staff, Washington, D.C.
18. April 2004 - July 2005, Deputy Director for Global Operations, Operations Directorate, the Joint Staff, Washington, D.C.
19. July 2005 - July 2006, Director, Plans and Policy (J5), U.S. Strategic Command, Offutt AFB, Neb.
20. July 2006 - January 2008, Assistant Deputy Chief of Staff for Operations, Plans and Requirements (A3/5), Headquarters U.S. Air Force, Washington, D.C.
21. January 2008 - present, Deputy Chief of Staff for Manpower and Personnel (A1), Headquarters U.S. Air Force, Washington, D.C.

FLIGHT INFORMATION

Rating: Command pilot
Flight hours: More than 2,900
Aircraft flown: B-2, B-1B, B-52G and T-38

MAJOR AWARDS AND DECORATIONS

Defense Superior Service Medal with two oak leaf clusters
Legion of Merit
Meritorious Service Medal with silver oak leaf cluster
Air Force Outstanding Unit Award with "V" device and three oak leaf clusters
Combat Readiness Medal

EFFECTIVE DATES OF PROMOTION

LIEUTENANT GENERAL RICHARD Y. NEWTON III

Second Lieutenant May 31, 1978
First Lieutenant June 1, 1980
Captain June 1, 1982
Major March 1, 1988
Lieutenant Colonel March 1, 1992
Colonel Oct. 1, 1996
Brigadier General Aug. 1, 2003
Major General May 26, 2006
Lieutenant General Jan. 7, 2008

(Current as of January 2009)

Introduction

Madam Chairwoman, members of the committee, thank you for this opportunity to discuss the Airmen who serve in the world's most respected Air Force. Our Airmen have been continuously deployed and globally engaged in combat missions for over eighteen straight years—since the first F-15 touched down in Saudi Arabia in August 1990. Today, Airmen are fully engaged in joint operations across the globe and stand prepared for rapid response to asymmetric as well as conventional conflicts.

While we remain committed to winning today's fight, and preparing for tomorrow's challenges, we've further refined our priorities. We are focusing on reinvigorating the Air Force nuclear enterprise; partnering with the joint and coalition team to win today's fight; developing and caring for Airmen and their families; modernizing our Air and Space inventories, organizations, and training; and, recapturing acquisition excellence. These priorities will shape the strategic landscape that currently foreshadows significant challenges to our organization, systems, concepts, and doctrine. We are at an historic turning point demanding an equally comprehensive evolution. The future strategic environment will be shaped by the interaction of globalization, economic disparities and competition for resources; diffusion of technology and information networks whose very nature allows unprecedented ability to harm, and potentially, paralyze advanced nations; and systemic upheavals impacting state and non-state actors, and thereby, international institutions and the world order.

Due to increased operations, maintenance, and personnel costs, we financed a massive and critical recapitalization and modernization effort for our aging air and space force from within the existing Air Force budget. Fiscal pressures forced difficult choices to ensure that the

Air Force would maintain the right balance across our personnel, infrastructure, readiness and investment portfolios.

The Air Force undertook significant personnel reductions to generate billions of dollars to reprogram towards recapitalizing and modernizing essential air, space, and cyber systems, congruent with our priorities. The impact on our warfighting Airmen has been significant. We were compelled to make some very tough decisions with respect to our people. Fewer platforms that require fewer operators and maintainers were part of the equation. We are continuing to take a hard look at all our processes and streamlining our organizations. However, we want to ensure that we continue to attract, recruit and retain high caliber men and women who are the cornerstone of our Air Force, and that we properly shape the force to fulfill our priorities.

End Strength

As of the FY09 President's Budget, current approved active duty (AD) end strength is 316,600 effective FY09 through FY13. Summer 2008, Secretary Gates announced a halt of active military drawdown at 330,000. As of 31 January 2009, active duty actual end strength is 329,651 (64,524 officers, 260,697 enlisted and 4,430 cadets).

We are working to include a Total Force end strength of 683,446 (331,700 AD) effective FY10 and growing to 688,542 (332,700 AD) by FY12-15 to support Defense Health Program and new/emerging & ongoing Air Force missions. New/emerging & ongoing missions include Intelligence, Surveillance & Reconnaissance (Reaper, Distributed Common Ground Systems, and MC-12); B-52/Nuclear Enterprise (Air Force Global Strike Command, new Assistant Chief of Staff Strategic Deterrence & Nuclear Integration, and Barksdale Weapon Storage Area); Cyber NAF; SOCOM; Aircraft Maintenance; and OSD/Joint.

In the short term to properly shape the force for these new and emerging missions, we are finding innovative ways of re-vectoring already trained personnel and training new accessions.

One example is unmanned orbits. Currently, 97% of the 34 unmanned Combat Air Patrols (CAPs) are flown from personnel at Creech remotely flying the Predator and Reaper aircraft. That mission will rapidly grow until we reach 50 CAPs. A vital component to continued success in the Intelligence, Surveillance and Reconnaissance (ISR) arena is to provide a steady flow of trained personnel into the Unmanned Aerial System (UAS) mission. The rapid growth in ISR has temporarily strained our ability to produce and train sufficient numbers of UAS personnel which led to the current 'stop movement' policy. This policy will continue to remain in place until we meet the 50 CAP requirement with exceptions being made on a case-by-case basis.

We have taken several paths to meet this growing UAS requirement for the long term. First, the AF is standing up a new training schoolhouse at Holloman AFB this year to produce more UAS crews. Although the stand up will initially draw manning from Creech, it will increase our ability to train more personnel. Second, the CSAF announced two new initiatives to increase trained operators into the program. One initiative is to redirect 100 newly-minted pilots per year from Specialized Undergraduate Pilot Training (SUPT) directly into the UAS career field for one tour. Previously, we filled all UAS training with pilots who have flown other manned aircraft after graduation from SUPT. Another initiative is the UAS Beta test program to train officers with no previous manned flying experience to control Predators and Reapers. 10 officers are currently in the Beta test program and 10 more will enter training this summer and potentially be part of a new UAS-specific career field.

These programs will allow us to lift the 'stop movement' policy at Creech in the near future. Until then, operators currently at Creech will be required to extend their tours to maintain the level of experience required for this vital mission.

Recruiting

To continue engaging current and emerging global threats, our recruiting mission goes beyond finding the right numbers. It also includes ensuring the right quality and right skills are present in potential candidates so they can effectively perform and support the Air Force's diverse missions. One key component of our recruiting effort is a renewed commitment to diversity. We must focus on attracting and recruiting from all backgrounds so we capitalize on the talent available in America's youth to represent the changing demographic landscape. We are working on a game-plan with our recruiting and accession sources to tap into our diverse eligible population. Today, only 27% of the American youth population between the ages of 17 and 24 are qualified for military service (Woods & Pooles, 2006). However, we will continue to apply rigorous selection criteria to those approaching the Air Force in order to effectively match future Airmen skills and attributes with our essential combat requirements.

Our recruiting force continues to achieve the enlisted active-duty accession mission with integrity and excellence. Since 2000, the Air Force has enlisted 288,583 Airmen against a goal of 285,059 for 101% mission accomplishment. For Fiscal Year 2009, the enlisted active-duty requirement is 31,980, and 11,827 new Airmen have accessed. There are 9,334 more signed and waiting to enter Basic Military Training, for a current total of 66% of the annual enlisted active duty accessions goal. To date in FY09 we have achieved 100% of our accession goals.

The Air Force Recruiting Service has also had 100% success at filling every requirement for physically demanding and highly skilled "hard-to-fill" jobs since 2001. With Congressional assistance and our recruiter's hard work, we continue to meet all requirements for Combat Controller, Para-rescue, Tactical Air Control Party, Explosive Ordinance Disposal, Security Forces, Linguist, and Survival, Evasion, Resistance, and Escape instructor. Recruits who choose

to enter these career fields are offered an Initial Enlistment Bonus ranging from $2000 to $13,000, depending on the job and term of enlistment. These are the only fields offering enlistment bonuses for Fiscal Year 2009.

We have achieved mission goals in our active-duty line officer accession programs, but we continue to struggle with health professions officer programs. In Fiscal Year 2008, the line officer active-duty requirement was 3,276, and we produced 100% of our line specialties: Pilot, Combat Systems Officer, Air Battle Manager, and Technical/Non-technical. For Fiscal Year 2009, the line officer active-duty requirement is 3,459 and 985 new officers have already assessed, so we are on track for 100%.

For Fiscal Year 2008 health professions, we recruited 42 doctors (18.4% of requirement), 28 dentists (37.8%), 226 nurses (69.5%), 128 biomedical scientists (39.9%), and 36 medical administrators (102.9%). For Fiscal Year 2009, we have currently recruited 15 doctors (12.7% of requirement), 14 dentists (66.7%), 136 nurses (49.5%), 65 biomedical scientists (19%), and 35 medical administrators (100%). Considerable challenges exist for attracting candidates from this lucrative civilian market. Therefore, we've implemented a long-term "grow our own" strategy by offering more medical school scholarships in student-based markets. In Fiscal Year 2008, we filled 431 of 437 available scholarships (98.6%). For Fiscal Year 2009, we have 449 available scholarships and 203 are already committed (45.2%). Since spring medical school acceptance letters have yet to be released from most institutions, we are on goal for this year.

Retention

We are on track toward meeting our priorities by continuing to invest in retaining the high caliber men and women we recruited, trained and developed. While the FY08 overall Active Duty enlisted retention rates finished below annual goals, the Active Duty officer corps

met or exceeded all other aggregate retention goals. This positive trend has continued into FY09; as of the end of the 1st quarter, FY09 (December 2008) we were meeting or exceeding goals. Although, the first quarter of FY09 shows overall active duty retention is trending slightly upward, some of our critical/stressed specialties continue to experience significant shortfalls and we continue to rely heavily on bonuses and quality of life initiatives to resolve these shortages.

While retention is strong within our officer corps, a few pockets of concern exist among the Medical Corp, Control & Recovery, and Contracting. An additional $65M in medical bonuses targeted to General Surgeons and Biomedical Specialists and a new Control & Recovery Critical Skills Retention Bonus (CSRB) was approved to address FY09 challenges. Also, a Critical Skills Retention Bonus package is currently awaiting approval for contracting officers.

The Air Force's ability to retain experienced healthcare personnel past their initial commitment has declined—compounding our recruiting challenges. The retention at the 10-year point is ~ 27% for physicians, ~40% for dentists, ~31% for nurses, ~33% for biomedical sciences officers and ~64% for administrators. The Air Force continues to develop both accession and retention incentives to ensure the right mix of health professionals.

Despite finishing below FY08 goals in September 2008, FY08 marked a turning point for enlisted retention which has since trended upward in all three zones. We are however, still slightly below goal in Zones A (17 months through 6 Years of Service) and C (10 Years of Service through 14 Years of Service). Even with this success at the aggregate level, some individual enlisted specialties in the active Air Force did not achieve their overall retention goal, including: Aerial Gunner, Mid East Crypto Linguist, Imagery Analysis, Operations Management, and Contracting. Our most critical warfighting skills require a special focus on retention to maintain combat capability due to critical manning and the demands of increased operations

tempo placed on career fields including Pararescue, Combat Control, Tactical Air Control Party, and Explosive Ordnance Disposal. Budget support for retention programs is critical to effectively manage the force and preserve needed warfighting capability. These programs are judiciously and effectively targeted to provide the most return-on-investment in both dollars and capability.

The Selective Reenlistment Bonus (SRB) continues to be our most effective monetary retention tool. We appreciate continued Congressional support for our efforts. Selective Reenlistment Bonus funding budgeted for FY09 is sufficient to address current retention concerns and address grade/skill imbalances. AF is now well-positioned (considering the $88.8M plus up in the Selective Reenlistment Bonus budget) to meet FY09 retention goals and ensure we retain the right Airmen, with the right skills, at the right time in order to meet our expeditionary requirements.

Our Airmen are committed to serving, including those experiencing high deployment rates. Combatant Commander (COCOM) requirements and the GWOT levy a high demand for pilots, navigators, intelligence, control and recovery, contracting, civil engineers, and security forces officers as well as enlisted Airmen in aircrew, special operations, intelligence, vehicle operators, civil engineering, and security forces. Despite an increased operations tempo and deployment rate, with continued emphasis, the Air Force continues to achieve acceptable retention levels across the officer and enlisted force.

Finally, we understand that support to families is vital to Air Force retention. Working together with their spouses and families, Airmen make a decision to stay in the Air Force based on many factors, one of which is the quality of service they and their families receive. We have found that caring for families has a direct impact on mission readiness from available and

affordable child care to dependent education support to spouse employment assistance. When families are taken care of, Airmen are free from distractions and are better able to focus on the mission at hand. We are committed to ensure our Airmen can rest easy, knowing the Air Force family is taking care of their family.

Conclusion

Today's Airmen are doing amazing things to meet the needs of the joint warfighter, execute the Air Force mission and keep the Air Force on a vector for success against potential future threats in an uncertain world. We are ready and engaged today, but we must continue to invest to ensure tomorrow's air, space, and cyberspace dominance. Our aim is to improve capability while maintaining the greatest combat-ready Air Force in the world. We will accomplish this through dedication to my five focus areas: Manage end strength efficiently to maximize capability; Recruit and retain the highest quality and diverse Airmen; Maximize Continuum of Learning throughout the Airman life cycle; Continue focus on Quality of Life programs for Airmen and their families; and maximize efficiencies of business processes through evolving IT solutions.

The Air Force provides unique options to our nation's Joint Force commanders. The Air Force must safeguard our ability to: see anything on the face of the earth; range it; observe or hold it at risk; supply, rescue, support or destroy it; assess the effects; and exercise global command and control of all these activities. Our Airmen make this happen. Rising to the 21st Century challenge is not a choice--it is our responsibility!

We appreciate your unfailing support to the men and women of our Air Force, and I look forward to your questions.

STATEMENT BY

LIEUTENANT GENERAL CLYDE A. VAUGHN

DIRECTOR, ARMY NATIONAL GUARD

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON PERSONNEL

FIRST SESSION, 111TH CONGRESS

ON

RECRUITING, RETENTION AND END STRENGTH OVERVIEW

MARCH 3, 2009

NOT FOR PUBLIC DISSEMINATION

UNTIL RELEASED BY

THE HOUSE COMMITTEE ON ARMED SERVICES

STATEMENT BY LIEUTENANT GENERAL CLYDE A. VAUGHN

DIRECTOR OF THE ARMY NATIONAL GUARD

Opening Remarks

Chairwoman Davis, Ranking Member Wilson, distinguished members of the subcommittee; we appreciate the opportunity to appear before you today to discuss recruiting, retention and personnel strength of the Army National Guard on behalf of more than 366,500 Citizen Soldiers and their Families. I am pleased to report to you that both recruiting and retention in the Army National Guard are very strong. We've achieved great success through our innovative approach to recruiting and by giving the States and Territories the proper tools to meet Federal and State missions. I applaud the leadership of the Congress, governors, adjutants general, and our communities for their tremendous efforts and achievements. The Army National Guard is our nation's largest community-based defense force. We can all be extremely proud of the overwhelming response of our patriotic communities and grateful for Congressional support to our Citizen Soldiers. Congress authorized the Army National Guard end strength of 352,600 Soldiers. Because of our Strength Maintenance approach, we leveraged the successes of our recruiting programs anticipating approval of continued growth and are proud to report that as of February 2009, the Army National Guard is 366,500 Soldiers strong. Now more than ever, America needs a robust National Guard to protect the lives, property, and interest of the American people both at home and abroad.

Since we are currently above our authorized end strength and we don't have the resources to keep our strength at this level, we are taking measures to scale back our strength within our legal limit by the end of fiscal year 2009. Some of these measures include significant reduction to the enlistment and reenlistment bonuses that we were offering to the Soldiers.

One area I'm proud to report on is the increased enlistment quality marks of our Citizen-Soldiers. Today, we are exceeding all Office of Secretary of Defense (OSD) quality marks for the first time in more than a decade. Currently we are at 92% high school diploma holders, over 65% in the highest Test Skill Category (I-IIIA) and only 1% is in the lowest Test Skill Category (IV).

Contrast that to July 2005 where the Army National Guard had assigned strength of about 330,000 Soldiers -- significantly short of our war time requirement. With ever increasing demands for more troops we faced a critical shortage of 20,000 Soldiers below the end strength Congress authorized of 350,000. With over 37,000 Soldiers in a non-deployable status we considered ourselves to be a "hollow" --not sufficiently ready--force.

With the support of Congress we have introduced a number of innovative recruiting and training programs such as Recruit Sustainment Program (RSP) and Guard Recruiting Assistance Program (G-RAP). As a result, in February 2009, we have over 366,500 Soldiers on our rolls. Not only have we increased our strength, but we shifted from a "hollow" force to a robust and more ready force.

Army National Guard Strength for Full-Time Manning

The Army National Guard is particularly grateful for the bold action taken last year by this committee to accelerate the growth in the authorized Army National Guard strength for full-time manning. We are largely a force of part-time Citizen Soldiers and our full-time support personnel are a significant contributor to our unit readiness. Having more full-time support in our units reduces the stress on our operational force and you can be assured that every National Guardsman is grateful to this subcommittee for this extraordinary support last year.

GED Plus

The Army National Guard General Equivalency Diploma (GED) Plus program allows Non-High School Graduates who achieve an Armed Forces Qualification Test (AFQT) score of 31 or higher to enlist in the Army National Guard with the stipulation that they must obtain their GED prior to Initial Entry Training (IET). The course prepares the new Soldiers to pass the standardized GED test, which is administered at the end of the course. Our GED Plus pass rate was over 96% for fiscal year 2008 and currently is at 95% year to date for fiscal year 2009.

The GED Plus program has a resident school located at the National Guard Professional Education Center (PEC), on Camp Robinson, in North Little Rock, Arkansas, where we recently broke ground on a new training complex, which will accommodate approximately 7,500 students per year. Students experience both a military basic training and a structured academic environment.

Our GED Plus graduates also do very well in basic training as we emphasize physical and mental fitness throughout the program.

According to the GED Testing Program Statistical Report, 1.23 million students fail to graduate from high school each year and approximately 39 million adults in the United States (18 percent of the U.S. population) have not earned a high school diploma. The GED has the potential to qualify thousands of new recruits for enlistment in the Army National Guard. Our goal is a 95% GED pass rate and 97% Military Occupational Skill Qualification rate. Three significant initiatives are enabling that goal: the ability to obtain GED exam results within 24 to 48 hours, the implementation of a GED recycle program (giving students a second or third chance if they show the motivation and promise), and the ability to direct ship Warriors to basic training.

Recruit Sustainment Program (RSP)

The mission of the Army National Guard Recruit Sustainment Program is to ensure every Soldier departs for basic training physically fit, mentally prepared, and administratively correct. This preparation process begins upon enlistment into the ARNG with the integrated efforts of the Recruiting Force and Recruiting Sustainment Program Cadre with initial emphasis on indoctrination, expectation management, and pre-basic quality assurance. Army National Guard Soldiers are accessed through the initial Military Entrance Processing Station (MEPS) and are on active, paid drilling status while awaiting their Initial Active Duty Training ship date. They drill with their State's RSP until they depart for Basic Combat Training, then join their actual unit of assignment when they

are Military Occupational Specialty (MOS) qualified. Since instituting the RSP, the Army National Guard has experienced almost three years of consecutive at-training loss improvement.

Guard Recruiting Assistance Program (G-RAP)

The Army National Guard launched the Guard Recruiting Assistance Program (G-RAP) to achieve its accession mission, increase the number of Military Occupational Skill (MOS) qualified Soldiers and achieve Congressionally mandated end strength objectives. The Guard Recruiting Assistance Program (G-RAP) is our adaptation of civilian contract recruiting. This program capitalizes on our community based traditional Soldiers by incentivizing them to recruit their friends and contacts into Army National Guard units. By contract, these Recruiting Assistants are partially paid when a new recruit is accessed and then fully paid when the new Soldier ships to Basic Combat Training.

This program has delivered stunningly successful results for our recruiting efforts. Since its inception, this innovative program has realized over 86,900 enlistments and over 142,721 Recruiting Assistants working in partnership with the Recruiting Retention Force. Through this accession program vehicle the Army National Guard has transformed the way we conduct recruiting operations and have honed our ability to return to community based recruiting with a grassroots approach that has demonstrated the ability to immediately impact the overall personnel readiness indicators within our formations.

Active First

Active First is a pilot program designed to synchronize a Soldier's first enlistment between service in the active component and service in the Army National Guard. The total active first commitment is 8 years: three years active Army plus Variable Enlistment Length due to training requirements and about five years in the Selected Reserve (SELRES). The program applies to recruits with no prior military service who are placed in select military occupational specialties. The program launched on October 1, 2007 and has exceeded our expectations and shipped 1,611 Soldiers to training in fiscal year 2008. The fiscal year 2009 goal is 5,000. Currently 1,194 are scheduled to ship to training in fiscal year 2009 and will be accessed at the Reception Battalion upon arrival. This program is definitely worth future investment for the Army National Guard and Active Component.

Advertising Campaign

The National Guard's current advertising campaign, *Citizen-Soldier*, is a dynamic, multimedia effort to support Guard recruiting and retention by highlighting the diverse missions and opportunities in which our members are able to participate. Every effort is made to balance messaging about benefits with realistic portrayals of what it means to serve one's community and the nation. In fiscal year 2008, this campaign generated nearly 475,000 leads from interested individuals and resulted in more than 77,000 appointments made with National Guard recruiters.

Through February 2009, and for the current fiscal year, 221,000 leads have been received and 42,000 appointments with recruiters made. It is important to note that Army National Guard advertising programs are also designed to support current member retention and boost morale.

Family Programs

Some of our Family programs include the Family Assistance Centers, the Yellow Ribbon Reintegration Program, the Freedom Salute Program, the Strong Bonds Program, and Suicide Prevention. The Army National Guard within each state, territory, and the District of Columbia coordinates Family assistance for all military dependents within each respective location under the guidance of a State Family Program Director. The Army National Guard operates 325 Family Assistance Centers across all 54 States and Territories. The Family Assistance Centers are strategically placed in each State and Territory to overcome the geographic dispersion of both Active Army and Reserve Component Families.

The Army 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-alert, alert/pre-deployment, deployment, post-deployment, and reconstitution (reintegration). The Yellow Ribbon program is designed to benefit service members from all reserve components.

The Yellow Ribbon Reintegration program is designed to be a flexible Soldier and Family support system to meet the Soldier and Family readiness needs of geographically dispersed Families. In fiscal year 2009 to date the

Yellow Ribbon program has supported 15,929 Soldiers and 25,254 Family members at Yellow Ribbon Events. In fiscal year 2008 the Yellow Ribbon program supported over 50,000 Soldiers and over 120,000 Family members. The Army National Guard continues to expand and improve the program.

The Freedom Salute Campaign is one of the largest Army National Guard recognition endeavors in history, designed to publicly acknowledge Army National Guard Soldiers and those who supported them during the President's call to duty for Operations Noble Eagle, Enduring Freedom, and Iraqi Freedom. Each Soldier is presented an American flag in a wood display case, a Defender of Freedom certificate, a Defender of Freedom Medallion, and commemorative coins. This program has recognized over 100,000 deserving Soldiers, Family members, friends, employers, centers of influence, and other important persons. The Army National Guard leadership considers the Freedom Salute Campaign first and foremost to be a Retention Program.

The Strong Bonds Program is a unit-based, Chaplain-led process that helps Soldiers and their Families build strong relationships. This includes marital programs for married Soldiers and premarital programs for single Soldiers. Fiscal year 2008 funding provided for nearly 300 Strong Bonds events throughout the 54 States and Territories for nearly 15,000 Soldiers and their spouses.

The Army National Guard joins the rest of the nation in our sadness and shock about the alarming rate of suicides among our nation's Soldiers. The Army National Guard will join the Army in conducting a Suicide Prevention Stand

Down and a Suicide Prevention Chain Teaching in 2009. In conjunction with the National Suicide Prevention Week in September 2009, the National Guard will observe a Suicide Prevention Month. This ensures all units that drill outside the week of the national observance are able to participate. The Army National Guard is appointing and training Suicide Prevention Program Managers (SPPMs) at every state and Suicide Intervention Officers (SIOs) at every company nationwide. The Army National Guard will conduct a comprehensive and professional suicide prevention training program for Suicide Prevention Program Managers and support personnel later this month (March 2009). This is the third training in 12 months with 100 percent of our personnel scheduled to attend. Each State and Territory has hired or is in the process of hiring a Director of Psychological Health (DPH) who will provide case management and resourcing support for Soldiers in crisis.

The Personnel Blast Contaminant Tracker

The Personnel Blast Contaminant Tracker is a sub-module of the Line of Duty (LOD) module within the Medical Operational Data System (MODS). The LOD module is a personnel and medical application used by the 54 States and Territories. This sub-module serves as a personnel recording system for all service members (regardless of branch or component) that were involved in blast incidents and other significant events of interest, even in absence of immediate physical symptoms. This program once finally approved and implemented would include a record of those who were near a blast but do not appear to be injured, but might suffer at a future time with a post-traumatic injuries.

Mild traumatic brain injury (TBI) may affect from 10 to 20 percent of Soldiers redeploying from combat in Iraq and Afghanistan. More than 90 percent of Soldiers with TBI recover quickly. Many Soldiers experience temporary symptoms of more severe problems and may not know why they have them. Often after a head injury Soldiers typically think they're okay, yet they've actually had an injury that needs attention. Medical attention involves evaluation and education for Soldiers and Family members as well as early and appropriate treatment for the symptoms. The most important thing to do is to allow time to heal. Recovery is usually quick, but the time greatly depends on the nature of the injury.

The Army National Guard established the Soldier Family Support and Services division to support and assist state-level programs.

Closing Remarks

Given the threats our nation faces at home and abroad, and a similar operating environment projected for the future, a robust Army National Guard is essential to the security of the American people. Thanks to the support of the Congress in the past and some innovative new thinking and new approaches in the Army National Guard's recruiting, your Army National Guard is experiencing historical recruiting success. We will continue focusing on the retention programs already mentioned to maintain our authorized end strength. Patriotic Americans are joining and staying in the Army National Guard in record numbers. The Army National Guard provides unique support to our nation. Through these innovative programs and adequate funding and authority, the Army National Guard will continue to focus on Personnel Readiness and continue to increase our readiness and strength.

I appreciate the opportunity to appear before you today and invite your questions and comments.

RECORD VERSION

STATEMENT BY

LIEUTENANT GENERAL JACK C. STULTZ

CHIEF, U.S. ARMY RESERVE AND
COMMANDING GENERAL, U.S. ARMY RESERVE COMMAND

BEFORE THE

U.S. HOUSE OF REPRESENTATIVES ARMED SERVICES COMMITTEE
MILITARY PERSONNEL SUBCOMMITTEE

ON
RECRUITING, RETENTION AND END STRENGTH OF THE U.S. ARMY RESERVE

FIRST SESSION, 111TH CONGRESS

3 MARCH 2009

NOT FOR PUBLICATION
UNTIL RELEASED BY
THE ARMED SERVICES COMMITTEE

Chairwoman Davis, Congressman Wilson, distinguished members of the subcommittee; thank you for the invitation to appear before you today to discuss recruiting, retention and personnel strength of your Army Reserve. It is an honor to testify before you on behalf of more than 202,000 Army Reserve Soldiers.

After more than eight years into this persistent conflict, the most compelling evidence of the success of the Army Reserve is the confidence deployed commanders have in the values, qualities and abilities of our Soldiers. The men and women of the Army Reserve – our Warrior-Citizens, are full-time patriots who put their civilian careers on hold to protect American interests at home and abroad.

Owing to the contribution of Warrior-Citizens, their Families, and prudent investments over the course of this decade, the Army Reserve has evolved from a strategic reserve to an indispensable operational force. In an environment of persistent conflict, turbulent markets, and tight competition for scarce resources, we must continue to invest wisely in our force because it is indeed our greatest resource and a national treasure. As an operational force, the Army Reserve is an exceptional return on investment for American taxpayers.

The Army Reserve leverages your investment to attract and develop talent. The expertise we nurture is employed on the battlefield and in the boardroom. Army Reserve Soldiers bring cutting-edge ideas from the marketplace to the military enabling the Army to accomplish missions with maximum impact and minimum risk. In turn, Army Reserve Soldiers bring the attributes they acquire in uniform – leadership and decision making skills, confidence, high ethics and morals, and discipline – back to American industry to build solid businesses and stronger communities.

The Army Reserve is a community-based, federal operational force of skill-rich, Warrior-Citizens, who provide integral capabilities for full spectrum operations. The 21st Century Army Reserve mobilizes continuously; demand for Army Reserve Warrior-Citizens is such that approximately 12 percent of our force is consistently mobilized in support of the current contingency - 16,000 of the 28,000 soldiers currently mobilized are deployed to the Central Command area of responsibility. The Army Reserve has

supported nine major operations and several lesser contingencies since 1990. Our legacy of service and our most recent contributions set the conditions necessary to embrace the future.

This past fiscal year (FY08), despite operational demands, the Army Reserve increased assigned strength by 7,142 Soldiers. This reflects a steady growth path; our current Selected Reserve strength is over 202,000 Soldiers. A successful community-based recruiting effort; targeted programs and incentives; and personnel policies to control unanticipated losses resulted in this substantial net gain.

The Army Reserve exceeded its recruiting goal in 2008 by assessing 44,455 new recruits (106 percent of our overall FY08 mission) and retaining 16,523 Soldiers (110 percent of our 2008 goal). In addition we continue to see attrition decline. The Army Reserve had an 11 percent decrease of losses from FY07 to FY08.

Now in the second quarter of FY09, we continue to experience a positive recruiting trend; although recruiting an all-volunteer force in today's political environment remains challenging. The Army and the Nation face significant recruiting hurdles including a low propensity of young people to serve, a shrinking pool of fully qualified prospects, and an increasing trend of mid-grade ranks to leave the service. The outlook for the Army Reserve remains promising however, because we recruit beyond the Active Army's pool of candidates from the millennial generation. The Army Reserve appeals to men and women who have skills that can translate from a civilian to a military profession. Our Soldiers are usually older, many already have at least one degree from an institution of higher learning, they are probably making more money in their civilian job and they more than likely have already started a family. They are established in their profession, and their community but they still hear the call to serve their Nation. And that's where there's no distinguishing between the Active force, the Reserve force and the National Guard – today's recruits have a strong desire to serve their Nation.

To achieve our recruiting and retention success over these past 18 months, the Army Reserve implemented three critical initiatives; command emphasis and guidance, the Army Reserve Recruiting Assistance Program (AR-RAP) and the Critical Skills

Retention Bonus-Army Reserve (CSRB-AR). Command emphasis and guidance provided the greatest impact focusing energy and effort on filling the ranks. AR-RAP brought a tangible reward to Soldiers for finding other patriots to serve. This innovative recruiting assistance program resulted in 3,751 accessions in fiscal year 2008 and continues to produce new recruits today. And finally, CSRB-AR allowed us to address specific skill-set and grade shortfalls with targeted financial incentives to retain much needed talent and expertise in our ranks. Our incentives for continued service in critical specialties ensured 809 captains and 128 experienced staff sergeants and sergeants first class stayed in uniform.

As we continue to gain momentum to achieve our end strength of 206,000 Soldiers we recognize a significant gap in capability. Although we are within the congressionally mandated end-strength window, overall, the Army Reserve is short approximately 10,000 mid-level officers in the ranks of captain and major. Throughout 2009, the Year of the NCO, we are recognizing the contributions of our enlisted Soldiers, yet in the enlisted ranks, we are challenged to develop and retain senior mid-grade non-commissioned officers (staff sergeants and sergeants first class). These shortages are particularly troubling because junior and mid-career officers and noncommissioned officers have the tactical knowledge and operational skills and combat experience that are essential to our current success and long term health and vitality. We continue to work aggressively to grow and shape the force to overcome these challenges.

The demand of multiple deployments has caused a number of captains to leave active service. The Army Reserve recognized an opportunity and is diligently recruiting these officers into our force. We instituted stabilization policies to retain their expertise. We continue to leverage other sources for commissioning officers. One of our most lucrative sources of new officers is through direct commissioning. Many of our direct commissions, however, are coming from our noncommissioned officer ranks – further exacerbating the NCO shortage. Junior officer and mid-career noncommissioned officer retention is critical to ensure our force of Warrior-Citizens can continue to meet current and future combatant commander requirements now and into the future.

Much of our accomplishments have been aided by incentives. **We must continue to provide our professional Warrior-Citizen Soldiers incentives to keep them on the Army Reserve team. Continued resourcing of recruiting and retention incentives will maintain our manning momentum.**

As you may know, one of the recommendations from the Commission on the National Guard and Reserves (CNGR) report is to create a "continuum of service" for a fully integrated force. One of our biggest challenges is to avoid whip sawing our Soldiers from their civilian and military careers. As CNGR suggests, a seamless transition for Soldiers who move back and forth among components as their personal lives and civilian careers dictate is vital. In the Army Reserve we have taken this notion a step further with our Employer Partnership program to develop a human capital strategy model for the 21st Century that combines the creativity and responsiveness of the civilian sector with the organizational skills, discipline, and leadership talent of the military. Partnering with employers helps strengthen the community; support Army Reserve Soldiers and their Families; and supply employers with valuable and talented employees. Additionally, employers benefit from the employment of men and women with Army values such as the unique brand of mental, physical and emotional strength, experience and proven leadership skills – certainly a positive return on investment for America.

The bottom line is that we are recruiting not only Soldiers for America's Army Reserve, but employees for America's industry at the same time. Conversely, those who come to us from the civilian sector, having acquired a set of skills they can transfer to a military specialty, are able to employ those civilian acquired skill sets on the battlefield. The Employer Partnership Initiative facilitates, reinforces and creates a win-win situation between Soldiers and their Employers.

The Army Reserve has already signed more than 190 Employer Partnership Agreements with state agencies, associations, large and small corporations, and law enforcement agencies. For example in California we have signed with many statewide firms including the California Department of Veterans Affairs and large national defense firms. But we are in line to sign agreements with the San Diego Police Department and

the San Diego Sheriffs Department. In South Carolina we have signed agreements with the Central Baptist Hospital, the City of Columbia, the Chester County Sheriff's Department, the Columbia Police Department and several other law enforcement agencies and businesses. From an individual's perspective, let me share with you one partnership example. INOVA Health System, a not-for-profit healthcare provider in Northern Virginia has struggled to find quality, skilled personnel to fill technical positions. Through a partnership with the Army Reserve, we recruit an individual interested in a career as a radiology technician. We train that individual as a Soldier and we certify them as a radiology technician. After finishing advanced training, that Soldier walks into a civilian job with INOVA Health System where he or she continues to develop and refine his or her skills. Through our cooperative efforts, the hospital and the Army gain a more competent, more experienced, and more capable Soldier-employee.

Our continued outreach to industry is necessary to facilitate meaningful and enduring employer partnerships as we sustain the ARFORGEN process and build our assigned end strength. Employer Relations is a critical program for the future of the Army Reserve. Developing and maintaining strong partnerships will allow the Army Reserve and employers to capitalize on respective strengths while minimizing weaknesses. Failure to achieve this goal will place an undue hardship on employers and adversely impact recruiting and retention.

As President Obama recently said about America's current economic crisis, "we have a once in a generation chance to act boldly, to turn adversity into opportunity." The Army Reserve has recognized this opportunity and has experienced recruiting and retention success as we strive to fill our end strength. We are trained, ready and capable of helping the Nation during and after this economic crisis with our boots on the ground and our civilian skills in your communities.

Over time, our Employer Partnership initiative will become more than a key human capital strategy. It could well serve as the foundation of our identity. Two entities share and enhance the skills of one individual who contributes both to the defense of our nation and to the business community.

As we continue to build our end strength to 206,000, we take our commitments to our Nation, to our Army, and to our Soldiers and Families, and Civilian workforce seriously. We are effective stewards of our nation's resources. We serve with an unwavering pride that the Nation's sons and daughters willingly answer the call to duty in a time of war or national emergency. As we position ourselves as an essential provider of combat support and stability enablers to the United States Army, we look to Congress and our fellow citizens to sustain and strengthen our force in these challenging times.

Since September 11, 2001, one hundred and seventy Army Reserve Soldiers have sacrificed their lives in the fight against tyranny. Today thousands stand in harm's way, thousands more stand ready to step into the breach, yet still thousands of Americans continue to answer the call to the Colors by joining us. America can make no better investment.

Thank you for your continued support for the men and women who serve in your Army Reserve and for the opportunity to brief the subcommittee on the state of recruiting and retention in the U.S. Army Reserve. I have attached several charts to my written testimony to further highlight the state of Army Reserve recruiting and retention.

This concludes my statement and I look forward to your questions. Thank you.

Army Reserve FY 09
Weekly Strength Update

Weekly SELRES Strength
As of 14-Feb-09

SELRES Strength

	Off	WO	Enl	ESO	Actual
TPU	26,502	2,082	153,997	183,830	182,581
AGR	3,692	655	11,450	16,170	15,797
IMA	3,043	139	732	5,000	3,914
TOT	33,237	2,876	166,179	205,000	202,292
Change from previous week	(5)	1	593		**589**

Monthly Accessions and Transfers
As of 31 JAN 09

Enlisted Missions

Agency	Annual Mission	YTD Mission	YTD Achieved
USAREC			
NPS	21,000	6,185	7,773
PS	5,500	1,845	1,269
ARCD (IRR-TPU)	9,000	2,646	2,891
HRC(AC-RC)	3,098	1,043	944
Total	38,598	11,719	12,877

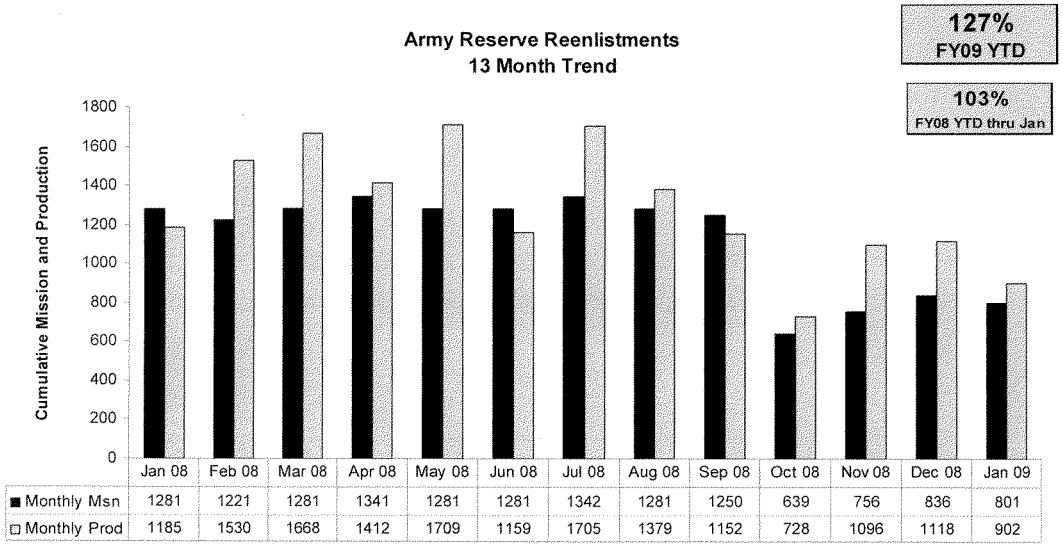
Officer Missions

Agency & Mission	Annual Mission	YTD Mission	YTD Achieved
USAREC AMEDD Mission Glide	880	223	225
USAREC Chaplain Target	70	22	13
ARCD IRR-TPU Mission	1,600	470	348
USAREC OCS Mission Glide	120	40	55
ARCD OCS Mission Glide	25	8	0
USAREC DC Mission Glide	85	28	1
ARCD DC Mission	350	70	0
HRC AC-RC Mission	426	143	149
USACC ROTC Mission Glide	650	60	1
ARCD Warrant Mission	350	116	50
Total	4,556	1,180	842

The Army Reserve – Training Soldiers and Growing Leaders

Army Reserve Reenlistment Trend

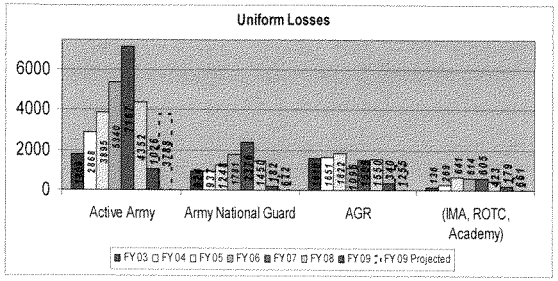
(Jan 08- Jan 09)

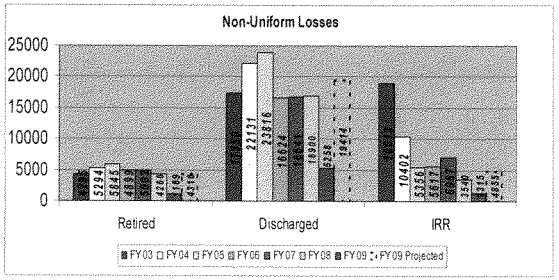


	Jan 08	Feb 08	Mar 08	Apr 08	May 08	Jun 08	Jul 08	Aug 08	Sep 08	Oct 08	Nov 08	Dec 08	Jan 09
■ Monthly Msn	1281	1221	1281	1341	1281	1281	1342	1281	1250	639	756	836	801
□ Monthly Prod	1185	1530	1668	1412	1709	1159	1705	1379	1152	728	1096	1118	902

- Achieved 127% YTD FY09 reenlistment mission thru January

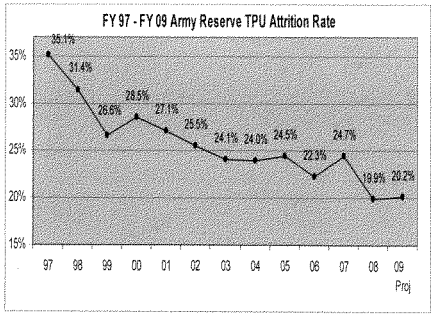
Army Reserve Attrition FY03 – FY09



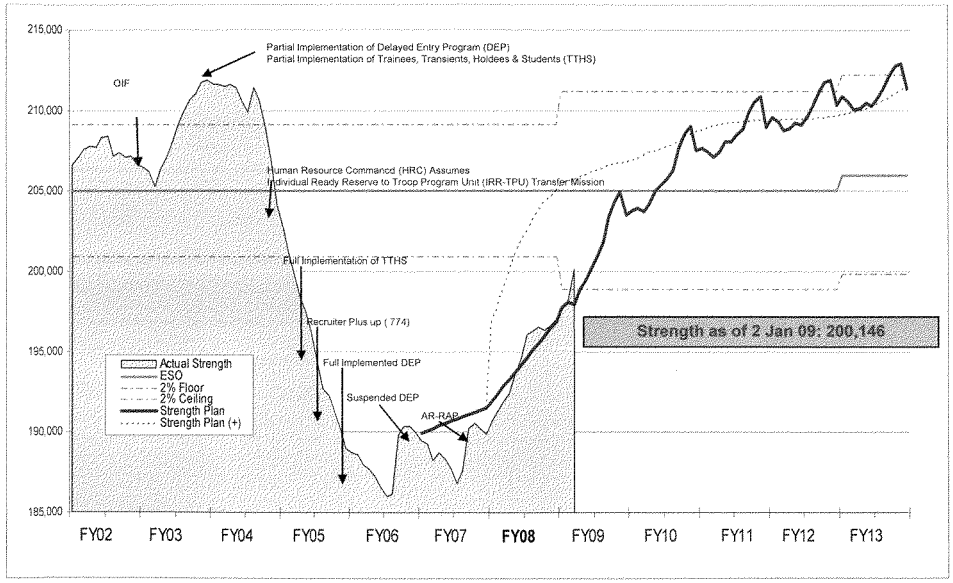


FY	Attrition		Uniform		Adjusted
	Losses	%	Losses	%	Attrition
09 Proj	35,239	20.2%	6,377	3.5%	16.7%
09	9,544	5.3%	1,727	1.0%	4.3%
08	34,706	19.9%	7,775	4.5%	15.4%
07	41,359	24.4%	11,657	6.9%	17.6%
06	37,500	22.3%	8,831	5.2%	17.1%
05	43,000	24.5%	7,606	4.3%	20.2%
04	42,200	24.0%	5,725	3.0%	21.0%
03	45,600	24.1%	4,479	2.4%	21.7%

- 33% Decrease of Uniform losses from FY07 to FY08
- Overall losses decreased by 16% from FY07 to FY08
- FY 09 uniform losses slightly lower than FY 08 losses
- Continued reduction of uniform losses greatly impacts overall attrition



Army Reserve
SELRES Strength Graph



Notes:

-Net increase of 7k in end strength in FY08

-Loss reduced by 10K in FY08

-AR broke 200K strength ceiling in Dec 08, highest level since 2004/2005

-On track to achieve end strength of 206K in FY10

Army Reserve FY 08 Year End Strength & Accessions Summary

Weekly SELRES Strength
As of 30 SEP 08

SELRES Strength

	Off	WO	Enl	ESO	Actual
TPU	26,368	2,054	148,694	183,630	177,116
AGR	3,713	645	11,543	15,870	15,901
IMA	3,103	138	766	5,500	4,007
TOT	33,184	2,837	161,003	205,000	197,024

Monthly Accessions and Transfers
As of 30 SEP 08

Enlisted Missions

Agency	Annual Mission	YTD Mission	YTD Achieved
USAREC			
NPS	21,000	21,000	22,909
PS	5,500	5,500	4,036
RTD (IRR-TPU)	9,000	9,000	9,636
HRC(AC-RC)	2,000	2,000	3,289
Total	37,500	37,500	39,870

Officer Missions

Agency	Annual Mission	YTD Mission	YTD Achieved
USAREC AMEDD Mission Glide	777	777	851
USAREC Chaplain Target	93	93	198
ARCD (IRR-TPU)	1,500	1,500	1,730
USAREC OCS Mision Glide	100	100	96
ARCD OCS Mission Glide	0	0	0
USAREC DC Mission Glide	85	85	14
ARCD DC Mission	350	350	573
HRC (AC-RC)	275	275	563
USACC ROTC Mission Glide	650	650	358
ARCD Warrant Mision	320	320	202
Total	4,150	4,150	4,585

The Army Reserve – Training Soldiers and Growing Leaders

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
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

ON

RECRUITING, RETENTION AND END STRENGTH OVERVIEW

3 MARCH 2009

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE

United States Navy Biography

Vice Admiral Dirk J. Debbink
Chief of Navy Reserve
Commander, Navy Reserve Force

Vice Admiral Dirk J. Debbink, a native of Oconomowoc, Wis., graduated from the U.S. Naval Academy with a Bachelor of Science in Systems Engineering in June 1977. He completed his Masters in Business Administration at the University of Chicago in June 1990.

During his initial period of active service, his assignments aboard USS *Fanning* (FF-1076) included main propulsion assistant, navigator and combat information center officer. His sea-tour was followed by duty as flag lieutenant for Commander, U.S. Naval Forces Japan in Yokosuka, Japan.

Debbink transitioned to the Reserve Component in 1983. His reserve commanding officer assignments included units providing operational support to: USS *Dale* (CG-19); U.S. Naval Forces Europe; U.S. Atlantic Command; Supreme Allied Commander Atlantic; U.S. Forces Japan and two Reserve Readiness units. He also served in a broad range of major staff assignments, including deputy chief of Naval Operations OP-06 and three tours on Reserve Readiness Command staffs.

Active duty assignments include: OPNAV-801B and OPNAV-603; USS *Dale* (CG-19); U.S. Atlantic Command in Norfolk; NCSO exercises; Naval War College and overseas exercises in Brussels, London, Bahrain, Japan and Korea.

Selected for flag rank in 2002, he has served in the following flag billets: Deputy commander, Maritime Defense Zone Pacific; commander, U.S. Harbor Defense Command, Korea; commander, Military Sealift Command Far East/Pacific; commander, 7th Fleet Rear Area Command; commander, Naval Reserves Readiness Command Midwest; deputy commander, Navy Region Midwest; and Reserve Deputy Commander and Chief of Staff, U.S. Pacific Fleet. He was recalled to active duty as deputy chief of Navy Reserve in October 2007, and served on the SECDEF Reserve Forces Policy Board from August 2006 to July 2008.

Debbink became chief of Navy Reserve on the staff of the Chief of Naval Operations in Washington, on 22 July 2008.

Prior to his recall to active duty, he was president of a regional design/build general contracting firm in Oconomowoc, Wis. He holds a private instrument pilot license, real estate broker's license and is a registered professional engineer in the State of Wisconsin.

Personal awards include the Defense Superior Service Medal, Legion of Merit (one gold star), Defense Meritorious Service Medal, Meritorious Service Medal (one gold stars), Navy and Marine Corps Commendation Medal (one gold star), and Navy Achievement Medal.

I. Introduction

Chairwoman Davis, Congressman Wilson, and distinguished members of the Military Personnel Subcommittee, thank you for the opportunity to speak with you today about the capabilities, capacity, and readiness of the dedicated men and women who serve in our Navy's Reserve Component (RC). I offer my heartfelt thanks for all of the support you have provided these great Sailors.

On July twenty-second last year I had the distinct honor of reporting to the Chief of Naval Operations (CNO), Admiral Gary Roughead, as the 12th Chief of Navy Reserve. In that capacity, I have the privilege of working for over 67,000 Sailors in our Navy's RC. I take to heart that each of them has promised to support and defend the Constitution of the United States, against all enemies, foreign and domestic. That promise is their covenant to our Nation, and my covenant back to these Sailors is to do everything I can to make their service truly meaningful, significant, and rewarding; these Sailors form an incredibly capable and motivated force, and they deserve nothing less. I find myself amazed and truly in awe of the daily sacrifices our RC Sailors are making for our Nation and our Navy.

My predecessor, Vice Admiral John Cotton, laid a strong foundation during the past five years for a more responsive and operational force, and we are a better Navy because of his leadership. We remain steady on course and we will look to increase speed where able by improving upon our strengths and efficiencies to further advance our "Support to the Fleet...Ready and Fully

Integrated." We are also working on new initiatives in order to more fully implement the Navy Reserve's vision of: *"Ready Now. Anytime, Anywhere."*

The Navy Reserve is an integral component of our Total Force – inextricably linked with the Active Component (AC), civil servants, and contractor personnel. Our focus is on strategic objectives and specific initiatives that will enable us to optimize our support for the CNO's priorities: (1) Warfighting Readiness, (2) Future Force, and (3) People. Within this framework, I would like to take this opportunity to update you on the operational contributions, support to the Sailor and family, and the people policies and programs of the Navy Reserve.

II. Operational Contributions

The Navy's RC contributions are directed when and where they make the most operational and cost-effective sense—the right Sailor, in the right assignment, at the right time, and importantly, at the right cost. Leveraging valuable military and civilian skill-sets and capabilities—when possible and consistent with volunteerism—Navy Reservists operate in all corners of the world. RC Sailors are on the ground in Iraq and Afghanistan; they help project power from the Arabian Gulf; and they aid in providing a stabilizing influence in the Eastern Mediterranean. They patrol waters off the Horn of Africa and deliver humanitarian assistance and disaster relief throughout the world.

To meet global requirements, the Navy continues to mobilize thousands of Selected Reserve (SELRES) RC personnel. These mobilized SELRES personnel provide a growing spectrum of capabilities to prosecute our current

fights by integrating seamlessly into a multitude of augmentation missions, in addition to mobilizing as Navy units. We are called to execute missions well beyond core requirements with new capability missions (Civil Affairs Units, Mobile Training Teams, and Provincial Reconstruction Teams, in particular) and mission-unique training such as Detainee Operations and Customs Inspection battalions. One-third of Navy augmentees currently serve in non-traditional missions that involve new capabilities or require unique training. Mobilized SELRES Sailors have sustained their largest footprints in Iraq (1,018 Sailors), Kuwait (796 Sailors), and Afghanistan (277 Sailors). At the Landstuhl Regional Medical Center (LRMC), more than 90 percent of the expeditionary medical support personnel are RC augmentees. Navy RC medical augmentees are generally activated for mobilization employment periods from three months to one year from various Operational Health Support Units to form the highly valued Navy Expeditionary Medical Units (NEMUs). Over 380 RC medical personnel served in our NEMUs in 2008, and 294 are expected to serve in 2009 and 2010.

In addition to the contributions of mobilized SELRES and those conducting Active Duty Operational Support in fiscal year 2008, an additional 21,803 Navy Reservists provided 385,291 man-days of Fleet Operational Support above the traditional 39 days each SELRES provides under current law. The Navy Expeditionary Combat Command (NECC) sets the example of RC's operational contributions. Led by Rear Admiral Carol Pottenger—a Full Time Support (FTS) Officer of the RC (the Navy RC equivalent of Active Guard and Reserve (AGR)), its expeditionary forces deployed across five continents and 12 countries in 2008,

and continue fighting the war on terror and supporting the Global Maritime Strategy. With 51 percent of the NECC force comprised of RC members, NECC's global support to the Navy Component Commanders (NCCs) and unified Combatant Commanders (COCOMs) is only executable with integral contributions from the RC. In 2008 alone, nearly 2,300 RC members from 17 NECC units deployed globally, with more than 95 percent of the deployed units and personnel supporting Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF) in the Central Command (CENTCOM) Area of Responsibility (AOR). NECC RC forces continue to support operations that include: construction/engineering operations with the Naval Construction Forces (e.g., Construction Battalions, or SEABEEs), maritime expeditionary landward and seaward security with Maritime Expeditionary Security Forces (MESF), Customs Inspections and port/cargo operations with Navy Expeditionary Logistics Support Group (NAVELSG), warfighting documentation with Combat Camera, document and electronic media exploitation with Navy Expeditionary Intelligence Command, and Anti-Terrorism/Force Protection (AT/FP) training with the Expeditionary Training Command.

The Navy's RC has been the driver behind an enormous success story Navy-wide through its lead role in the critical Customs Inspection mission, currently providing virtually the entire deployed footprint with more than 500 RC Sailors on Individual Augmentee (IA) assignments. The Navy is projected to sustain this footprint in 2009 with planned Customs rotations throughout the year. The mobilized Customs Inspectors include police officers, corrections officers,

state police/sheriffs, full-time students, engineers, and small business owners. Others include teachers, postal clerks, carpenters, nurses, emergency medical technicians, auto technicians, and fire fighters. The most recent rotation of RC Sailors to deploy for an eight-month Customs/Ports tour of duty in Iraq and Kuwait departed in November. These Customs personnel are drawn from 96 Navy Operational Support Centers (NOSCs) representing 38 states and territories, including Puerto Rico and Guam.

RC Sailors are also found in the Navy Special Warfare (NSW), Maritime Expeditionary Security, and Explosive Ordnance Disposal (EOD) communities. Reservists comprise 17 percent of the NSW community, including SEALs and Special Warfare Combatant-Craft Crewmen (SWCC). As a CNO initiative to relieve stress on the AC EOD force, the RC EOD force was established in 2007. In 2008, RC EOD units deployed to support two OIF/OEF/Global Naval Force Presence Posture (GNFPP) requirements. Through Maritime Expeditionary Security units, the Navy's RC also directly augments the Maritime Expeditionary Security mission.

The RC aviation community is equally involved in Total Force operational support. Electronic Attack Squadron 209 (VAQ 209) mobilized, deploying 188 FTS and SELRES personnel to Bagram Air Base, Afghanistan in support of Coalition operations from January 14th thru March 14th in 2008. Helicopter Sea Combat Squadron 84 (HSC 84) continues its deployment to Balad Air Base, Iraq to conduct air assault combat missions in support of CENTCOM Joint Special Operations. RC members of Helicopter Sea Combat Squadron 85 (HSC 85) are

deployed to Kuwait to support the 2515th Naval Air Ambulance mission, while RC members of Helicopter Mine Countermeasures Squadron 15 (HM 15) are deployed alongside the AC to the CENTCOM AOR for Fifth Fleet and Navy tasking by the U.S. Central Command. Eight RC Sailors from HM 14 are also deployed to Korea, conducting Airborne Mine Countermeasures and Vertical Onboard Delivery (VOD) missions.

A detachment from Carrier Airborne Early Warning Squadron 77 (VAW 77), consisting of more than 30 FTS/SELRES personnel and 25 maintenance contractors completed four month deployments in 2008 to various sites in the Southern Command (SOUTHCOM) AOR for counter-narcotics operations, directly assisting in the capture of cocaine and heroin with an approximate street value of $700 million. A 25-person detachment from Helicopter Antisubmarine (Light) Squadron 60 (HSL 60) deployed aboard the USS Dewert (FFG 45) last year to support SOUTHCOM and Fourth Fleet counter-narcotics operations, assisting in the interdiction of cocaine that was valued at $350 million. Currently, HSL 60 has another 25-person detachment onboard USS Samuel B. Roberts, seizing seven metric-tons of narcotics to date. The Navy Air Logistics Office scheduled aircraft and forward-deployed detachments from all 15 Fleet Logistics Support Wing (VR) squadrons, enabling the efficient and effective transport of more than 127,000 personnel and 21.7 million pounds of cargo to/from various overseas locations in support of COCOM and theater-validated requirements. The VR Wing routinely fulfills three

CENTCOM Deployment Orders, and in excess of 160 RC personnel from the VR Wing are deployed to Japan, Italy, Qatar, and Bahrain each day.

The VR Wing also enables the Fleet Readiness Training Plan (FRTP) by transporting personnel and cargo throughout the Continental U.S. in support of FRTP airlift requirements for Carrier Air Wings (CVWs), Carrier Strike Groups, Fleet Replacement Squadron (FRS) detachments, and NSW training requirements. Fighter Squadron Composite 12 (VFC 12), Fighter Squadron Composite 13 (VFC 13), Fighter Squadron Composite 111 (VFC 111), and Strike Fighter Squadron 204 (VFA 204) also enable FRTP initiatives by executing adversary sorties for multiple CVW and FRS detachments. The Squadron Augmentation Units (SAUs) from Commander, Naval Air Training Command (CNATRA) flew 20 percent of all sorties conducted in support of student Pilot/Naval Flight Officer (NFO) production during 2008, while the FRS SAUs flew nearly 10 percent of the syllabus flight events in support of Pilot/NFO and aircrew production.

III. Equipping the Navy Reserve

For Navy Reservists to continue providing superior operational support to the Navy through the competencies they have acquired both in the Fleet and in their civilian careers, the Navy must also have interoperability between all elements of the Total Force. The acquisition of AC and RC equipment, enhancements and upgrades to programs, and equipment redistribution (AC to RC, as well as RC to AC) have virtually eliminated capability and compatibility

gaps between AC, RC, and Joint forces. Current and future RC equipment requirements that are vital to our combat forces include aircraft and NECC equipment.

The aircraft needed to recapitalize the RC and ensure complete alignment with the AC are: the EA-18G "Growler" for Electronic Attack, the P-8A "Poseidon" Multi-Mission Aircraft, the KC-130J "Hercules" for over- and out-sized cargo intra-theatre transport, and the C-40A "Clipper" for intra-theatre cargo and passenger transport. In addition to RC operators, the AC will also have aircrew personnel who will operate the EA-18G, P-8A, and the KC-130J (USMC AC). The C-40A is unique among these aircraft as it is only operated by RC aircrew personnel—the AC does not have any "Clipper" operators. Further, the C-40A is essential to providing flexible, time-critical, and intra-theater logistics support, serving as a connector between strategic airlift points of delivery to Carrier Onboard Delivery and VOD locations. The C-40A is the replacement for aging DC-9/C-9B and C-20G aircraft, and it can simultaneously transport cargo and passengers. The Clipper has twice the range, payload, and days of availability of the C-9 models, and it has twice the availability and eight times the payload of the C-20G. The C-40A is an outstanding asset and has provided enormous operational support, while facilitating the FRTP, since its arrival in 2001.

NECC provides equipment for its subordinate commands, such as SEABEE, MESF, EOD, and NAVELSG units. The equipment utilized by these type commands include counter-IED (Improvised Explosive Device) equipment, tactical vehicles, construction and maintenance equipment, material handling

equipment, communications gear, boats, and expeditionary camp equipment. Like NECC's mission, the equipment it operates is both dynamic and diverse.

The Navy has trimmed the RC force structure to the appropriate capacity and capability required to sustain the operational Reserve Force. The perceived value and the return on investment that the RC delivers in personnel and equipment to the Total Force are measured on a daily basis. Critical recapitalization continues to be a priority, and budgetary dynamics make us ever reliant on a combination of the service priority and the direct appropriation for these aging and depreciating assets. Some of these requirements have been mitigated by your continued support through the National Guard and Reserve Equipment Appropriation.

IV. Supporting the Sailor and Family

As we continue supporting the Fleet, we proactively extend our support to individual Sailors and their families. Our Sailors will do almost anything we ask of them, and we see evidence of their dedicated service everyday, especially in Iraq and Afghanistan. Their expectation that we will support their families while they are away from home is both fair and reasonable.

With so many RC Sailors filling IA and mobilization requirements, the July 2008 release of the RC IA Business Rules (Navy Administrative message 235/08) directly addressed how we care for our RC Sailors. In particular, these business rules authorized RC Sailors who volunteer for unit mobilization to

combat zones inside their 1:5 "Dwell Time," to reset their "Dwell Clock" and receive Post-Deployment/Mobilization Respite Absence (administrative leave).

To ensure that our Reserve Force was ready to deploy at any time, the Navy's RC introduced the Medical Readiness Reporting System (MRRS) to address Individual Medical Readiness. MRRS use was expanded in FY 2008, and is now used by the Navy's AC and RC, as well as the Coast Guard and Marine Corps. In addition, MRRS was recently enhanced to allow more accurate tracking of those Sailors at risk due to combat operational stress, and to ensure they receive the appropriate attention during Post Deployment Health Re-assessments (PDHRAs) conducted 90-180 days after demobilization.

To facilitate a continuum of readiness, given the stress that oftentimes results from operational deployments overseas, funding was approved in 2008 to establish the Navy Reserve Psychological Health Outreach Program. This program provides outreach services to Reservists returning from deployment, both during the reintegration process and beyond. It ensures early identification and timely clinical assessments of Navy Reservists at risk for stress injuries. The Program Coordinators facilitate access to psychological health support resources for the service members and their families, and serve as Facilitators at Psychological Health/Traumatic Brain Injury seminars and Returning Warrior Workshops.

The Navy Reserve continues to make exceptional progress in advancing a standardized, world-class Continuum of Care for Selected Reservists, Full Time Support Sailors, and their families through all phases of the mobilization

deployment cycle. United States Fleet Forces (USFF), as executive agent for IA and IA Family Support, was vital to the evolution of a Total Force Continuum of Care in 2008 by standing up the IA and IA Family Cross Functional Team and Executive Steering Committee. The Navy Reserve is a lead stakeholder supporting USFF in this initiative, and is well-aligned with the Total Force in developing and implementing deployment support and reintegration programs for deploying IA personnel and units throughout all phases of the mobilization cycle.

The Returning Warrior Workshop (RWW) is now available to RC and AC Sailors, Marines, and their spouses throughout the country. The RWW serves as a model in the development of a broad spectrum of additional "Continuum of Care" programs and events. The workshops epitomize Sailors taking care of Sailors; they reflect the Navy's dedication to supporting, educating, and honoring our Sailors and families, and they communicate a strong message that the Navy values their service and sacrifice.

RWWs are "five-star events" conducted on weekends and attended by up to 200 Sailors, Marines, and spouses. Attending participants have the opportunity to address personal, family, or professional situations experienced during deployment and receive readjustment and reintegration support and resources from a network of counselors, psychological health outreach coordinators, chaplains, and Fleet and Family Support Center representatives. Throughout the weekend, participants benefit greatly from considerable counseling opportunities to educate and support the Navy Family and assist Sailors in re-acclimating with their families and to civilian lives.

The future for RWWs is bright given the unprecedented success of the workshops completed in 2008 and those already completed in 2009. The recent event in Austin, Texas was the nineteenth successful event since the inception of the program by Navy Region Southwest Reserve Component Command (at Navy Operational Support Center, Phoenix) in late 2007. Looking ahead, 30 additional workshops are contracted and funded through July 2010.

Our Return-Reunion-Reintegration team is placing strong emphasis on the development, implementation, and enhancement of several other transformational programs and events. These high profile initiatives include:

- Full implementation of DoD's YRRP by Navy
- Modification of the Chaplain's Religious Enrichment Development Operation (CREDO) retreats to provide a "One-Day Up-Check" for returning Sailors as an alternative to the RWW
- Development of comprehensive roles and responsibilities for Psychological Health Outreach Coordinators assigned to each region

V. People Policies and Programs

A central component of Navy's Total Force strategy is the establishment of a culture of a "Continuum of Service" to provide opportunities for Sailors to transition in and out of active service at different stages of their careers. The Continuum of Service represents a new operating paradigm which can be summarized by the phrase: "Recruit once, Retain for life." Last year, the Navy's accession and retention bonuses for RC Sailors increased to $108 million,

enhancing our ability to recruit and retain the right people for the right job. For FY08, Navy Recruiting Command achieved 100 percent of the RC enlisted accession goal, and105 percent of RC General Officer goal. As you know from the statement recently submitted by our Chief of Naval Personnel, VADM Mark E. Ferguson, we believe we are on track to repeat this success in FY09. Once we recruit, train, and lead these Sailors through their initial tours of duty, our imperative is to give them opportunities to transition between the Active and Reserve Components, allowing them to find the life/work balance that's right for them. This will strengthen the focus on retention and reduce the burden on recruiting.

In addition to achieving the Navy's recruiting goals, the retention and attrition for RC personnel have been just as successful. Improved retention and lower attrition rates are attributed to a slowing economy and an effective recruiting campaign through our "Stay Navy" initiatives. These efforts target affiliation and retention bonuses on skill sets we need the most. In FY09, we continue to target high-demand/low-supply communities and critical skill sets with competitive monetary incentives.

Navy Reserve end strength has declined by approximately 20,000 Sailors from 2003 through 2008 (88,156 RC Sailors in 2003 to 68,136 RC Sailors in 2008). The anticipated steady state end strength is approximately 66,000 in FY13. During FY08, to provide for a stable RC inventory, we implemented several force shaping measures that included a reduction in prior service accessions, as well as proactive management of Transient Personnel Units

(TPUs), overmanned designators, and Sailors reaching High Year Tenure. These measures proved to be effective, as the Navy ended FY08 with 68,136 RC personnel (approximately 0.5 percent above our statutory end strength authorization of 67,800).

In FY09, we already see higher retention and fewer losses than planned in the enlisted and officer populations. To mitigate this over-execution, we continue to enforce current policies and adjust enlisted prior service accessions. Our goal is to finish FY09 with a more stable, balanced inventory of Sailors that positions our Reserve force for continued Total Force support.

Vice Admiral Ferguson and I are identifying legislative, financial, technological, and policy barriers impeding a Continuum of Service and developing management practices to quickly and efficiently transition Sailors between components to meet changing workforce demands. One of our key initiatives is to implement a process that transitions Sailors between the AC and RC within 72 hours. As we provide opportunities to transition seamlessly between active and reserve statuses, Navy's Total Force will capitalize on the spirit of volunteerism to encourage a Sailor's lifetime of service to the Nation.

The Navy needs Total Force systems that will reduce administrative impediments to a Continuum of Service. The administrative inefficiencies created by multiple electronic pay and manpower systems create waste and unnecessary burdens on Sailors, and they also hinder Force readiness. A common AC/RC pay and personnel system is crucial to building seamless transitions and the success of our Sailor for Life and Continuum of Service

initiatives. In the future, manpower transactions will ideally be accomplished with the click of a mouse, and records will be shared through a common data repository within all DoD enterprises. Navy fully supports this vision of an integrated set of processes to manage all pay and personnel needs for service members, concurrently providing necessary levels of personnel visibility to support joint warfighter requirements. Manpower management tools must facilitate audits of personnel costs, and support accurate, agile decision-making at all levels of DoD.

One constraint to seamless transitions is the multiple RC funding categories. We are working closely with the Office of the Secretary of Defense to reduce the number of duty types, aiming to improve efficiency while retaining the flexibility Navy Reservists need to manage their careers and personal lives. Coupled with a well-developed, web-enabled personnel management system, this initiative will enable RC Sailors to rapidly surge to support validated requirements. The consolidation of most RC order writing to the Navy Reserve Order Writing System (NROWS) has been a significant evolution in Navy's effort to integrate its Total Force capabilities by aligning funding sources and accurately resourcing operational support accounts.

The Honorable Secretary of the Navy Donald C. Winter recently approved the Navy's request to transition to a community management-based promotion policy for the RC Officer community—both SELRES and FTS. As a result, the Navy has implemented a policy change to "decouple" its Reserve Officer promotion zones from the AC Officer promotion zones, as was the current

practice under the Running Mate System (RMS). In place since 1947, the RMS linked RC and AC promotion zones without consideration of RC community needs. Under the Navy Total Force construct, Officer Community Managers (OCMs) now have the flexibility to develop promotion plans and policies that meet individual community and component needs, especially for SELRES Officers.

For Navy Reservists who look to further their professional development, the Navy has recently obtained Joint and Combined Warfighting class quotas for RC personnel (both FTS and SELRES) at the Joint Forces Staff College. These new class quotas complement the Advanced Joint Professional Military Education course that is already in place. The Navy is also in the early stages of establishing an RC Foreign Area Officer (FAO) program. RC FAOs will be part of a cadre of Officers aligned with the AC who have the skills required to manage and analyze politico-military activities overseas.

VI. Conclusion

Since 9/11, nearly 53,000 mobilization requirements have been filled by SELRES personnel, along with an additional 4,300 deployments by FTS Sailors, in support of on-going conflicts in Iraq, Afghanistan, and the Horn of Africa. On any given day, more than 18,000 Navy Reservists, or about 26% of the Force, are on some type of orders that provide support to global operation requirements of Fleet Commanders and COCOMs. Our more than 67,000 Sailors serving in the RC are forward deployed in support of Coalition forces, at their supported

commands around the world, or in strategic reserve, ready to surge 24/7 each day if more 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 requirements. Although I readily admit my bias, there has never been a more meaningful 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 around the world. 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 contract personnel of our Navy Reserve, we thank you for the continued support within Congress and your commitment to the Navy Reserve and our Navy's Total Force.

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HOUSE ARMED SERVICES
COMMITTEE

STATEMENT OF

LIEUTENANT GENERAL JACK W. BERGMAN

UNITED STATES MARINE CORPS

COMMANDER, MARINE FORCES RESERVE

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON MILITARY PERSONNEL

CONCERNING

– RECRUITING, RETENTION AND END STRENGTH –

ON

MARCH 3, 2009

NOT FOR PUBLICATION UNTIL RELEASED BY
THE MILITARY PERSONNEL SUBCOMMITTEE OF
THE HOUSE ARMED SERVICES COMMITTEE

Lieutenant General John W. Bergman

Commander, Marine Forces Reserve
and
Commander, Marine Forces North

Lieutenant General Bergman was commissioned a second lieutenant in the Marine Corps Reserve under the Platoon Leader School program after graduation from Gustavus Adolphus College in 1969. In addition to attaining an M.B.A. degree from the University of West Florida, his formal military education includes Naval Aviation Flight Training, Amphibious Warfare, Command & Staff, Landing Force Staff Planning (MEB & ACE), Reserve Component National Security, Naval War College Strategy & Policy, Syracuse University National Security Seminar, Combined Forces Air Component Command, LOGTECH, and CAPSTONE.

He flew CH-46 helicopters with HMM-261 at Marine Corps Air Station, New River N.C. and with HMM-164 in Okinawa/Republic of Vietnam. Assigned as a flight instructor, he flew the T-28 with VT-6, NAS Whiting Field FL. He left active duty in 1975 and flew UH-1 helicopters with the Rhode Island National Guard, Quonset Point R.I. Following a 1978 civilian employment transfer to Chicago Ill., he served in several 4th Marine Aircraft Wing units at NAS Glenview Ill. (HML-776, flying the UH-1; VMGR-234, flying the KC-130; and Mobilization Training Unit IL-1). He was selected to stand up the second KC-130 squadron in 4th MAW and, in 1988, became the first Commanding Officer, VMGR-452, Stewart ANGB, Newburgh N.Y. 1992-1994 he commanded Mobilization Station, Chicago Ill., largest of the 47 Marine Corps Mobilization Stations.

During 1995 he served as a Special Staff Officer at Marine Corps Reserve Support Command, Overland Park Kan. In 1996 he became Chief of Staff/Deputy Commander, I Marine Expeditionary Force Augmentation Command Element, Camp Pendleton Calif. Late 1997, he transferred to 4th Marine Aircraft Wing Headquarters, New Orleans La. to serve as Assistant Chief of Staff/G-1. Promoted to Brigadier General, he became Deputy Commander, 4th Marine Aircraft Wing.

Transferred in June 1998 to Headquarters, Marine Forces Europe, Stuttgart Germany he served as Deputy Commander. Recalled to active duty from April to July 1999, he was dual-hatted as EUCOM, Deputy J-3A. He then commanded II Marine Expeditionary Force Augmentation Command Element, Camp Lejeune N.C. until assuming command of 4th Marine Aircraft Wing, New Orleans La. in August 2000. In September 2002 he assumed command of the 4th Force Service Support Group, New Orleans La. He, also, served as Chairman, Secretary of the Navy' Marine Corps Reserve Policy Board, 2001- 2003.

Returning to active duty in October 2003, he served as Director, Reserve Affairs, Quantico, VA. He assumed command of Marine Forces Reserve/Marine Forces North on 10 Jun 2005.

Chairwoman Davis, Congressman Wilson and distinguished Members of the Subcommittee, it is my honor to speak with you today concerning your Marine Corps Reserve.

On behalf of all our Marines, sailors and their families, I would like to take this opportunity to thank the Subcommittee for its continued support. The support of Congress and the American people reveal both a commitment to ensure the common defense and a genuine concern for the welfare of our Reserve Marines, sailors and their families.

I. INTRODUCTION

Your Marine Corps Reserve - a primarily Operational Reserve - continues to be firmly committed to, and capable of, war fighting excellence. As a full, vested partner to the Total Force Marine Corps, we faithfully continue our steadfast commitment to provide Reserve units and personnel who can stand shoulder-to-shoulder with their Active Component counterparts while seamlessly performing in all contingencies, exercises and operations.

Since 9/11, more than 52,306 Reserve Marines and approximately 99 percent of Selected Marine Corps Reserve units were activated with 98 percent of those units having deployed to the U.S. Central Command area of responsibility. Although the operational tempo has been extremely high for the Marine Corps Reserve, I believe our current challenges in meeting authorized Selected Marine Corps Reserve end strength is a temporary by-product of the Marine Corps' accelerated build to a 202,000 Active Component Marine Corps.

Your Marine Corps Reserve will continue to answer the clarion call to arms in defense of this great Nation – whether in Iraq today, Afghanistan tomorrow or in subsequent campaigns of The Long War.

II. END STRENGTH

The Selected Marine Corps Reserve is comprised of Reserve unit Marines, Active Reserve Marines, Individual Mobilization Augmentees, and Reserve Marines in the training pipeline, which when added together, form the inventory to end strength in the Selected Marine Corps Reserve.

Although we continue to benefit from strong volunteerism to serve by our Reserve Marines since 9/11, we have noticed a recent decline in percentage of authorized end strength. Fiscal Years

2002 to 2005 had percentages of authorized end strength above 100 percent and Fiscal Year 2006 percentage of authorized end strength at 99.71 percent. Fiscal Years 2007 and 2008 percentages of authorized end strength were at 97.36 and 94.76 percent - shortfalls of 1,044 and 2,077 Marines respectively. This resulted in the only fiscal years since 9/11 that the Selected Marine Corps Reserve fell below the Title 10-allowable three percent variance from authorization.

As previously stated in my testimonies before the House and Senate Appropriations Committees' Subcommittees on Defense during 2008, we anticipated an adverse affect on meeting an acceptable percentage of authorized Marine Corps Selected Reserve end strength as greater numbers of Reserve Component Marines volunteered for full-time active duty due to the Marine Corps' accelerated build to a 202,000 Active Component Marine Corps.

During the past fiscal year, we accepted the short-term risk in our ability to obtain our Selected Marine Corps Reserve Component end strength of 39,600 as the Reserve accession plans were adjusted and our experienced and combat tested Reserve Marines were encouraged to transition back to active duty to support the build effort, and they responded in force: From 2007 to present, approximately 1,946 Reserve Marines returned to, or are awaiting return to, active duty.

The fact is that the Active Component Marine Corps relies heavily upon augmentation and reinforcement provided by our Reserve Marines. I firmly believe our authorized end strength of 39,600 is still highly relevant and appropriate, and will consequently drive recruiting and retention. This number provides us with the Marines we require to support the Force and to achieve our goal of a 1:5 deployment-to-dwell ratio in the Selected Marine Corps Reserve.

Additionally, it is worth noting, the Marine Corps is on pace to reach an active duty end strength of 202,000 by the end of Fiscal Year 2009, which will enable the Marine Corps to refocus the Reserve recruiting and retention efforts to achieve the expected percentage of authorized Selected Marine Corps Reserve Component end strength. The bonuses and incentives for recruiting and retention provided by the Congress are essential tools for helping us accomplish this goal and I thank you for your continued support.

III. RECRUITING

The Marine Corps is unique in that all recruiting efforts (officer, enlisted, regular, Reserve, and prior-service) fall under the direction of the Marine Corps Recruiting Command.

Operationally, this provides the Marine Corps with tremendous flexibility and unity of command in order to annually meet Total Force Marine Corps objectives.

Like the Active Component, Marine Corps Reserve units primarily rely upon a first term enlisted force. Currently, the Marine Corps Reserve continues to recruit and retain quality men and women willing to manage commitments to their families, their communities, their civilian careers, and their Corps. Despite high operational tempo, the morale and patriotic spirit of Reserve Marines, their families, and employers remains extraordinarily high.

The Marine Corps Recruiting Command achieved 100 percent of its recruiting goal for non-prior service recruiting (5,287) and exceeded its goal for prior service recruiting (2,672 enlisted Marines) during Fiscal Year 2007 and achieved 100 percent of its recruiting goal for non-prior service recruiting (4,235) and prior service recruiting (4,501) in Fiscal Year 2008. As of Feb. 1, 2009, 1,756 non-prior service and 1,227 enlisted prior service Marines have been accessed, which reflects 48 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.

An initiative implemented during June 2006 at Marine Forces Reserve to enhance recruiting efforts of prior service Marines was the Selected Marine Corps Reserve Affiliation Involuntary Activation Deferment policy. Realizing that deployments take a toll on Active Component Marines, causing some to transition from active duty because of high personnel tempo, we continue to offer this program. This program allows a Marine who has recently deployed an option for a two-year deferment from involuntary activation if they join a Selected Marine Corps Reserve unit after transitioning from 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 without sacrificing the ability to build a new civilian career.

Junior officer recruiting and consequently meeting our Reserve company grade requirement remains the most challenging area. Historically, the Active Component Marine Corps has been the source of company grade officers to the Selected Marine Corps Reserve, due to initial active duty contractual requirements of all Reserve-commissioned officers. There are, however, three programs in place now that enable Reserve officer accessions without the typical three to four-year active duty obligation: the Reserve Enlisted Commissioning Program (RECP), the Meritorious Commissioning Program – Reserve (MCP-R) and the Officer Candidate Course – Reserve (OCC-R).

These programs strive to increase the number and quality of company grade officers within deploying Reserve units while addressing our overall shortage of junior officers in our Reserve units. The three programs combined to access 108 Reserve officers during Fiscal Years 2007 and 2008, and are an essential tool to help mitigate company grade officer shortages in the Selected Marine Corps Reserve.

Eligibility for the RECP was expanded to qualified Active Duty enlisted Marines. The MCP-R was established for qualified enlisted Marines, Reserve and Active, who possess an Associates Degree or equivalent number of semester hours. The third program, the OCC-R, has proven to be the most successful as 93 candidates have been commissioned second lieutenants in the Marine Corps Reserve during Fiscals Years 2007 and 2008. We anticipate commissioning between 50 and 75 more second lieutenants through the OCC-R this fiscal year.

The OCC-R focuses on ground-related billets, with an emphasis on ground combat and combat service support within Reserve units that are scheduled for mobilization. The priority to recruit candidates is tied to the Marine Forces Reserve Force Generation Model. Refinement of the OCC-R program to target geographic company grade officer shortfalls is a logical next step.

IV. RETENTION

All subordinate commanders and senior enlisted leaders at each echelon of command are required to retain quality Marines. On a monthly basis, these leaders identify Marines who either have to re-enlist or extend. Identified Marines are counseled concerning the opportunity for their retention in the Selected Marine Corps Reserve.

Enlisted retention trends remain a concern and are being monitored very closely, but were obviously affected by the Active Component 202,000 build. The good news is that the Active Component Marine Corps is no longer making a concerted effort to draw personnel from the Selected Marine Corps Reserve to active duty.

For Fiscal Year 2008, Reserve officer retention remained at the same level as during the previous fiscal year, which was above historic levels.

We continue to offer retention incentives for enlisted Marines in the Selected Marine Corps Reserve, to include the maximum allowable $15,000 Selected Marine Corps Reserve Affiliation Bonus for an initial three-year commitment. We also offer a $10,000 Selected Marine Corps

Reserve Officer Affiliation Bonus for those officers who affiliate with a Selected Marine Corps Reserve unit and agree to participate for three years. I greatly appreciate the continuance of the increased reenlistment incentive initially provided in the Fiscal Year 2008 National Defense Authorization Act.

These incentives are necessary tools to help us retain quality Marines and consequently assist us in achieving an acceptable percentage of authorized Selected Reserve end strength.

I read with interest the Memorandum of July 24, 2008, by Secretary Gates concerning the recommendations of the Commission on the National Guard and Reserves. I am pleased to see the strong emphasis on study of the various recommendations that pertain to the Continuum of Service personnel management construct. As the Continuum of Service concept is refined, it should facilitate the affiliation of prior service Marines into the Selected Marine Corps Reserve as well as retain those who are serving.

V. CONCLUSION

More than seven years into The Long War, the Marine Corps Reserve continues to shoulder the war fighting burden with our Active Component counterparts. Operations Enduring and Iraqi Freedom, as well as support to Combatant Commanders' Theater Support Cooperation Exercises, have required continuous activations of Selected Marine Corps Reserve forces. We'll continue to focus upon the current and future commitments of the Total Force Marine Corps and the corresponding challenges of Reserve recruiting, retention and Selected Reserve end strength to ensure that the Marine Corps Reserve remains ready to fight. Thank you for your continued support. Semper Fidelis.

UNCLASSIFIED

STATEMENT BY

LIEUTENTANT GENERAL HARRY M. WYATT III
DIRECTOR OF THE AIR NATIONAL GUARD

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON PERSONNEL

FIRST SESSION, 111TH CONGRESS

ON

RECRUITING, RETENTION AND END-STRENGTH OVERVIEW

MARCH 3, 2009

NOT FOR PUBLIC DISSEMINATION
UNTIL RELEASED BY
THE HOUSE COMMITTEE ON ARMED SERVICES

UNCLASSIFIED

STATEMENT BY
LIEUTENANT GENERAL HARRY M. WYATT III
DIRECTOR, AIR NATIONAL GUARD

Mr Chairman, members of the committee I wish to thank you for the opportunity to share the story of the men and women of our Air National Guard. Since beginning my assignment one month ago as the 14th Director of the Air National Guard I have worked hard to assess our people, their resources and their equipment. Make no mistake, our Guard Airmen are answering the call—Guarding America, Defending Freedom—from shore to shore and around the globe.

In today's fight, your Air National Guard accounts for 30-percent of fighter, 40-percent of tanker and 30-percent of airlift capability for the Total Air Force. We continue to operate 16 of 18 Air Sovereignty Alert sites, while transforming more than 20-percent of the force into new and emerging mission areas needed by our Combatant Commanders.

The Air National Guard could not succeed at these levels without the continued support of Congress, the American people and the Air Force. We thank you for that support and hope you will continue to stand in our corner as we posture ourselves for the future.

I have been fortunate; the organization I inherited is on a solid course with a strong field-driven approach to strategic planning. Our Adjutants General are actively engaged in the future of the Air National Guard and they are committed to protecting our number one asset—our people—the 106,700 men and women of the Air National Guard.

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. This year, for the first time since 2002, we successfully met end strength in the face of numerous mission changes and high deployment rates. The commitment of our field commanders and their exceptional recruiters were key factors in our recruiting successes. Their partnership with the National Guard Bureau enabled us to remove barriers that traditionally prevented our ability to meet end strength in past years. We continue to build on that

success, but, there are areas we will need to focus on to ensure the overall health of our organization. The strength of the Air National Guard is rooted in the quality of our recruits, our ability to retain them, and, having the right people, in the right place, at the right time.

The quality of our recruits has not declined and our retention rate remains strong at 96.9-percent, the highest of all the services and components. Our challenge as we move forward is our ability to strengthen "effective" recruiting while continuing to meet our end strength goals. By the end of this year we will have in place a field-driven national program to address the challenges of effective recruiting. The continued support of the Air Force, Department of Defense and Congress will undoubtedly shape the foundation of our success. To understand the scope of the issue of effective recruiting, you must first understand the barriers our program has to overcome to be successful. Air National Guard recruiting succeeds in spite of not having in place a personnel strategic plan linking our recruiting and retention program to our organizational strategic plan. We continue to operate on year-to-year execution plan that seeks only to meet end strength. Our goal is a program, vastly different than the one we have today, which addresses effective manning, diversity, and prepares our organization for tomorrow's new and emerging roles and missions.

While our overall recruiting and retention continues to meet and exceed our goals, we show troubling signs in areas such as officer recruiting (currently, 42.1 percent of the year to date goal) and critically manned mission areas our Combatant Commanders need including Health Care Professionals, Chaplains, Engineers, Intelligence, and Mobility aviators. We raised our numbers in the non-prior service market to account for lagging numbers in prior service recruiting. Our advertising to the non-prior service market through radio, theatre, print media and web sites undoubtedly enhanced our recruiting. But, this program also requires additional recruiters, community presence with store front offices and advertising dollars we previously did not require. An unfortunate spin-off of this strategy has placed a burden on Basic Military Training, causing backlogs in that program.

While the non-prior service market remains a priority, we need to increase the emphasis on recruiting the prior service market. Our focus in this area allows us to retain critical skills lost from the active component and save valuable training dollars. In 2008, through the use of our 12 In-Service Air National Guard recruiters strategically placed at active duty bases, the Air National Guard garnered approximately 1,140 confirmed accessions of a total of 5,413 accessions.

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. The Air National Guard saves on average $62,000 in training cost for every qualified member we retain or recruit. Stable funding for the Air National Guard Recruiting and Retention program is critical to our success.

Focusing on the effectiveness of our recruiting allows the Air National Guard to address the Secretary of Defense's renewed emphasis on managing the Reserve Components to provide operational capabilities and strategic depth to meet U.S. defense requirements. It allows us to do so with a force whose cost effectiveness has proven to be 25-percent of its active component.

Our force is not only cost effective and efficient; it is poised to expand in areas such as homeland defense/civil support, increase Air National Guard participation at the Joint Force Headquarters in each state and territory, improve cyber security, and, increase manning to response teams and Chemical Biological Radiological Nuclear Emergency (CBRNE) Enhanced Response Force Packages.

The Air National Guard is critically important to the expanded and enhanced authorities of the Chief, National Guard Bureau and National Guard. Our focus to improving capabilities and fielding dual-use equipment will be a key component to ensuring we meet the Department of Defense's homeland defense priorities and support our nation's governors.

The Air National Guard can and will assist the Air Force as they respond to the needs of the Combatant Commanders in all mission areas including manned and unmanned Intelligence, Surveillance, and Reconnaissance (ISR), cyber security, irregular warfare and building global partnership capacities through state partnership programs and training. Through the effective use of associate organizational constructs we will be able to maximize our impact and contribution to the Total Air Force. These constructs capitalize on the cost effectiveness of the Reserve Component while maximizing the use of our dwindling and aging fleet of aircraft. They also offer us the ability to capture valuable skills for the Total Air Force and ensure their continued availability and contribution.

Recruiting and retention is not our only program to support our Airmen. As part of the National Defense Authorization Act of 2008, we have directed attention towards the Yellow Ribbon Reintegration Program. This program emphasizes the reintegration of National Guard and Reserve members and their families. Our national program consists of informational events and activities through four phases: Pre-deployment, Deployment, Demobilization and Post-Deployment-Reconstitution. We are emphasizing reconnecting members and their families with service providers and understanding their benefits and entitlements. This month we expect to have the contract awarded to begin implementation across all 54 states and territories.

Finally, with the assistance of our Adjutants General and Command Chiefs we began the implementation of a program to honor our Airmen who have been deployed for 30 or more consecutive days. The "Hometown Heroes" program is intended to thank our re-deploying Airmen and their families for their contributions. Our initial efforts are intended to honor more than 70,000 eligible Airmen who met the criteria between 9/11/01 through 12/31/08. By 2010, we expect to have the program fully implemented across the entire Air National Guard. We understand the importance and enormity of this effort and believe it is simply the right thing to do as we seek to take care of our people.

The men and women of the Air National Guard thank you for the cooperation and support you have provided in the past and look forward to working with you as we meet the challenges of the 21st century.

Thank you.

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO THE HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON MILITARY PERSONNEL

UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: AIR FORCE RESERVE Recruiting, Retention and End Strength Overview

STATEMENT OF: LIEUTENANT GENERAL CHARLES E. STENNER, JR.
CHIEF OF AIR FORCE RESERVE

MARCH 3, 2009

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UNITED STATES HOUSE OF REPRESENTATIVES

BIOGRAPHY

UNITED STATES AIR FORCE

LIEUTENANT GENERAL CHARLES E. STENNER JR.

Lt. Gen. Charles E. Stenner Jr. is Chief of Air Force Reserve, Headquarters U.S. Air Force, Washington, D.C., and Commander, Air Force Reserve Command, Robins Air Force Base, Ga. As Chief of Air Force Reserve, he serves as principal adviser on Reserve matters to the Air Force Chief of Staff. As Commander of Air Force Reserve Command, he has full responsibility for the supervision of all U.S. Air Force Reserve units around the world.

General Stenner was commissioned a second lieutenant upon completing Officer Training School in 1973. He has served in various operational and staff assignments, including duty as an F-4C/D pilot, an F-16C pilot and an A-10 instructor pilot and operations officer. He has commanded four operations groups and two fighter wings.

The general is a command pilot with more than 3,500 flying hours in the F-4, A-10 and F-16.

EDUCATION

1972 Bachelor of Arts degree in comparative religions, College of Wooster, Wooster, Ohio
1979 Squadron Officer School, Maxwell AFB, Ala.
1986 Air Command and Staff College, Maxwell AFB, Ala.
1995 Air War College, Maxwell AFB, Ala.

ASSIGNMENTS

1. February 1973 - June 1974, student, undergraduate pilot training, Columbus AFB, Miss.
2. June 1974 - December 1974, F-4 pilot, 426th Tactical Flying Squadron, Luke AFB, Ariz.
3. December 1974 - March 1978, F-4 pilot, 23rd Fighter Squadron, Spangdahlem Air Base, West Germany
4. March 1978 - June 1981, instructor and pilot, A-10 Operational Training Development Team, 357th Tactical Fighter Training Squadron, Davis-Monthan AFB, Ariz.
5. August 1981 - May 1987, operations officer, 45th Tactical Fighter Squadron Grissom AFB, Ind.
6. May 1987 - February 1991, A-10 air operations officer, Air National Guard Air Force Reserve Test Center, Tucson International Airport, Ariz.
7. February 1991 - April 1992, Deputy Commander, Operations, 442nd Tactical Fighter Wing, Richards-Gebaur AFB, Mo.
8. April 1992 - November 1992, Commander, 442nd Operations Group, Richards-Gebaur AFB, Mo.
9. November 1992 - July 1994, Commander, 930th Operations Group, Grissom AFB, Ind.

10. July 1994 - December 1995, Commander, 419th Operations Group, Hill AFB, Utah
11. December 1995 - March 1996, special assistant to the Commander, 944th Fighter Wing, Luke AFB, Ariz.
12. March 1996 - August 1997, Commander, 944th Operations Group, Luke AFB, Ariz.
13. August 1997 - December 1998, Commander, 442nd Fighter Wing, Whiteman AFB, Mo.
14. December 1998 - May 2001, Commander, 482nd Fighter Wing, Homestead Air Reserve Base, Fla.
15. May 2001 - September 2002, Deputy Director, Strategy, Policy and Plans, U.S. Southern Command, Miami, Fla.
16. September 2002 - January 2003, Director, Strategy, Policy and Plans, USSOUTHCOM, Miami, Fla.
17. January 2003 - July 2003, Director, Transformation, USSOUTHCOM, Miami, Fla.
18. July 2003 - September 2003, Director, Operations, Headquarters Air Force Reserve Command, Robins AFB, Ga.
19. July 2003 - July 2006, Director, Plans and Programs, Headquarters AFRC, Robins AFB, Ga.
20. July 2006 - June 2008, Assistant Deputy Chief of Staff, Strategic Plans and Programs, Headquarters U. S. Air Force, Washington, D.C.
21. June 2008 - present, Chief of Air Force Reserve, Headquarters U.S. Air Force, Washington, D.C., and Commander, AFRC, Robins AFB, Ga.

FLIGHT INFORMATION
Rating: Command pilot
Flight hours: More than 3,500
Aircraft flown: F-4, A-10 and F-16

MAJOR AWARDS AND DECORATIONS
Distinguished Service Medal
Defense Superior Service Medal
Legion of Merit
Meritorious Service Medal with silver and bronze oak leaf clusters
Air Force Commendation Medal with oak leaf cluster
Air Force Achievement Medal
Joint Meritorious Unit Award
Air Force Outstanding Unit Award with oak leaf cluster
Air Force Organizational Excellence Award
Combat Readiness Medal with two oak leaf clusters
National Defense Service Medal with two bronze stars
Armed Forces Service Medal
Air Force Overseas Ribbon-Long
Air Force Longevity Service Award with silver and bronze oak leaf clusters
Armed Forces Reserve Medal
Small Arms Expert Marksmanship Ribbon with bronze star
Air Force Training Ribbon

EFFECTIVE DATES OF PROMOTION
Second Lieutenant Jan. 17, 1973
First Lieutenant Jan. 17, 1975
Captain Jan. 17, 1977
Major April 26, 1985
Lieutenant Colonel June 16, 1989
Colonel Aug. 1, 1993
Brigadier General April 3, 2000
Major General Jan. 30, 2003
Lieutenant General June 24, 2008

(Current as of July 2008)

Madam Chairwoman 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 Air Force Reserve is a powerful manifestation of the finest American qualities; pursuit of happiness and dedication to nation. It is an organization of ordinary working people, wedded to the fabric of our great nation through their individual pursuits. Reserve Airmen are linguists, utility technicians, police, railway engineers, entomologists, school teachers, salespeople, analysts, aviators, and nurses, to name just a few. All are dedicated to the greater purpose of serving our nation; all are essential.

The Air Force Reserve provides these dedicated individuals the opportunity to be a citizen and an Airman. Like the Reserve Components from our sister services, we perform the essential task of bringing citizens to service. In doing so we gain from them their civilian skills, capabilities and experience; alternative approaches to solving problems; and expertise and judgment. Civilian employers benefit from Air Force Reservists who are instilled with the enduring values of the Air Force – integrity, service before self, and excellence in all we do.

Secretary of Defense Robert Gates recently remarked that if we are to meet the myriad of challenges facing our nation, we must strengthen and fully integrate other important elements of national power; that military success is not sufficient to win in conflict; that we must urgently devote time, energy and thought to how we better organize ourselves to meet these challenges.

The Air Force is already recognizing the benefits of using all of its resources from the Reserve, Guard, and Regular Components as it increasingly relies on Reservists to support operational missions throughout the world. Moreover, the Air Force is encouraging the Reserve and Guard to integrate more fully with the Regular Air Force in a whole host of missions, adding tremendous value to the forces the Air Force provides to the joint warfighter.

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 a way that meets both their needs and the needs of the nation, is already manifest in the US Air Force everyday -- in the extraordinary Americans of the Air Force Reserve.

I'm proud to serve along side 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 career and employer. I will work to eliminate barriers of 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 eight years, the Air Force Reserve has exceeded its recruiting goals. Our success in great part has been due to the accessions of experienced Regular Air Force members upon completion of their active duty commitments. Indeed, recruiting highly trained individuals is essential to lowering training costs for the Air Force Reserve. For the past couple of years we have been able to recruit experienced Airmen from the Regular Air Force as a result of force structure changes and program budget decisions.

We no longer have the luxury of large numbers of experienced Airmen leaving Regular service. As both the Regular Air Force and the Air Force Reserve once again build end strength, we expect we will face some recruiting challenges in the near future: not only will the Air Force Reserve

have access to fewer prior service members, but we will be competing with all other services for non-prior recruits.

We are also facing challenges with retention. The Air Force Reserve continued to execute force structure changes in FY 2008, to include BRAC and Total Force Initiatives, which prompted a reduction of over 7,000 positions. As a result, we again missed our historical officer and enlisted retention targets but met end strength requirements. Second Term reenlistments and extensions fell slightly for the third straight year–we also attribute this to the large population of Airmen affected by the Air Force drawdown over the past few years. There is, however, a bright spot: in Fiscal Year 2008, for the first time in three years, we saw a dramatic upswing in reenlistments/extensions for First-Termers and a modest gain for Career Airmen.

Nevertheless, our forecast models indicate that we will continue to face challenges. Accordingly, as outlined in our Air Force Reserve priorities discussed below in greater detail, we are striving to improve Reserve Airmen awareness of benefits, incentives and policies affecting deployments; we are emphasizing the importance of the Employer Support of the Guard and Reserve (ESGR) program and the Yellow Ribbon Reintegration Program (YRRP); and we are striving to better understand this very complicated dynamic by surveying the attitudes and beliefs of our Airmen on the array of policies, benefits and incentives that affect them to determine what appropriate adjustments can be made to improve our retention outlook. The Department of Defense and the Air Force have improved our ability to make deployments more predictable. And as I discuss below, I believe we need to take a hard look at the number of Airmen held in Reserve.

I am confident that as we act on not only our Air Force Reserve priorities, but those of the Air Force and the Department of Defense, and 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.

PRESERVING, LEVERAGING AND IMPROVING AIR FORCE RESERVE VALUE AND OUR PRIORITIES

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.

Airmen of the Selected Reserve remain mission-ready, training to the same standards and maintaining the same currencies as those in the Regular Air Force, and are capable of deploying within 72 hours of notification. These Airmen provide the insurance policy the Air Force and the nation need: a surge capability in times of national crises.

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 Airman to one Regular Airman.[1]

The Air Force leverages the inherent value of the Air Force Reserve in furtherance of its priorities, which are to: reinvigorate the Air Force nuclear enterprise; partner with the joint and

[1] FY08 Budget, figures derived form 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 percent 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 percent.

coalition team to win today's fight; develop and care for Airmen and their families; modernize our air and space inventories, organizations and training; and recapture acquisition excellence.

Preserving, utilizing and improving this value in pursuit of Air Force priorities underlie each of our Air Force Reserve priorities. We must provide an operational, combat ready force while maintaining a strategic reserve. We must preserve the viability of the triad of the relationships Reservists must sustain with their families, the Air Force Reserve and their employers. We must broaden Total Force Initiatives. And we must modernize our equipment and facilities. Each of these priorities is vital to preserving our value and sustaining our forces as we meet the needs of the nation.

OPERATIONAL, COMBAT READY FORCE WHILE MAINTAINING A STRATEGIC RESERVE

The Air Force Reserve is first and foremost a strategic reserve, providing the Air Force with a surge capacity in times of national crisis. Over time, the Reserve has become a mission-ready reserve force capable of serving operationally throughout the world. Since Desert Storm, Air Force Reserve Airmen have been continuously engaged around the world supporting ongoing contingencies, serving side by side with the joint team.[2]

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[2] Airmen of the Selected Reserve are mission-ready, capable of performing on-going operations. Collectively, they have met the operational needs of the Air Force for decades–largely through volunteerism, but also through full-time mobilization. For example, Reserve and Guard Airmen have continuously supported Operation Coronet Oak in Southern Command year-round, 24/7, since 1977. 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, more than any other time, now relies on members of the Reserve and Guard to meet its operational requirements around the globe.

Our Reserve community continues to answer our nation's call to duty with large numbers of volunteer Reservists providing essential support to Combatant Commanders. Forty-six percent of the Air Force's strategic airlift mission and 23 percent 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.

In Operations Enduring and Iraqi Freedom, Reserve C-130 crews flew over 6,000 hours in 2008; Reserve F-16 and A-10 crews flew over 3700 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.

The Air Force Reserve maintains sixty percent 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 39 percent of each AEF rotation and fulfill 12 Tanker Airlift Control Center tasked

Using Reservists in operational missions makes sense: it leverages the experience and comparatively lower costs of a predominantly part-time force. Moreover, it improves relationships between Regular Air Force and Air Force Reserve members--it gives Airmen of each component an opportunity to demonstrate their capability and relevancy to each other, as well as sister Services and coalition forces; it provides Airmen of each component the opportunity to lead each other. Equally

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AE channel missions each quarter--all on a volunteer basis. On the home front in 2008, the Air Force Reserve provided 21 of 24 AE crews, 88 percent of the mission requirement, for the response to Hurricane's Ike and Gustav. Additionally, the Reserve provided 4 standby crews, 100 percent of the mission requirement, in support the Democratic and Republican National Conventions.

In 2008, the men and women of our Combat Search and Rescue 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 745 hours and saved more than 300 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.

The Reserve made use of its organic ISR and fire fighting capabilities to protect the lives and property of our citizens threatened by an especially severe fire season. Defense Support to Civilian Authorities engagement started with planning and directing exploitation and analysis of the first Global Hawk imagery to support Incident Analysis & Assessments. In fact, the first Distributed Ground System Mission Commander was an Air Force Reserve Officer that directed analysis of the areas devastated and movement of the fire lines. Aircrews in the 302nd Air Expeditionary Group (AEG) flew more than 980 airdrops and delivered in excess of 1.3 million gallons of fire retardant to help firefighters on the ground and mitigate further damage and destruction. The AEG is a Joint unit made up of eight C-130 Hercules aircraft equipped with the Air Force Modular Airborne Fire Fighting System, six Marine Corps helicopters, and two Navy Reserve helicopters. Two of the C-130s belong to the Air Force Reserve's 302nd Airlift Wing at Peterson Air Force Base, Colorado: Reserve and Guard personnel helped fight the more than 2,000 fires that ravaged the California wilderness this past summer.

The Air Force Reserve provides 100 percent of the airborne weather (hurricane hunting) capability for the Department of Defense. This past hurricane season tied as the fourth most active with 16 named storms and five major hurricanes. Throughout the year, Air Force Reserve "Hurricane Hunters", C-130J aircraft flown by citizen Airmen of the 403rd Wing at Keesler Air Force Base, Mississippi flew over 1,000 hours, collecting life-saving data that was sent directly to the National Hurricane Center in Miami, Florida, contributing to better forecasts and landfall predictions. Following the end of the hurricane season in the Caribbean, the 403rd deployed 2 aircraft and 4 crews to the Pacific region to continue its support of storm research.

In addition to our hurricane mission, the Air Force Reserve provides 100 percent 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. In 2008, 192 intelligence personnel 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.

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.

important, operational duty provides Reserve Airmen the benefit of operating as a member of the joint team in diverse environments. Operational taskings also improve unit morale and enhance unit pride–important factors in achieving and sustaining high performance.

Yet, for all of our operational capability and contributions, we must not lose sight that we–along with our Air National Guard brothers and sisters–are also a strategic reserve that must be available to surge in times of national emergency. For us to serve as both an operational and strategic reserve, it is critical that we find the right balance between the two. Too few Reserve Airmen means a higher operational tempo for all Airmen–Regular or Reserve; it means less capacity to surge in times of national emergency; it means exhausting our people and jeopardizing the cornerstone of Air Force Reserve service.

We are now 18 years in continuous combat operations, and in our eighth year of Operation Enduring Freedom; soon to be in our sixth year of Operation Iraqi Freedom. By any measure, our Airmen are performing admirably. But, our retention rates are dropping, our experience levels are dropping, indeed the Air Force is "going deep" into the Inactive Ready Reserve and Retired Reserve with its Limited Pilot Recall Program. Are these anomalies that can each be explained; or are they the signposts of a more serious problem? My concern and challenge, indeed our collective challenge, is to ensure we are able to refocus, reconstitute and recapitalize while remaining engaged in the full spectrum of operations- in a word, our efforts must be "sustainable" over the long run.

Volunteerism is vital to the overall capability of not just the Air Force Reserve, but the entire Air Force– today we meet roughly eighty percent of our taskings through volunteerism. Without it, I do not believe we can sustain this level of commitment indefinitely. From this essential fact flow all of my other priorities.

PRESERVING THE VIABILITY OF THE RESERVE TRIAD
(Family, Air Force Reserve and Employer)

Air Force Reserve Airmen must strike a balance between their commitments to the Air Force, their families and their civilian employers, i.e. their main source of income. We must be ever mindful of these commitments and the balancing act our Reservists undertake to sustain these relationships. We must strive to preserve these relationships through open communication with each of these essential partners. And, we must strive to provide predictability in deployments, and parity with benefits. Doing so is critically important in ensuring we provide ready and capable Reserve Airmen to the nation.

This past year, the Air Force Reserve has endeavored to improve communication with Reservists by rolling out awareness campaigns concerning the differences in benefits Congress has provided over the past few years, and how these accrue for those who voluntarily deploy and those who are mobilized. We have also put a spotlight on other important benefits such as reduced eligibility age for retirement pay, improved availability of health benefits, and lower premiums for TRICARE Reserve Select. We have begun surveying focus groups within the Air Force Reserve to better understand the needs of our Reservists and whether we are meeting these needs. And I personally send emails to all of our Selected Reserve members to highlight important issues concerning their service. In the coming months, as we learn more, we will be rolling out an awareness campaign on the Post 9/11 GI Bill and how it works vis-à-vis other education benefits.

We have worked with the Small Business Association to provide Reservists and Employers awareness of improved access to increased, uncollateralized, low interest loans that Congress authorized last year. We have made it a point to educate our Airmen about the importance of the ESGR program, and we have asked that they nominate their employers for ESGR recognition and take time to accurately fill out employer data in the DoD employer database. I am pleased to report that we have increased our nominations by 149 percent this past year.

We are moving ahead with implementation of the Air Force Reserve Yellow Ribbon Reintegration Program (YRRP) to support Reserve members and their families throughout the entire deployment cycle. Prior to the enactment of this program, Air Force Reserve Wings dedicated time and a notable level of effort to support their deploying Airmen and families, as evidenced by the number of deployment support and reintegration activities in the past. In 2008, the Air Force Reserve hosted 58 YRRP events that served over 1,250 Airmen and 500 family members.

In addition, the Air Force Reserve Command has formed a Yellow Ribbon Reintegration Office. This multi-functional team has begun identifying challenges, assessing strategic, operational and fiscal gaps, and evaluating effective and implementable options. We're working towards full implementation of Department of Defense directives.

In the future, the Air Force Reserve will publish an overarching YRRP strategy that optimizes benefits to service members and their families. A key component of this strategy will be to support and unify the current independent efforts, and identify the successes of those efforts.

As a Total Force, we continue to work through Continuum of Service challenges to better enable varying degrees of service commitment that members can provide as their life circumstances change throughout their career. The Air Force and the Air Reserve Components are taking a coordinated approach to identifying the issues that make reserve component members disinclined to frequently volunteer for active duty tours. We're identifying barriers and options for reducing or removing impediments to service. These impediments range from financial, cultural, technological to policy and legislative. Through this program the services have thus far identified dozens of impediments, three of which were mitigated by improving policies concerning enlisted promotion, chaplain service age waiver, and security clearances. Although still in its formative stage, the Air Force – developed CoS Tracking Tool is gaining wider DoD acceptance and we hope will continue to gain momentum as all services look to act on this important reform initiative.

Thanks to the help of this committee, the FY 2008 National Defense Authorization Act included legislation to authorize reimbursement of travel expenses not to exceed $300.00 for certain Selected Reserve members who travel outside the normal commuting distance because they are assigned to a unit with a critical manpower shortage, or assigned to a unit or position that is disestablished or relocated as a result of defense base closure, realignment or another force structure reallocation. Because of this authorization, the Air Force Reserve has been able to retain trained and qualified personnel, rather than having to recruit and train new personnel.

BROADEN TOTAL FORCE INITIATIVES

The Air Force leverages the value of its reserve components through association constructs. The basic model is an associate wing in which a unit of one component has primary responsibility for operating and maintaining equipment (such as aircraft), while a unit of another component (Air Force Reserve, Air National Guard, or Regular Air Force) also operates and maintains that equipment.[3]

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[3] 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 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 also established its first Intelligence Squadron Association with the 50th Intelligence Squadron at Beale Air Force Base, California. This unit of Reserve and Regular Airmen delivers 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 is considering additional associate intelligence units for Beale and Langley Air Force Bases. 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.

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

This arrangement effectively places more people against a piece of equipment, thereby gaining more utility from each piece of equipment, and the ability to surge as needed, and pull back when not.

Beyond fiscal efficiencies, however, associations use the inherent values that each component brings to the mix. For example, less experienced Airmen from Regular Air Force can be more favorably balanced against higher experienced Reserve Component Airmen. Moreover, these constructs can foster mutual respect among components, and can lead to a cross flow of ideas. Regular Air Force Airmen can bring a wider perspective of Air Force operations to an associate unit based on their ability to change assignments on a regular basis. For their part, Reserve Airmen lend stability and continuity to the organization and the mission. The ultimate goal is to provide the Air Force and COCOMs the best possible capabilities with fewer physical resources by leveraging the combined resources of the Regular Air Force, Air National Guard, and Air Force Reserve.

The Air Force has been using associations modestly, with varying degrees of success, since 1968, primarily in the air mobility missions. However, during the last five years we have aggressively pursued fundamental change to maintain our war fighting capabilities. Our central strategy is to use integration/association initiatives to leverage the strengths of all three components to make one strong Air Force in many mission areas. Failing to consider the Air Force holistically

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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.

risks unbalancing the contributions of each component, which are central to the success of the efficient and effective delivery of combat capability to the war fighter.

Associations also present new challenges in the way we develop plans to meet the needs of combatant commanders. It used to be, and in some cases still is, that our mobilization plans were developed for a unit and its equipment to deploy together in support of a given operations plan. Associations now must be worked into those plans. We have made progress in developing war mobilization plans that deploy equipment separately from the units that deploy. But we will undoubtedly encounter difficulties in the execution of these plans. We still will have to find the sweet spot in the Regular Air Force/ARC manpower mix when allocating our people against various missions within the Air and Space Expeditionary Force construct. We will have to determine how long and how best to access ARC personnel–i.e., mobilize or volunteer–to meet that mix so that we can give combatant commanders the most effective force. And we should consider measuring taskings by associations instead of wings.

If it is to succeed, the Air Force must educate Airmen about the unique challenges of associations– at all levels, within and among each of the components. Advancement within each service is premised upon joint education and experience; advancement should also be premised on joint component education and experience. Candidates for leadership in associations should be screened and selected based on their experience and abilities to lead and work well with other components.

Force integration is not a process unto itself; it has a purpose, an end state. Properly understood, an integrated force is a unified, harmonious, effective entity. We are merely at the beginning of this process; it will take many, many years before we approach the end state. We must look beyond the fiscal efficiencies touted as the basis for our undertaking, roll up our sleeves, and get

to the hard work needed to make us a more effective combat force. Should we do so, we will some day look about us and recognize a truly integrated Air Force.

MODERNIZE EQUIPMENT AND FACILITIES

The Department of Defense's goal is to fully equip Reserve Component units, thereby providing a trained and ready force at every stage of the service's force rotation plan. The Air Reserve Components, along with the Regular Air Force, face significant modernization and recapitalization challenges, for both our aircraft and infrastructure. Some Air Force Reserve platforms remain out of the fight due to lack of defensive and countermeasure systems needed in the CENTCOM Theater, including some of our C-5A, A-10 and C-130 aircraft. In addition, as with the Regular Air Force, we are facing unpredictable fatigue, corrosion, and structural component availability concerns on platforms that even our superior maintainers cannot correct forever, as we have seen in our C-5, KC-135 and A-10 fleets. While we continue to meet the requirements of the Air Force and the Joint team, the current high operations tempo has led to our current reality – the increasing uncertainty of our long-term fleet viability. Similarly, continued risk in the Air Force Military Construction (MILCON) program has caused a significant growth in the Air Force Reserve Command's facility project backlog. Timely modernization is critical to remaining a relevant and capable combat ready Reserve force.

NGREA

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 2009, we received $37.5 million in NGREA appropriations which resulted in the Air Force Reserve Command's ability to purchase additional upgrades for Reserve owned equipment. Some of the items that we purchased using NGREA funding include: Defensive Systems for C-5s, Line of

Sight/Beyond Line of Sight capability and new upgraded radar for our C-130 aircraft, and an upgrade to the F-16 Commercial Fire Control Computer. Many of 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 thank you for your support with this critical program.

MILCON AND FACILITIES MODERNIZATION

Along with challenges in modernizing our equipment, we face challenges modernizing our facilities. During the FY 2008 budget formulation, both the Regular Air Force and the Air Force Reserve took risk in MILCON appropriation in order to fund higher priorities. This drastic reduction coupled with past shortfall funding in MILCON has resulted in a backlog nearing $1 Billion for the Air Force Reserve.

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

CONCLUSION

Madam Chairwoman and Members of this Committee, I am excited to have been able to take on this role as Chief of the Air Force Reserve and Commander of 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. Over 67,000 strong, we are a mission-ready reserve force capable of serving operationally through out the world with little or no notice.

The rapidly changing security and economic environment will cause Congress, the Department of Defense, and the Air Force to make some difficult choices in the year ahead. The Air Force Reserve is highly experienced, cost-effective force provider well-suited for this challenge. I

submit it is a hedge against the uncertainties we are facing for which you pay a relatively small premium. I firmly believe paying this premium will enable the Air Force to achieve its force integration goals and address not only its priorities, but also help Congress address the more pressing issues we will face as a nation in the years to come.

I appreciate the support of this committee for the authorization and legislation it provides to our readiness and combat capability. I look forward to working with each of you in the future on the challenges facing the Air Force Reserve, the Air Force, and the nation.

U. S. Department of Homeland Security
United States Coast Guard

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DEPARTMENT OF HOMELAND SECURITY

U. S. COAST GUARD

WRITTEN TESTIMONY OF

REAR ADMIRAL DANIEL R. MAY
DIRECTOR OF RESERVE AND TRAINING

ON THE

COAST GUARD RESERVES:
RECRUITMENT, RETENTION, AND END STRENGTH

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON MILITARY PERSONNEL

MARCH 3, 2009

Good afternoon, Chairwoman Davis, Congressman Wilson and distinguished members of the House Armed Service Subcommittee. It is a pleasure to have this opportunity to appear before you today to discuss the Coast Guard Reserve, its contribution to National Defense and Homeland Security, the issues that face the men and women of our Coast Guard Reserve and the Coast Guard's ability to sustain the high level of quality staffing we currently have.

As you know, as one of the five Armed Forces of the United States, the Coast Guard has a long and distinguished history of service at home and abroad as a military, maritime, multi-mission service always ready for all threats and all hazards. Because of its mix of military and civil law enforcement authorities, the Coast Guard is uniquely positioned to serve as the Lead Federal Agency for Maritime Homeland Security while acting as a supporting agency to the Department of Defense (DoD) for National Defense. Founded in 1941, the Coast Guard Reserve is the force multiplier for the operational Coast Guard, due in part to the complete integration of our Selected Reserve Force into active component units during the last decade. In fact, over 85 percent of our 8,100-member Selected Reserve Force is directly assigned to active Coast Guard shore units, where Reservists hone readiness skills through classroom instruction and on-the-job training side-by-side with their Active Duty counterparts. The remainder of our Selected Reserve Force is dedicated primarily to supporting Defense Operations. The majority of these reservists are assigned to our eight deployable Port Security Units (PSUs) which are staffed by Reservists and Full Time Support personnel; the PSU's principal mission is to support the Combatant Commanders in strategic ports of debarkation overseas. The remaining personnel are assigned to DoD units, such as the Maritime Expeditionary Security Squadrons and Combatant Commanders' staffs.

INTEGRATION:

The strength the Coast Guard gained through integration in the 1990s was the creation of this Operational Reserve Force. Although just less than one-fourth the size of the Active Duty component at approximately 8,100 personnel, this operational reserve force acts as a surge capability ready and able to respond to any national or domestic contingency. They responded magnificently to the attacks of September 2001, and all contingency operations that have followed. Since 2001, cumulative recalls of Coast Guard Reservists under Title 10 of the U.S. Code have totaled over 6,800, with Reservists serving at home as part of the Coast Guard's Maritime Homeland Security mission and overseas in direct support of the Combatant Commanders. The majority of those recalled served domestically as members of Coast Guard units safeguarding ports and waterways alongside 95,000 miles of U.S. coastline or enforcing security zones in strategic outload ports on the Atlantic, Pacific and Gulf Coasts where supplies and equipment for combat forces begin their journey overseas. Coast Guard Reservists have also served overseas since September 2001 as members of PSUs operating in Iraq, Kuwait and Bahrain and as individuals supporting Coast Guard units in the region, including cutters under U.S. Fifth Fleet. At the height of IRAQI FREEDOM combat operations in early 2003, about half the approximately 1,250 Coast Guard personnel deployed overseas were Reservists.

POST 9/11:

Since September 2001, when we embarked on the largest mobilization of Coast Guard Reservists since World War II, we have redoubled our efforts to capture and capitalize on those lessons learned to further improve readiness and ensure a Reserve Force with the right people, skills, and training for the missions of the 21st century. We have examined our systems for recruiting, training, mobilizing, and demobilizing Reservists to identify and close readiness gaps. More significantly, we undertook a comprehensive review of the Coast Guard Reserve

that resulted in our Commandant, Admiral Thad Allen, issuing a Policy Statement that embodies the three core strategic functions of the Reserve Force; *Maritime Homeland Security, Domestic and expeditionary support to National Defense,* and *Domestic man-made or natural disaster response and recovery.* The individual competencies required to support these core functions center on boat operations, contingency planning and response, expeditionary warfare, law enforcement, marine safety, and port security with appropriate force levels invested in the administrative and logistical support our Reserve Force requires.

TITLE 14:

None of this represents a radical change for the Coast Guard Reserve, but rather an affirmation of the vital role our Reservists play as the Coast Guard's operational surge force. One key component of that ready surge force is availability and accessibility of individuals for mobilization. As with members of the other Reserve Components, our reserve men and women are subject to involuntary mobilization under Title 10 for national security contingencies. However, unlike members of the other Reserve Components, Coast Guard Reservists can also be involuntarily mobilized by the Secretary of Homeland Security under 14 USC 712 for up to 60 days at a time for domestic contingencies, including natural and man-made disasters and terrorist attacks. This unique authority provided under Title 14 has been used over a dozen times since the 1970s to mobilize Coast Guard Reservists for a wide range of emergencies ranging from the 1980 Mariel Boat Lift to floods, hurricanes and other natural disasters.

In 2005, it was this special authority used by the Secretary of Homeland Security, that allowed the Coast Guard to mobilize approximately 700 members of the Coast Guard Reserve for Hurricanes Katrina and Rita, providing a ready force for rescue and recovery operations in New Orleans and the stricken areas of the Gulf Coast. It was used again this past year for nearly 70 members in response to Hurricanes Gustav and Ike. In all, members of the Coast Guard Reserve mobilized under Title 14 for Hurricanes Katrina and Rita performed nearly 20,000 person-days of duty in support of Coast Guard rescue and recovery operations. Most served alongside their active-duty counterparts as individual augmentees. For instance, several Reservists assigned as Coast Guard Investigative Service special agents were mobilized to augment active-duty and civilian agents deployed to New Orleans, Baton Rogue, and Gulfport, where they provided armed security for senior officials and personnel disbursing cash to Coast Guard members. In addition to individual augmentees, the Coast Guard also activated two PSUs to provide physical security in New Orleans and Gulfport, and to aid in the distribution of relief supplies, a departure from their normal mission of deploying overseas in support of Defense Operations but a testament to the ability of our Reservists to mobilize when and where needed to plus-up Coast Guard forces responding to an emergency.

Recent legislative changes have also provided an increased capability of our Coast Guard Reserve. The Coast Guard and Maritime Transportation Act of 2006 expanded the Secretary of Homeland Security's Title 14 recall authority to permit mobilization of Coast Guard Reservists "to aid in prevention of an imminent serious natural or manmade disaster, accident, catastrophe, or act of terrorism." Other language included in the bill extended the limits on the period of recall to not more than 60 days in any four-month period and to not more than 120 days in any two-year period. This significantly enhanced our ability to mitigate major natural disasters and thwart terrorist attacks by enabling us to bring Coast Guard Reservists on active duty even before disaster strikes.

ORGANIZATION STRUCTURE:
A major component of the Coast Guard's success in responding to disasters is the Coast Guard's decentralized command and control structure. The authority and responsibility to move forces, including Reservists, establish response readiness levels, and direct operations is vested in the regional District and Area Commanders. This provides the most direct oversight of operations at the field level and avoids delays caused by unnecessary and time-consuming bureaucratic processes. However, the most important factor contributing to the Coast Guard's effectiveness in disaster response is the fact that our forces are engaged in this type of mission on a daily basis. As the nation's maritime first responder, Coast Guard men and women, Active, Reserve, Civilian, and Auxiliary plan for, train and execute missions every single day.

DOD IN DESIGN:
The Coast Guard also possesses several unique features that help to integrate its efforts with those of the DoD, other Federal agencies, the National Guard, and state and local authorities. Because the Coast Guard is at all times a branch of the military, our communications systems, planning processes, personnel training and even our command structures have much in common with the DoD Services. Coast Guard commanders can be either supported or supporting commanders for military operations, and we have extensive experience working in and with DoD Joint Task Force Headquarters. This allows for easy integration of forces and unity of effort when working together during major catastrophes. Today, tour coordination with DoD is the best that it has been since World War II with numerous Active Duty and Reservists assigned at our Combatant Commands and various other DoD organizations providing key skills in support of our nation's defense.

JOINT FORCES:
The Coast Guard has excellent working relationships with all of the Armed Forces, providing support and leveraging expertise through mutual agreements. At Marine Corps Base Camp Lejeune, North Carolina, the Coast Guard partnered with the Marine Corps to develop the Coast Guard Special Mission Training Center which is tasked to provide training, doctrine, and testing/evaluation in support of mission requirements of the Coast Guard, Navy, and Marine Corps operational forces. The Special Mission Training Center offers specialized courses for Coast Guard Reserve deployable units, and inclusion of Coast Guard personnel in formal training conducted by the Navy and Marine Corps.

In today's joint environment the spirit of cooperation and common purpose is exceptionally high. The Coast Guard welcomed the opportunity last May to participate in PATRIOT HOOK when PSU 312 working jointly with the 452nd Air Lift Control Flight, leveraged the opportunity to complete required underway live fire, anti-swimmer grenade training, and rehearsal of the movement of personnel and equipment by land and air. During the four-day exercise, held at San Clemente Island, over one-half million pounds of cargo is transported by the U.S. Air Force from various airfields to San Clemente Island.

INTERAGENCY:
In addition to our work with DoD, the Coast Guard works on a daily basis with other Federal, state, and local partners. The Service's Ports, Waterways and Coastal Security mission requires the Coast Guard to interact daily with state and local law enforcement and emergency response organizations, exercising command structures and building the trust critical to effectively execute an emergency response. Coast Guard Captains of the Port provide a critical link through Local Emergency Planning Committees, Area Maritime Security Committees,

Harbor Safety Committees, Area Planning Committees, Regional Response Teams, and other venues that allow the Coast Guard to build close relationships with key partners in disaster response. Because of the integrated nature of the Coast Guard, individual Reservists play a key role in these efforts. Their dual status as Coast Guard members and residents of their local communities frequently enables them to leverage organizational and personal relationships that yield immeasurable benefits during a crisis situation.

The Coast Guard has built on these important relationships to improve our emergency response capability by actively working to implement the National Response Framework (NRF). Since 1996, the Coast Guard has trained thousands of personnel, including Reservists, on the Incident Command System, a central component of the NRF and updated its full range of contingency plans to reflect the guiding principles of the NRF. Additionally, the Coast Guard has realigned and combined operational field units to provide full integration of emergency response capabilities, and directly support staffing for Joint Field Offices, when those entities are in place.

WORKFORCE:
Staffing the Coast Guard Reserve workforce is unique to the services as Reserve and Active Duty recruiting for the Coast Guard is conducted through a single Recruiting Command. The Coast Guard Reserve supplements Recruiting Offices with Reservists on Active Duty (Temporary Active Reserve Recruiters – TARRs) under the concept that Reservists are best suited to recruit Reservists. In addition to the Reserve recruiters, the Recruiting Command has found success in the use of In Service Transfer Teams (ISTT) to ensure that all Active Duty personnel that are being released from active duty are briefed on the benefits of the Coast Guard Reserves, and offered an opportunity join and continue with their military career within the Reserves.

RETENTION
Retention in the Coast Guard Reserve in FY 2009 is at 92 percent for officers and 88 percent for enlisted personnel, up respectively from 89 percent and 87 percent in fiscal year 2007. These retention rates indicate that members see the Coast Guard Selected Reserve as an attractive option and, once they join, they want to continue serving. It has not been determined that the economy is a factor in retention as retention for the Coast Guard Reserve was high before recent economic downturns.

EMPLOYER SUPPORT OF THE GUARD AND THE RESERVE
The Coast Guard is actively engaged with Employer Support of the Guard and the Reserve (ESGR). In February 2008, five Coast Guard Commands signed a pledge of participation in recognition of ESGR's contribution to the Armed Services. Following up on that pledge, the Coast Guard Reserve actively engaged Reservists to nominate employers for the Secretary of Defense's Freedom Award resulting in a substantial increase in nominees over the previous year. ESGR, working with Coast Guard Reserve, saw a positive trend of a steady decline of cases referred to ombudsman.

IMPROVED BENEFITS:
The 2008 National Defense Authorization Act along with changes to DoD and Coast Guard policy provided improved benefits for members of the Coast Guard Reserve. New dwell time policy established a 12-month limit on mobilization improving predictability for members,

families and employees. TRICARE benefits provide for up to 90-days early access to TRICARE medical and dental care when members are notified of upcoming deployments. TRICARE Reserve Select extends insurance benefits to Reservists not on active duty. The Coast Guard initiated an annual Periodic Health Assessment that will replace the previous five year medical exams making them mandatory for all personnel, Active and Reserve.

CHALLENGES:

The Coast Guard has demonstrated its ability to prepare for and respond to a wide range of contingencies, including natural disasters and terrorist attack, while executing more routine missions, such as maritime law enforcement and search-and-rescue. To continue to meet these challenges into the future, the Coast Guard continuously examines best practices and takes steps to adapt. In 2008 the Coast Guard Reserve Program developed an initiative called the Reserve Force Readiness System (RFRS) aimed at increasing readiness of Coast Guard Reserve forces. Under RFRS, existing billets will be realigned at the operational level providing improved oversight, day to day management, and readiness of our reserve forces. This new organizational construct will also provide additional leadership opportunities for senior reserve personnel (officer & enlisted), provide increased mentorship, and training for junior personnel, and optimize the placement of Full Time Support personnel (FTS).

The Coast Guard is the nation's premier maritime law enforcement agency with broad, multi-faceted jurisdictional authority. It is on behalf of the men and women of the Coast Guard that I thank you for your continued support of the Coast Guard and the Coast Guard Reserve.

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

WITNESS RESPONSES TO QUESTIONS ASKED DURING THE HEARING

MARCH 3, 2009

RESPONSE TO QUESTION SUBMITTED BY MR. JONES

Dr. GILROY. 42,600 Servicemembers have been clinically diagnosed with Post Traumatic Stress Disorder following a deployment to Operation Enduring Freedom/ Operation Iraqi Freedom between October 1, 2001 and December 31, 2008. [See page 15.]

QUESTIONS SUBMITTED BY MEMBERS POST HEARING

MARCH 3, 2009

QUESTIONS SUBMITTED BY MRS. DAVIS

Mrs. DAVIS. There has been a suggestion that the reserve components have the capability to begin basic training programs and allow newly accessed service members the opportunity to delay attendance at active duty schools when class slots are not available. This would allow active duty training schools to design abbreviated courses for such members and reduce waiting times and student loads at the active duty schools. All Panel Members, is there an opportunity to save time and resources for training of new accessions by developing a hybrid training program to begin basic training within the reserve units and have the active component schools complete the training using an abbreviated schedule?

Dr. GILROY. Office of the Under Secretary of Defense (Personnel and Readiness) does not have visibility into the Services training syllabus. And since the Reserve Components determine student availability, we defer to the Services on this question.

General ROCHELLE. The Training and Doctrine Command (TRADOC) and the Army National Guard (ARNG) are developing a pilot program for evaluating a split base training program between ARNG units under the Recruit Sustainment Program (RSP) and an active Army Training Center. The objective of the RSP is to retain and engage new recruits by providing preparatory military training prior to attending Basic Combat Training (BCT). The intent of the Pilot program is to leverage the basic combat skills received from the RSP in order to shorten the duration of basic training. This program involves only the ARNG and not the Army Reserve. TRADOC and the ARNG are looking at the feasibility of this program through a cost benefit analysis.

Admiral FERGUSON. Navy approaches training for the Total Force by providing the same training to both Active and Reserve enlisted Sailors. This produces Sailors that are trained alongside one another in common accession and skill training programs so they may be fully integrated into the Navy whether sent to a first active duty assignment or placed in drill status within the reserve component. This approach enables these fully trained Reservists to be qualified to immediately fill billets within their Reserve units and have completed sufficient active duty service for deployment eligibility. Development of a hybrid training program would be a step backward and likely increase costs related to conducting support for additional training tracks. Navy used a similar approach before 2006 when non-prior service Reserve recruits were sent to a shortened basic training course, then completed skill training with their Reserve units. However, Navy found that higher attrition resulted among these new Reserve Sailors due primarily to dissatisfaction with the lengthy time required to fully qualify in their rating. Costs associated with support for today's integrated Active/Reserve training approach are an investment in our young enlisted Sailors and are viewed as critical to Total Force mission success.

General COLEMAN. The Marine Corps does not believe that time or resources can be saved by implementing hybrid training programs for our Reserve component members. The Marine Corps has long maintained a single standard for basic training and follow-on school training. Deviating from this standard by having Reserve members undergo modified curricula will, ultimately, detract from our Total Force competency and require the expenditure of additional time and resources ensuring our Reserve members are of the same professional caliber as our regular component members.

General NEWTON. The Air Force Reserve (AFR) and Air National Guard (ANG) both have a program where the potential applicant signs a split-training agreement prior to enlistment. Once enlisted, the member will attend Basic Military Training on his/her chosen departure date. If the AFR or ANG cannot secure a technical training school for the member while at Basic Military Training, the member will return to home unit until a technical training school can be secured. However, if the AFR or ANG can secure a technical training school then the member will go directly from Basic Military Training to technical training school if at all possible without returning to their home unit.

There is no opportunity to shorten courses specifically for reserve components. The AFR, Active Duty Air Force and Air National Guard are a Total Force and train

to the same level of readiness. All members must attend and complete required training in order to be fully successful in their career field, and most importantly to be mission ready at all times.

Mrs. DAVIS. The initial budget submission just received suggests that the pay raise proposed for fiscal year 2010 will not be the enhanced raise with the .5 percent above the Employment Cost Index that the Congress has adopted over the past 10 years. All Panel Members, the Subcommittee understands that you do not believe the absence of the enhanced pay raise will have an effect on recruiting. Do you also believe that the absence of the enhanced pay raise will also not have an effect on retention?

Dr. GILROY. The Department believes that the absence of an additional 0.5 percent pay raise in FY 2010 will not impact retention. FY 2009 retention has been strong in the active force, with all Services having met or exceeded their overall retention missions. We anticipate continued strong retention for the foreseeable future. All Services continue to closely monitor and manage retention bonus programs and continue targeting vital skill areas. These retention bonus programs provide a far more effective and economically focused tool for managing and influencing retention than small additional increases in basic pay.

General ROCHELLE. We do not anticipate any impact on retention due to the current FY10 budget (which was published May 11, 2009) now including the .5 percent raise. However, based on the economy we do not see a significant adverse impact on retention if the additional pay raise of .5 percent were not included.

Admiral FERGUSON. The current economic state has contributed to historic retention rates at all levels of seniority, and our current projected loss rate of 4.4 percent is the lowest in the past ten years. Because Navy is a counter-cyclical employer, the recruiter corps has enjoyed a significant increase in both quality and quantity of applicants in the past six months, when compared with previous years. Similarly, a generally greater interest in service has allowed for overall reductions in retention pays, although we still require them to target certain hard-to-fill critical skill specialties.

Additionally, DoD, with Congressional support, has made significant strides in the last decade to close the previously existing pay gap between Sailors and their peers in the private sector. A recent Congressional Budget Office report estimates that DoD Regular Military Compensation for enlisted personnel is comparable with the 70th percentile of earnings for civilian men of similar ages, education, and experience. An April 2008 Defense Manpower Data Center survey reports that 62 percent of Navy personnel are in a comfortable financial position, second highest among the Services. It appears that regular military compensation combined with strong job security and the comprehensive non-monetary benefits package associated with military service have allowed Sailors to weather the recent economic downturn at least as well as, if not better than, the comparable public at large.

Historically, the enhanced pay raise has been used to combat broad, sweeping shortfalls in retention numbers across the Service. At this time, we assess that the absence of the enhanced pay raise will not significantly affect either retention or recruiting.

General COLEMAN. Yes. The Marine Corps does not believe the absence of the enhanced pay raise will have a negative effect on retention. Eligible Marines are expected to reenlist at required rates during FY10.

General NEWTON. While it is difficult to delineate the exact effect any specific compensation measure has on the overall retention of our Airmen, we do not anticipate this action having a detrimental effect on retention. Overall, in the aggregate, AF retention has been trending upward in 2009 and we expect this trend to continue. That said we still have some critical warfighting, emerging mission areas, and stressed specialties (low manning, retention, or extremely high operational demand) which do require increased attention to retain. We're continuing to address these needs largely through the use of retention bonuses.

Mrs. DAVIS. Fiscal year 2008 is the second consecutive year that the Marine Corps Reserve has failed to achieve its end strength and the shortfall has doubled from 1,043 during fiscal year 2007 to 2,077 during fiscal year 2008. The Navy Reserve has sustained a 23 percent reduction in end strength since 2003, the largest reduction of any component.

Admiral Debbink and General Bergman, both the Navy Reserve and the Marine Corps Reserve would seem to have taken a back seat to active duty requirements in recent years. This treatment would seem to be inconsistent with your statements which outline the important contributions to wartime missions made by your respective reserve components. What is your strategic perspective regarding the future role of your components in support of your active duty counterparts and how do you

reconcile that perspective with the decisions that deliberately targeted the end strength of your component in recent years?

Admiral DEBBINK. The Selected Reserve (SELRES) remains the Navy's primary source of immediate mobilization manpower and Operational Support, and is therefore an integral element of the Total Force. With over 5,100 Reservists presently mobilized and over 55,000 Reserve activations since 9/11, the Reserve Component (RC) continues to fill critical roles in the Navy's Total Force missions.

Since 2004, the Navy Reserve has experienced reductions and alignments in end strength, most of which were realized between FY04 and FY06. The majority of these reductions were a result of an extensive Zero Based Review of Navy Reserve capabilities as part of Active Reserve Integration efforts conducted by U.S. Fleet Forces Command. Through this process, the Navy was able to validate Reserve manpower and equipment requirements and determine the ability of the Navy Reserve to deliver the required capabilities.

More recently, the Navy established a working group to develop initiatives for institutionalizing the Operational Reserve, which completed a Reserve Capabilities Review (RCR) in December 2008 that successfully defined and assessed reserve capabilities as being strategic, operational or both, based on historic, current and planned employment. Using a concept that supports both the strategic and operational employment of the Reserves, the RCR documented and confirmed how the existing Reserve force structure is meeting current Navy operational and strategic demands and provided a baseline for future force structure refinement.

While the Navy Reserve has progressed towards completing a planned 24.1% end strength reduction from 2003 levels, it should be noted that the Active Component has also experienced significant manpower cuts during that same time. The Active Component has shed almost 50,000 billets, or 14.1% of FY03 manpower totals, closing in on a planned 15.8% total end strength reduction by the end of the FYDP. Both the Active and Reserve Component reductions were planned and consistent with Active Reserve Integration and Total Force initiatives to support the Fleet and Combatant Commanders. As a total force, the Navy is beginning to approach a steady-state in which the Reserve Force will remain a true force multiplier while enhancing the Navy's war fighting wholeness.

As we look forward, the RC will continue to provide strategic depth, ready to surge forward anytime and anywhere, and will deliver operational capabilities to our Navy and Marine Corps team from peace to war. In addition, as emergent requirements develop, the Navy is poised to leverage the current, relevant, and adaptable skills the RC brings to the fight. This synergy ensures flexible, responsive, and agile capabilities ready to serve now, across a wide spectrum of operations and enhances the Navy Total Force.

As the Navy continues to respond to today's dynamic environment, both active and reserve manpower requirements will be continually reevaluated for war fighting unity and effectiveness. The size of each component of the Navy's Total Force (Active Duty, Full-Time Support, SELRES, Civilian, and Contractor) will change to meet the evolving requirements and capabilities throughout the Planning, Programming, Budgeting and Execution process.

General BERGMAN. The decisions that deliberately targeted our Reserve component in recent years were in keeping with our strategic perspective regarding the role of the Reserves. In our effort to build the active Marine Corps to 202,000 we deliberately sought out our Reserve members in keeping with our Reserve mission to augment and reinforce the regular component. Our Reservists responded in strength with 1,755 Marines returning or awaiting return to active duty in Fiscal Years 2007 and 2008. There are approximately 191 pending return in 2009. This has been a great contribution to the Marine Corps achieving our desired end strength ahead of schedule. Additionally, we shifted some of our recruiting focus from the Reserves to further support the active force build up. Despite these facts, we were still able to meet all of our mission requirements in support of wartime operations. Given our current state, we have now refocused our efforts by increasing our Non-Prior Service Reserve recruiting mission, doubling our Reserve incentives budget and expanding the eligibility to receive those incentives to help us recover our authorized strength of 39,600. We believe this strength will allow us to continue making important contributions to wartime missions while achieving the 1:5 deploy to dwell goal established by the Secretary of Defense.

Mrs. DAVIS. The Army National Guard is reporting to have 367,000 servicemembers assigned to the Selected Reserve. General Vaughn, given your ability to recruit and retain at higher levels, the Army National Guard would seem to be in reach of implementing a trainees, transients, holdees, and students (TTHS) account which would potentially eliminate the need to cross level qualified manpower to meet the deployment requirements of a unit. Ultimately, what end

strength would be required by the Army National Guard to support a TTHS account?

General VAUGHN. An end strength of approximately 371,000 would support a TTHS account. This increased end strength would allow for a trained and ready force of 358,200 and a TTHS account of 12,500 Soldiers. Having a higher end strength would create a more cohesive and ready force, the need for cross-leveling is minimized and recruits still awaiting training or in the training pipeline are not counted against our actual trained end strength.

QUESTIONS SUBMITTED BY MR. MURPHY

Mr. MURPHY. The Air Force has applied internal budget reductions or budget shifting through Program Budget Decision 720 (PBD 720), that directly affect base operating structures (BOS) through the elimination of fire protection positions. Does the AF feel that these fire protection reductions will affect the Air Force's ability to adequately respond and mitigate a catastrophic event that could occur at an Air Force facility?

General NEWTON. The Air Force does believe that we have sufficient AF firefighter authorizations to provide the required emergency response capability consistent with AF and DoD policy guidance. Without question, the Air Force has adequate and appropriate resources to respond and mitigate any emergency event that is likely to occur at an Air Force installation.

Air Force conducted a comprehensive assessment of our fire fighting operations based on five years of emergency response data and found our people and facilities are much safer today because of the continual building improvements, with emphasis on fire prevention and early intervention at fires.

The success of fire fighting operations relies on timely rapid intervention to prevent large fires from developing rather than relying on large numbers of firefighters to arrive after a large fire has already developed.

Mr. MURPHY. A CONOPs which the Air Force has distributed demonstrates that the Air Force intends to rely heavily on outside municipal resources for assistance in fire protection, rescue and emergency medical service responsibilities for Air Force facilities as part of the base operating structure reductions. Does the AF have an inherent responsibility to provide adequate emergency service response capability for the protection of Air Force assets and personnel? Should that responsibility be levied on municipalities and States?

General NEWTON. The revised Air Force Fire Emergency Services (FES) CONOPS does not rely on increased support from municipal resources to protect our facilities and personnel. In fact, the Air Force continues to provide more mutual aid support to local communities than we receive by a factor of nearly 6 to 1.

In developing our FES CONOPS, we conducted a comprehensive review and risk-based analysis of our fire departments based on emergency response data. Our analysis revealed the Air Force possessed the capability to respond to multiple events simultaneously and that the likelihood of such an occurrence was extremely low. This posture exceeded DoD requirements, affording us the opportunity to reduce firefighter manning while deliberately managing risk.

During our evaluations, we looked at the support provided through mutual aid by local communities and concluded that municipal fire departments do not meet DoD requirements. Most municipal departments do not have the capability to support the aircraft fire protection mission. They don't have the proper equipment, are not trained to perform aircrew/passenger rescue, and can't meet DoD response times. By comparison, to support our flying mission the Air Force provides an extremely robust firefighter capability, both in equipment and personnel. On a per capita basis, the Air Force postures four times the number of firefighters than the average municipality.

The Air Force has always included mutual aid from local municipalities in our planning and continues to do so, as is the normal practice of municipal fire departments throughout the United States. In most cases however, the aid we receive is not in the form of initial response. For large fires, municipal departments provide additional support services such as additional agent delivery, water resupply, and additional breathing air cylinders.

Air Force Medical Groups are responsible to provide Emergency Medical Response for base assets and population, as appropriate, to support local mission requirements. Depending on various local factors, the Medical Groups utilize either AF Medical personnel (blue suiters or civilian employees), contract personnel, AF fire department EMTs and/or off-base mutual aid agreements to meet emergency med-

ical response needs. At 13 AF bases, the Air Force Medical Service spent a total of $3.486M for contract ambulance services.

Mr. MURPHY. Reductions, regarding fire and emergency services appear to directly affect the Air Force's capability to affect an aircraft rescue or mitigate an aircraft incident. A review of the CONOPs shows that the AF will reduce staffing on aircraft firefighting vehicles from three (3) personnel to two (2). This appears to conflict with DoD requirements (DoD instruction DoD 6055.6) which establishes that such vehicles will be staffed with three (3) personnel. Does the Air Force intend to violate DoD Policy regarding these reductions?

General NEWTON. Air Force Fire Emergency Services (FES) concluded sufficient AF firefighter staffing authorizations exist to provide the required emergency response capability is not in conflict with DoD requirements and does not violate DoD policy.

Department of Defense Instruction (DoDI) 6055.06 prescribes staffing requirements but does not establish the number of people assigned to individual vehicles that respond together as a Company. In accordance with paragraph E2.12 a company is defined as a group of members: (1) under the direct supervision of an officer; (2) trained and equipped to perform assigned tasks; (3) usually organized and identified as ARFF, engine companies, ladder companies, rescue companies, squad companies, or multifunctional companies; and (4) operating with one piece of fire apparatus, except where multiple apparatus are assigned that are dispatched and arrive together, continuously operate together, and are managed by a single company officer.

Our practice of staffing and dispatching aircraft firefighting vehicles insures that they are dispatched together and operate together under a single fire officer.

QUESTIONS SUBMITTED BY MR. LOEBSACK

Mr. LOEBSACK. Lieutenant General Vaughn, you stated in your written testimony that: "Since we are currently above our authorized end strength, and we don't have the resources to keep our strength at this level, we are taking measures to scale back our strength within our legal limit by the end of FY 2009. Some of these measures include significant reduction to the enlistment and reenlistment bonuses that we are offering to the Soldiers." (Vaughn Testimony, page 3)

Is your intention to scale back the Guard's end strength based solely on available resources or have you considered operational requirements as well? Will the reduction still allow the Army National Guard to meet its operational requirements while also reducing the use of cross-leveling and mitigating stress on the force? If your resources were increased and authorization for increased end strength was provided, would you prefer to maintain and/or increase your end strength levels? What would be the benefits of such an increase?

General VAUGHN. The decision to scale back rests solely on the authorized funding for 358,200 Soldiers. Operational requirements should not be affected by a reduction in end strength.

The Army National Guard will meet its operational requirements. The reduction in end strength coupled with the termination of the current Stop Loss Policy may create further stress on the force and affect unit cohesion. Without a Stop Loss Policy Soldiers nearing the end of their enlistments or eligible for retirement will have to voluntarily extend before deploying.

If both resources and authorization are increased it would be preferable to increase our end strength to 371,000. The benefits of the increase would be a relief on our strained ranks and create a more ready force by having a trained standing force and minimize cross-leveling. Ultimately this increase in end strength would increase personnel readiness and deployability of our formations.

Mr. LOEBSACK. The FY 2009 National Defense Authorization Act authorized the largest increase in Army National Guard full-time manning in 22 years. Please describe the benefits of full-time staffing to the Army National Guard.

General VAUGHN. Full time support (FTS) Soldiers serve as a nucleus for the 54 States and Territories and at the National Guard Bureau. The primary function is to provide support to the ARNG force ensuring the Citizen Soldiers are ready to perform the state and federal missions when called upon. FTS Soldiers are responsible for assisting in the organization, administration, recruitment, instruction, training, maintenance, and supply support to the ARNG, the Armed Forces on active duty, members of foreign military forces, Department of Defense and civilian employees. FTS Soldiers facilitate the ARNG's ability to perform several critical functions including: the transition from a Strategic Reserve to an Operational Force; unit modularity; growing assigned strength to 358,200. FTS personnel also coordinate

training, mobilizing and deploying approximately 55,000 Soldiers annually in support of contingency operations. Full-time manning is the largest contributor to Army National Guard unit readiness.

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