

NOT FOR PUBLICATION UNTIL RELEASED
BY HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF

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BEFORE THE

SUBCOMMITTEE ON MILITARY PERSONNEL

OF THE

HOUSE ARMED SERVICES COMMITTEE

ON

RESERVE COMPONENT

ON

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Introduction

Chairman McKeon, Ranking Member Smith, and distinguished Members of the Committee, it is my honor to appear before you today regarding the operational use of the Marine Corps Reserve. First and foremost, Marine Forces Reserve continues to be an integral element of the Total Force Marine Corps. We share the culture of deployment and expeditionary mindset that has dominated Marine Corps culture, ethos, and thinking since our beginning more than two centuries ago. All Marines stand ready to answer this Nation's call to arms. Accordingly, the U.S. Marine Corps Reserve is organized, equipped, and trained in the same manner as the active component Marine Corps and consequently is interchangeable and ready to deploy in any clime or place.

The operational use of the Marine Corps Reserve is a welcome force multiplier for the Marine Corps. Commandant of the Marine Corps Gen. James F. Amos recently stated in his planning guidance that "the Marine Corps is America's Expeditionary Force in Readiness." Accordingly, Gen. Amos' March 1, 2011, report to the House Armed Services Committee on the posture of the United States Marine Corps specifically addressed the Marine Corps Reserve's operational orientation and contribution to that construct:

"The transition in utilization of the Marine Corps Reserve from a strategic to operational Reserve, as affirmed by the Marine Corps' recent force structure review, expands the Corps' ability to perform as America's Expeditionary Force in Readiness."

The operational use of the Marine Corps Reserve presents unique resourcing considerations. Last November, the Marine Corps identified operational requirements that would necessitate the use of Marine Corps Reserve units. Operational requirements that could be directly tied to Overseas Contingency Operations (OCO) continue to be funded with supplemental appropriations, consistent with Defense guidance.

An Operational Reserve

In the previous decade, this great Nation required its Marine Corps Reserve to be continuously engaged in combat operations in Iraq and Afghanistan as well as in regional security cooperation and crisis prevention activities in support of the geographical combatant commanders. In addition to our service in and around combat zones, your Marine Corps

Reserve's response to our Nation's needs echoes the February 2010 Quadrennial Defense Review, which called for a Reserve component that can serve in an operational capacity for predictable routine deployment.

As of June 30, 2011, more than 60,000 Reserve Marines have mobilized in support of OCO since September 11, 2001. Marine Forces Reserve support for operations will continue as we provide trained and ready forces to geographical combatant commanders across the globe. Our Force units and major subordinate commands – the 4th Marine Division, 4th Marine Aircraft Wing, and 4th Marine Logistics Group -- are currently providing 1,614 Marines to support Operation Enduring Freedom (OEF) and other U.S. Central Command requirements. Another 605 Marine Reservists supported other geographic combatant commanders around the world by performing TSC and engagement missions, supporting joint and international exercises, and serving as mobile training teams. We are also preparing to activate 1,150 Marines to deploy early next year in support of OEF. Furthermore, Marines from Marine Forces Reserve continue to deploy to theater specific exercises and cooperative security efforts within their annual training periods, such as Agile Spirit in the Republic of Georgia, Southern Accord in South Africa, Talisman Sabre in Australia, New Horizons in Suriname and Ulchi-Freedom Guardian in South Korea.

Our Force Generation Model is one of the most important planning mechanisms for continuing the operational use of the Marine Corps Reserve. The Model, which was implemented in October 2006, continues to provide long-term and essential predictability of future activations and deployments for our Reservists. The Model provides them, their families, and their employers, the ability to plan for upcoming duty requirements in their lives five or more years out. This empowers service members and their families to achieve the critical balance between family, civilian career, and service to the Nation while allowing employers the time to manage the temporary loss of valued employees. The Force Generation Model also assists Service and joint force planners in maintaining a consistent and predictable flow of fully capable Marine Corps Reserve units.

The Force Generation Model is a simple management tool that is based on one-year activations followed by four-plus years in a non-activated status. This allows for a continued and sustainable 1:5 deployment-to-dwell ratio for our Reservists as well as the ability to support unplanned requirements. In fact, the Marine Corps Reserve can potentially source 3,000 Marines

per rotation and 6,000 Marines annually at a 1:5 deployment-to-dwell ratio as programmed in the Force Generation Model. Furthermore, projecting predictable activation dates, mission assignments, and geographical destination years in advance enables units to focus training on core mission requirements early in the dwell period, then transition the training to specific mission tasks when the unit is 12-18 months from activation.

Mobilizations for both OEF and Theater Security Cooperation (TSC) activities have been executed under Executive Order 13223, in which the President declared a national emergency, and under Title 10 of U.S. Code, Chapter 1209, Section 12302, which authorizes the Secretary of Defense to order members of the Reserve component to active duty for a period not to exceed 24 months. At some point, Executive Order 13223 may no longer be renewed as it has been each September since 2001, and there may not be another emergency or authority that specifically authorizes the Service Secretaries to order any unit in the Ready Reserve to Active Duty for extended periods. Therefore, to continue our support to the geographic combatant commanders, we would have to rely on Marines to volunteer their service for activities requiring a period of active duty longer than the traditional two weeks of annual training. This authority currently resides in Section 12301d of Chapter 1209. While the level of volunteerism remains solid within the Marine Corps Reserve, our experience over the last decade has proven that the Marines prefer receiving involuntary orders to facilitate planning with families and employers. Additionally, units created by relying on volunteers decreases the mission readiness of the units left behind as individuals fill gaps instead of cohesive units. Without an involuntary mobilization authority that provides a guaranteed source of manpower, attempting to plan, coordinate, and execute TSC in support of geographic combatant commanders will become challenging. This may entice military planners to then request only active component units for missions that have now become standard assignments for the Reserve component.

The proposed amendment for Title 10, Chapter 1209, drafted as Section 12304a, provides the appropriate authorities to ensure Marine Forces Reserve's continued level of support to geographic combatant commanders TSC and Phase 0 shaping operations as well as maintain readiness across the Total Force. Of particular note, this authority allows the Secretary of a military department to determine when to use the Reserve component, which facilitates a Total Force sourcing solution to meeting global requirements. This amendment provides for the flexibility Service planners need to determine force sourcing solutions based on Force

Generation Models and policies. Over the last decade, the Services have seen an increasing demand signal from the geographical combatant commanders to support their TSC and Phase 0 shaping operations. We expect this demand will continue to increase in the post-OEF environment as geographic combatant commanders increase engagement activities across the globe.

Lastly, the involuntary activation authority allows task-organized capability sets to be provided by a single unit, reducing the requirement to cross-level from a number of units and degrade their personnel readiness. This had become necessary for some unit activations that have used 12301d authority to assemble TSC capabilities based solely on volunteerism. Unfortunately, this is not the optimum way to source military capabilities for deployment as it precludes the ability to train with a cohesive unit whose members are familiar with each other. Furthermore, cross-leveling reduces cohesion and often strips out key leaders from the units left behind. Sourcing a cohesive unit reduces the training time required for deployment and allows units that are not deploying to remain intact and maintain a higher rate of readiness.

Personnel

We continue to enjoy strong accessions and an increase in retention over the historical norm, which greatly enhanced our ability to improve our end strength during Fiscal Year 2010. Our bonus and incentive programs were essential tools in achieving more than 99 percent of our authorized end strength. Continued use of these programs will remain critical to meeting our overall end strength this Fiscal Year and continue shaping our Force. Our authorized end strength of 39,600 is appropriate for providing us with the Marines required to support the Total Force in an operational capacity while achieving a 1:5 deployment-to-dwell goal for Selected Marine Corps Reserve units.

Manning to authorized end strength is an institutional approach for the Total Force. That is, all Marine Corps recruiting efforts fall under the direction of the commanding general, Marine Corps Recruiting Command. This approach provides tremendous flexibility and unity of command in achieving Total Force recruiting objectives every year. Like the Active Component Marine Corps, Marine Corps Reserve units rely primarily upon a first-term enlisted force. Marine Corps Recruiting Command achieved 100 percent of its recruiting goal for non-prior

service recruiting (5,868) and prior service recruiting (4,209) for Fiscal Year 2010. We fully expect to meet our Selected Marine Corps Reserve recruiting goals again this year. Your continued support regarding enlistment, affiliation, and re-enlistment bonuses along with other initiatives greatly enables and enhances our operational use of the Marine Corps Reserve.

Lastly, the Marine Corps and Navy are coordinating actions to enhance the ability to activate Naval Reserve medical, religious ministry and naval gunfire liaison personnel in a manner that will better facilitate the arrival of activated Naval Reservists to train with our mobilized units prior to deployment.

Equipment

Marine Forces Reserve has two primary equipping priorities -- equipping individuals who are preparing to deploy and sufficiently equipping units conducting home station training. I directed my staff to ensure that every member of Marine Forces Reserve deploys fully equipped with the most current authorized Individual Combat Equipment and Personal Protective Equipment. Accordingly, we continue to equip individuals and units during their dwell periods with the best available equipment tailored specifically to their next mission.

Whereas individuals receive 100 percent of their necessary war fighting equipment, Marine Forces Reserve units are equipped to a level identified as a Training Allowance, which is the amount of equipment required by each unit to most effectively conduct home station training. My commanders establish their Training Allowance to enable them to maintain the highest training readiness as defined by their mission requirements. Marine Corps Reserve units continue to be equipped with the same equipment that is utilized by the Active Component Marine Corps, but in quantities tailored to fit Reserve Training Center capabilities. I am pleased to report that as a whole, we are adequately equipped to effectively conduct home station and Force-level training.

Although we have been engaged in combat operations for almost a decade, our equipment readiness rates remain above 97 percent. To maintain this level of readiness, we have relied heavily on supplemental funding. Additionally, National Guard and Reserve Equipment Appropriations continue to be an important element of the Marine Corps Total Force's ability to modernize the Reserve component and ensure that there is maximum compatibility between the

Reserve and active components. During Fiscal Years 2008, 2009 and 2010, Marine Forces Reserve received \$45 million, \$65 million, and \$45 million respectively through National Guard and Reserve Equipment Appropriations. We used these funds to augment regular procurement dollars and accelerate the fielding of various programs that touch every element of the Marine Air-Ground Task Force. Your continued support of this appropriation is greatly appreciated and is an essential enabler to operational utilization of the Marine Corps Reserve.

Health Services and Behavioral Health

Our priority for Reserve Marine health services is attaining and maintaining the Department of Defense goal of 75 percent Fully Medically Ready during dwell. In Fiscal Year 2010, Marine Forces Reserve individual medical and dental readiness rates were 70 percent and 78 percent respectively. This reflects a trend of continued improvement in overall individual medical readiness for Marine Forces Reserve.

Healthcare for the Reserve component Marines integrates many diverse programs throughout the deployment cycle -- pre-mobilization, deployment and post-deployment -- and is categorized into two areas: unit medical readiness and behavioral health. Unit medical readiness programs include the Reserve Health Readiness Program and TRICARE Reserve Select. Behavioral health programs include the Post Deployment Health Reassessment and the Psychological Health Outreach Program.

The Reserve Health Readiness Program is the cornerstone for individual medical and dental readiness. This program funds contracted medical and dental specialists to provide health care services to units not supported by a military treatment facility. During Fiscal Year 2010, the Reserve Health Readiness Program performed 10,947 Periodic Health Assessments; 2,803 Post-Deployment Health Reassessments; and 7,821 dental procedures. TRICARE Reserve Select, a premium-based health care plan, is also available to our Marines, Sailors, and their families.

Behavioral health has become an integral part of medical readiness. Navy medicine continues to address this complex issue through various independent contracted programs, such as the Post Deployment Health Reassessment and the Psychological Health Outreach Program. The Post Deployment Health Reassessment identifies health issues with specific emphasis on mental health concerns, which may have emerged since returning from deployment. The

Psychological Health Outreach Program provides psychological health professionals at six regional Marine Forces Reserve sites to screen and refer Selected Marine Corps Reserve personnel for behavioral health services. Marines who self-refer or are referred to the program can be screened for behavioral health issues, appropriately referred, and provided a road to recovery. Outreach members follow each referred Reservist through to the resolution of that member's case, whether it is return to active Reserve status or resolution through the Disability Evaluation System. These programs have proven effective in identifying those Marines needing behavioral health assistance and have provided an avenue to behavioral health assistance.

These medical policies and legal authorities are adequate to support the medical requirements of operationally employing the Marine Corps Reserve. The August 11, 2006, Department of Defense Instruction 6490.03 implemented policies and prescribed procedures for deployment health activities for Joint and Service-specific deployments to monitor, assess, and prevent Disease and Non-Battle Injury (DNBI); to control or reduce Occupational and Environmental Health (OEH) risks; to document and link OEH exposures with deployed personnel, including exposures to Chemical, Biological, Radiological, and Nuclear (CBRN) warfare agents; and to record the daily locations of deployed personnel. Accordingly, the Reserve component unit medical readiness and behavioral health programs are sufficient to support the Marine Corps Reserve.

Conclusion

Your Marine Corps Reserve continues to be operational in mindset and action and is fully committed and capable of being used in an operational construct. The momentum gained over the last decade in Iraq and Afghanistan, and in support of theater engagements around the globe, remains sustainable through coordinated focus, processes, and planning. The legislative authority to involuntarily activate units and individuals will enable the Marine Corps Reserve to maintain the depth of experience that has been achieved in the past decade of high operational tempo. Your Marine Corps Reserve thanks you for your continued support. Semper Fidelis!