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Introduction

Chairman Nelson, Senator Graham, Distinguished Members of this Committee, thank you for the opportunity to appear before you on behalf of America's Army. Our greatest heroes are America's most precious resource – our Soldiers. These Soldiers and their Families, 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 we need to ensure the growth, sustainment, and well-being of our All-Volunteer Force. This fighting force of 1.1 million Soldiers is continually tested at home and abroad. Repeatedly our nation's young men and women step forward and pledge to serve. They recognize the challenges facing our nation, answer the call, and become part of something larger than them. 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 in volume and talent, sustainment of the force, our ability to meet the national challenges, and the importance of maintaining this strength to meet the demands now and for the future.

Strategic Overview

America's Army, strained by persistent conflict, remains a resilient and professional force. More than one million of our country's men and women have deployed to combat; more than 4,500 have sacrificed their lives, and more than 31,000 have been wounded. After seven years of continuous combat our Army – particularly our people – remains out of balance. We have several challenging years ahead and must remain vigilant and proactive to the needs of our people and maintain the programs and policies in support of them. The current conditions of supply and demand must change in order to restore balance in our force. We remain cautiously optimistic that we will achieve balance by fiscal year (FY) 2011.

End Strength

As part of the overarching goal of restoring balance, the Army met the "Grow the Army" end strength goal ahead of schedule, resulting in an end strength of 543,645 for

FY08. The Army met the FY10 end strength goal of 547,400 in January 2009. This success is based largely on the Army's recruiting and retention programs. Since attaining the authorized strength, the Army has taken actions to ensure that Army end strength in FY09 remains at, but does not exceed, the authorized level of 547,400. These actions included reducing the recruiting and retention missions and policy changes to manage losses.

Because the Army was able to meet the "Grow the Army" end strength early, we have sufficient enlisted Soldiers to meet all the current authorizations. This will help mitigate some of the stress of the ongoing high operational pace; however, there are still many stressors overwhelming the force. In spite of the Army's strength, however, the Army cannot meet the 1:2 Boots on the Ground (BOG) dwell time goal due to the cumulative effects of the planned deployment schedule, the elimination of Stop Loss, and the continuing demands of training Soldiers and caring for the wounded warriors.

Recruiting and Retention (Officer and Enlisted)

Once again, despite the challenges of a protracted conflict in FY08, the Army exceeded its enlisted recruiting and retention missions for the first time since FY02 and is confident it will meet its goals for FY09. Meeting these critical benchmarks moves us closer to restoring balance, but much more needs to occur. As a result of a dynamic environment, we have adjusted our recruiting and retention objectives mid-year. We will continue to monitor the trends and make adjustments as required.

In FY08, with congressional support, the total Army spent \$4.2B on recruiting and retention. In FY09, these programs received \$3.8B and requested an additional \$1.1B in supplemental funding. The requested increase of \$0.7B was the result of a large residual and anniversary payments initiated in FY08 and coming due in FY09. We intend to decrease our FY10 budget by 6% over FY09 to \$4.6B due to a more favorable recruiting and retention environment. The amount budgeted for anniversary payments will continue to increase through FY11 but is anticipated to decrease in FY12 in subsequent years.

The cumulative effects of this funding is a quality all-volunteer force and a proven model to sustain personnel levels as required. For example, the Army's percentage of new enlisted Soldiers considered "high quality" with high school diploma increased by 2.1% in 2008. Additionally, recruits scoring in the upper range (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 Army must remain adaptive to the recruiting environment. As an example, a recently developed program to assist the Army in meeting critical skills is the Military Accessions Vital to the National Interest (MAVNI). The Army launched this pilot program on February 23, 2009 to attract high quality individuals with exceptional skills in health care professions or one or more of 35 languages. MAVNI recruits are non-U.S. citizens who have been legally present in the United States for two or more years and speak a designated and critically needed language or are licensed health care professionals, but who do not have permanent residency (i.e. Green Card). Additionally, the Army continues to utilize the Military Occupational Specialty (MOS) 09L Program. The Army has recruited more than 1,500 Soldiers as military interpreters and translators under this program.

The Army retention mission is also on track to meet the goals set for FY09. In all components, the Army is currently above mission and expects to finish successfully in every category. The Army reduced the overall active component mission in the 2nd quarter from 65,000 Soldiers to 55,000 Soldiers due to meeting the overall "Grow the Army" objective. Retention of combat experienced veterans remains critical to current and future readiness. As a result of this successful program, 45.1% of all reenlistments occur in theater currently. Operation Iraqi Freedom/Operation Enduring Freedom (OIF/OEF) areas of operations have achieved reenlistment rates of 135% against their annual goals.

Shortages remain within our officer corps due to overall structural growth of the Army. To correct this, the Army initiated the Captains' Retention Incentive Menu in September 2007. The Army spent \$443.6M from FY07 to present on this incentive

program. The goal of the program was to recruit, retain, and manage critical skills in officers to increase the retention of lieutenants and captains for three years. The Captains' Retention Incentives Menu program included a cash option based on the officer's accessed branch, resident graduate school attendance for up to 18 months, or attendance at the yearlong Defense Language Institute in exchange for a three year additional active duty service obligation. As a result, the Captain retention increased in FY08 to 89.1% over the ten year average of 88%. The program guaranteed retention through FY11 for over 16,000 of the 23,000 captains who were eligible to participate. The timing of our Captains' Retention Incentives Menu program, concurrent with the dramatic downturn of the economy and job market, helped support our retention goals. The cash and Defense Language Institute options ended in November 2008. The remaining retention incentive, the Expanded Graduate School Program, has been funded at \$7.5M in FY10. Overall, the single most effective retention incentive for junior officers was the cash bonus. Over 94% of the more than 16,000 officers who took incentives in FY08 elected to take the cash bonus. Department of Defense survey data analysis showed that most officers who intended to separate or were uncertain about staying in took the incentive and committed to further obligated Army service.

The Officer Accession Pilot Program (OAPP), launched under authority of the 2006 National Defense Authorization Act (NDAA), allowed us to offer cash incentives to students who graduate from the Leader Training Course (LTC) and contract as a two-year ROTC cadet. As a result, the FY08 contract rate for graduates from the LTC increased from 65% to 70%. That is a 5% increase from the contract rate average the previous four years. This authorization further allowed us to incentivize language training focused on the Critical Language List. At a cost of \$68,250, the program had 127 participants as of January 2009. Finally, the new authority gives us needed tools to assess much needed chaplains and medical professionals.

The United States Military Academy (USMA) and ROTC both offer Pre-Commissioning incentives. These consist of offering new officer's their Post or Branch of Choice or Graduate Schooling. In FY06 and FY08 there were 4,500 participants.

These incentives have increased longevity by 40% for newly-commissioned, high-performing USMA and ROTC officers.

In spite of a dramatically changed recruiting climate, based on the economy, our message to our Soldiers and their Families must resound with assurance that they will be cared for in a manner commensurate with their service and sacrifice. Incentives, bonuses and pay are only part of the equation in creating balance in our Soldiers and Families lives. In the event of a life changing injury or the loss of life, our Soldiers are assured that their Families will receive financial and programmatic support for their loss and sacrifice. This support includes full-earned benefits and disability compensation. The Army is working closely and aggressively with Soldiers and their Families to streamline access to assistance from other Federal Agencies, such as the Social Security Administration, Department of Labor, and Department of Veterans Affairs.

Overall, the Army's programs are effective in recruiting and retaining both Officers and Enlisted Soldiers with critical skills. For Enlisted Soldiers, the Selective Reenlistment Bonus (SRB) and Critical Skills Retention Bonus (CSRB) remain proven as effective tools for filling critical skills. The Army carefully manages its resources, reviewing and adjusting incentives at least quarterly to ensure we attract and retain quality individuals in needed occupations, while remaining fiscally responsible to avoid excessive payments. The economic environment allows us to reduce incentive levels amounts and the number of occupations offered bonuses. However, we must retain the flexibility to apply incentives as necessary to attract and retain mission critical talent in shortage MOS, and reshape the force as QDR and other factors warrant. The continued authorities and funding of these programs by Congress remains critical to the Army.

Stop Loss

A friction point that the Army intends to alleviate is the use of stop loss. The Army's current use of stop loss is based solely on mission demands. In accordance with the March 18, 2009 announcement from Secretary of Defense Gates, the Army will

phase out the use of the stop loss program between now and January 2010. By August 2009, the US Army Reserve will no longer mobilize units under stop loss and the Army National Guard will stop doing so in September 2009.

Individual Ready Reserve Mobilization

The Individual Ready Reserve (IRR) is a critical element that assists the Army in meeting unit readiness. There are 59,146 in the IRR as of May 11, 2009. A total of 13,560 have received mobilization orders since September 11, 2001 of which 10,841 Soldiers have reported as ordered and 9,012 Soldiers have deployed to Iraq or Afghanistan at least once. The Army has a tiered systemic approach to mobilization to ensure we input equity into the IRR mobilization process. An effective IRR program is based on several factors, including the Soldiers' understanding of their obligations, access to benefits and support, and time to adjust personal affairs prior to mobilizations.

To improve readiness of the IRR, the Army instituted an innovative IRR muster program. Approximately five months after entering the IRR, a Soldier will be ordered to muster duty. During FY08, the Army Reserve spent approximately \$7.4M to muster 11,600 IRR Soldiers and the Army plans to muster 14,000 IRR Soldiers at an estimated cost \$7.9M in FY09. Soldiers may be required to muster each year they remain in the IRR. Once mobilized, Soldiers in the IRR receive 10 days of Individual Soldier Training upon arriving at the mobilization station. These Soldiers also receive refresher training in their MOS which lasts between two to four weeks depending on their specific skill. This program contributes to our goals of an operational reserve as well as a continuum of service.

Civilian Personnel

Department of the Army Civilian employees provide vital support to Soldiers and Families in this era of persistent conflict. They share responsibility for mission accomplishment by delivering combat support and combat service support – at home and abroad. More than ever, Army Civilians are an absolutely essential component of readiness and a key element in restoring balance. Today, the Army Civilian Corps is

over 287,000 strong with 4,676 currently serving in harm's way in the U.S. Central Command area of operations. The new Department of Defense Civilian Expeditionary Workforce supports humanitarian, reconstruction, combat-support, and other missions. As a key part of the Army Civilian Corps, the civilian expeditionary workforce maximizes the use of civilian employee volunteers in support positions, freeing up military personnel for operational requirements. These civilian employees train, equip, and prepare to mobilize and respond urgently to expeditionary requirements.

While we have successfully grown the Army's civilian workforce over the last few years, we will significantly stress our capability to meet known and projected hiring requirements over the next few years. The Base Realignment and Closure Act (BRAC) of 2005 require the movement of over 23,000 civilian employee positions to different geographical areas. In FY07-08, Army obligated over \$35M for civilian Permanent Change of Station (PCS) moves associated with BRAC. For FY09, Army has budgeted \$150M to cover the increases in projected BRAC PCS moves. Our analysis of past BRAC implementation indicates that traditionally only 30% of the civilian work force will move with their current organization although that percentage may increase because of the current economy. We project that over 56,000 more BRAC recruitment actions must be completed between now and the end of FY11 to provide Commanders the talent needed to meet critical missions. This is in addition to the 120,000 recruitment actions needed annually to sustain current operations. Additionally, the Army anticipates hiring up to 4,000 employees as a result of the American Recovery and Reinvestment Act, as well as a significant number of new civilians as part of current in-sourcing initiatives.

To protect the public interest and maintain core competencies, we ensure that inherently governmental functions and requirements are performed by government employees. The civilian workforce provides us with an opportunity to save vital resources by bringing relatively expensive contracted services back into the government through the in-sourcing process. The initial results of our efforts are promising, saving an average of \$46,000 per in-sourced position. We have in-sourced 1164 positions to date.

Army Equal Opportunity (EO) Policy

The Army leads the nation in Equal Opportunity using education, preventative training, and cultural awareness of discrimination. Commanders at all levels are responsible for sustaining positive equal opportunity climates within their organizations. Remaining applicable and relevant within the environment that we operate, the Army is transforming EO policy through innovative equal opportunity techniques, tactics, and procedures based on the full spectrum of Army Operations, Institutions, and Training. This effort will strengthen the foundation of the Army's overall Human Relations program. One area the Army is currently upgrading is the Equal Opportunity Reporting System (EORS). The EORS tracks complaint data and trends to give senior leaders critical information about the EO climate in their organizations and across the Army and it will soon provide a variety of automated reports. Additionally, the Army is preparing to implement the Defense Equal Opportunity Management Institute Organizational Climate Survey as its official command climate survey for the Army. To date, the Army has invested \$2M (\$1.1M in FY08 plus \$0.9M so far in FY09) and expects to invest another \$0.8M in FY10 for EO personnel and services support, database and survey systems, outreach support, and training contracts.

Sexual Assault Prevention

The Secretary of the Army and the Chief of Staff remain personally involved in reinforcing to all Soldiers and leaders the importance of preventing sexual assault. Under their guidance and leadership, the Army launched a new comprehensive sexual assault prevention campaign in 2008. The campaign centers on leaders establishing a positive command climate where sexual assault is clearly not acceptable. The campaign further encourages Soldiers to execute peer-to-peer intervention personally, and to not tolerate behavior that, if left unchecked, may lead to sexual assault.

The cornerstone of the Army's prevention campaign is the "I. A.M. Strong" program, where the letters *I*, *A*, and *M* stand for Intervene – Act – Motivate. The "I. A.M. Strong" program features Soldiers as influential role models and provides peer-to-peer

messages outlining the Army's intent for all its members to personally take action in the effort to protect our communities. Leaders have embraced "I. A.M. Strong" initiatives and are motivating Soldiers to engage proactively and prevent sexual assault. The Secretary of the Army helped kick off Phase II of the "I. A.M. Strong" campaign last month at our second annual Sexual Assault Prevention Summit. Our campaign extends through 2013 as we work to be the nation's leader in sexual harassment and sexual assault prevention.

Our strategy culminates with the Army recognized as the nation's leader when it comes to investigating and prosecuting sexual assault cases. The Criminal Investigation Division (CID) and the Judge Advocate General's Corps (JAGC) are in the process of adding investigators and prosecutors at our busiest jurisdictions. The intent of this initiative is to create a capability similar to civilian Special Victim Units. The CID and JAGC are also hiring nationally recognized subject matter experts in the field of sexual assault as consultants, advisors, and trainers.

The Army expended over \$20M in FY08 for our sexual assault prevention campaign; we are projected to expend over \$42M in FY09; and we expect to allocate approximately \$67M in FY10. To date, our prevention campaign is successfully leading cultural change and establishing the Army as the blueprint for the Nation on sexual assault prevention.

Suicide Prevention Program

The loss of any Soldier is a tragedy, particularly when it could have been prevented. Over the past several years, suicides among Soldiers have increased. Army leaders are greatly concerned with the significant increase in the number of suicide cases. The Army leadership prioritized efforts and directed resources toward suicide prevention awareness, suicide intervention actions, and post-intervention grief and bereavement support.

As part of the Army's continuing response to suicide, Army Vice Chief of Staff, General Peter W. Chiarelli, issued a comprehensive, multi-disciplinary Army Campaign

Plan for Health Promotion, Risk Reduction, and Suicide Prevention. The plan, run by both the Army's Suicide Prevention Task Force and the Vice Chief chartered Suicide Prevention Council, recognizes the inter-connectedness of the physical, spiritual, and mental health of Soldiers and their Families in preventing the full range of at risk behaviors including suicide. Senior leaders are implementing this plan at all installations.

The Army Campaign Plan will promote better health, reduce risk in the Force and prevent suicide by leveraging the total assets of the institution and our partners across the domains of Doctrine, Organization, Training, Materiel, Leaders, Personnel, Facilities and Resources (DOTMLPF-R). To date, the Vice Chief of Staff through the Task Force and the Council directed more than 250 action items and action plans. New tasks emerge almost daily as the Task Force and Council continue their work. Special emphasis is directed toward reducing stigma associated with seeking behavioral health and substance abuse treatment.

On February 10, 2009, the Army ordered a "Stand Down" and a three-phase program focused on suicide prevention. During this program, Commanders and first line supervisors trained their Soldiers and Civilians to understand the individual suicide risk factors and warning signs and educated them regarding how to take action to intervene. The centerpiece of Phase I was an interactive video called "Beyond the Front." Between February 15 and March 15, 2009, all Army personnel – Soldiers and Civilians – watched the video in small groups and made decisions on how to react to the video's vignettes. Phase I also featured the ACE (Ask, Care, Escort) intervention card, used to explain how to help a "buddy" who may be exhibiting warning signs of suicidal behavior. Phase II, a chain teaching phase occurring between March 15 and July 15, 2009, again employs a video and vignettes based on various phases of the deployment cycle. This phase focuses on improving recognition of warning signs and reinforcing ways to intervene. Phase III, sustainment, will continue indefinitely through annual training requirements.

The Army recently entered into an agreement with the National Institute of Mental Health for a five year longitudinal study of suicide. The Army will assess factors affecting suicide, training efforts for reduction of suicide and other associated mitigation efforts. We also, continue to meet regularly with external agencies, such as the Department of Veterans Affairs and the Department of Health and Human Services (including the Centers for Disease Control and Prevention and the Substance Abuse and Mental Health Services Administration) in a collaborative effort to exchange information and strategies designed to reduce suicide.

Army Substance Abuse Program

The persistent conflict has created symptoms of stress including increased alcohol and drug abuse. This commander's program uses prevention, education, deterrence, detection, and rehabilitation to reduce and eliminate alcohol and drug abuse. It is based on the expectations of readiness and personal responsibility.

A team recently returned from deployment to US Army Forces, US Central Command. While there, they determined effective methods to deliver substance abuse services in theater. To support our Commanders, a clear and executable policy for random drug testing in theater is under development. Another area under development is the review of portable prevention education packages for deployed Soldiers, Soldiers at home, and Soldiers in the Reserve Component. Additionally, the Army is preparing to execute a pilot program that will provide confidential education and treatment to Soldiers who wish to self-refer into the ASAP and retain their confidentiality. In addition to the pilot program, we are conducting a broader, more detailed study to determine the exact nature and extent of any stigma in the Army associated with substance abuse treatment. This study will run concurrently with the pilot program. We want to ensure that all Soldiers who may need assistance can get assistance without the barrier of stigma.

Army Human Capital Strategy

Providing Forces to combatant commanders to meet current and future challenges will continue to be our top priority. 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 a structured force 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 and a more diverse ready Total Army, enabled by effective Human Resource systems and agile policies and programs.

Business Transformation

The Army G-1 implemented a Lean Six Sigma Program to provide for continuous process improvement. We have developed a list of Army processes that we believe can be performed more efficiently and for less cost. Trained professionals work with the employees and Soldiers who are actually involved with the processes in a deliberate procedure to identify parts of the processes that lack value. The process is then re-engineered for greater efficiency. Using this procedure, we completed projects that provided over \$40M of financial benefit in FY08. We are expecting to realize an additional \$60M in financial benefit in FY09. Successful projects include a redesign of the system that provides R&R flights to Soldiers from OEF and OIF and a project that improved the Wounded Soldier Family Hotline. So far in the program, our return on investment is about ten times what we have invested.

Congressional Assistance

Recruiting, retention and providing for the well-being of the best Army in the world requires a significant commitment by the American people. The Army is grateful for the continued support of Congress for competitive military benefits and compensation, along with incentives and bonuses for Soldiers and their Families and for the civilian workforce. These are critical in helping the Army be the employer of choice.

Conclusion

We must maintain an appropriate level of investment to ensure a robust and high-quality Force. The well-being and balance of our Force is absolutely dependent upon your tremendous support. The Army is growing and transforming in a period of persistent conflict. We will do so with young men and women of the highest caliber whose willingness to serve, is a credit to this great nation.