

**STATEMENT OF  
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CHIEF OF NAVY RESERVE  
BEFORE THE  
SUBCOMMITTEE ON DEFENSE  
OF THE  
SENATE COMMITTEE ON APPROPRIATIONS  
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## **I. Introduction**

Chairman Inouye, Senator Cochran, and distinguished members of the Defense 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) Build the Future Force, (2) Maintain Warfighting Readiness, and (3) Develop and Support our Sailors, Navy Civilians, and Families. 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 48 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 SELRES Sailors, FTS 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 Albuquerque, New Mexico was the twenty-first 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, 29 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 Yellow Ribbon Reintegration Program 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, and 105 percent of RC General Officer goal. As recently stated 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 contingency activation requirements have been filled by SELRES personnel, along with an additional 4,300 contingency requirements filled 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.