

**RECORD VERSION**

**STATEMENT BY**

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**BEFORE THE**

**SENATE APPROPRIATIONS COMMITTEE  
SUBCOMMITTEE ON DEFENSE**

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**ON THE ARMY RESERVE BUDGET**

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THE SENATE APPROPRIATIONS COMMITTEE  
SUBCOMMITTEE ON DEFENSE**

## **AMERICA'S ENDURING OPERATIONAL FORCE**

The Army Reserve is America's dedicated operational federal reserve of the Army – a premier provider of trained, equipped, ready and accessible Soldiers, leaders and units to the Total Army, the Joint Force and civilian authorities nationwide.

Since September 11, 2001, more than 275,000<sup>1</sup> Army Reserve Soldiers have been mobilized and seamlessly integrated into Active Component and the Joint Force missions. Today, approximately 19,000 still serve in direct support of Army Service Component Commands and Combatant Commands across the globe, including nearly 4,000<sup>2</sup> Soldiers in Afghanistan.

Yet, while we are no longer in Iraq and will soon be out of Afghanistan, we continue to face a dangerous world—one which Secretary Hagel recently described as “growing more volatile, more unpredictable and in some instances more threatening to the United States.” Continued regional instability, violent extremism, the proliferation of weapons of mass destruction, and any number of other factors, would seem to predict that the future global security environment is likely to be even more complex and potentially dangerous than it is today. And so we must be prepared to meet the threats and challenges of the future.

## **ARMY RESERVE CAPABILITIES VITAL TO AMERICA**

Never before in the history of our Nation has the Army Reserve been more indispensable to the Army and the Joint Force, and the reason is the critical skills and capabilities they bring to the fight – skills often acquired through their civilian careers and honed in service to our Nation.

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<sup>1</sup> 275,542 since September 11, 2001, as per G-3/5. Source: HQDA system “MDIS” Mobilization deployment information System.

<sup>2</sup> From G-3/5: as of March 11 2014, 18,990 AR Soldiers were on duty in support of ASCC/COCOMS, and 3951 AR Soldiers were in Afghanistan.

We not only provide the professional skills and capabilities vital to the success of the Total Army and the Joint Force – but we also provide capabilities not found anywhere else in the Active Army, the Army National Guard, or our sister Services. Most, if not all, of those capabilities are vital during major combat operations, but are also valuable during times of local and national emergencies affecting the homeland.

Those capabilities include theater-level transportation and sustainment, pipeline and distribution management, railway and water terminal operations as well as other high demand career fields such as doctors and nurses, lawyers, engineers, and cyber warriors. Put simply, the Army Reserve Citizen-Soldiers add the operational flexibility and strategic depth so essential to the Army's ability to Prevent, Shape and Win across the full range of military operations in which our Nation is, and will continue to be, engaged.

A significant portion of the Army's enablers – including 90 percent of civil affairs, 65 percent of logistical units; 60 percent of doctors, nurses and other healthcare professionals; 40 percent of transportation units; 35 percent of engineers; 24 percent of military police – are provided by the Army Reserve. We also provide 50 percent of the Army's combat support and 25 percent of its mobilization base expansion capability.

As a dedicated reserve force under federal control, the Army Reserve is an indispensable Total Army partner that is ready and accessible 24/7. It provides direct and immediate access to high-quality, operational Soldiers, leaders and units for both planned and emerging missions. Our focus to support the Army's Regionally Aligned Forces ensures that Army Reserve Soldiers and leaders will be ready to support the Department of Defense's global requirements.

We are a single command and a component within the Army with an authorized end strength of 205,000 Soldiers and 12,600 civilians arrayed under a variety of theater commands. Inherently flexible, the Army Reserve can quickly task organize in to force

packages ranging from individuals to large units. These packages can be tailored to support a full range of missions, including homeland response, theater security cooperation, and overseas contingency operations.

Indeed, steady demand for Army Reserve capabilities has introduced a new paradigm of reliance on the Army Reserve as an essential part of our national security architecture.

## **RESOURCING**

The Army Reserve is concerned that declining Defense budgets will adversely affect our readiness and modernization for the next several years. We are a full partner with the Army in striving to achieve the proper balance between end-strength, readiness, modernization, and budgets. In the FY15 Budget request, the Army Reserve's end-strength was reduced from 205,000 to 202,000 Soldiers. As Secretary Hagel and GEN Odierno have testified, Army Reserve end-strength should be no lower than 195,000 Soldiers, which we will achieve by FY17. However, the currently scheduled sequestration-level caps will drive the Army Reserve end-strength down to a critically low level of 185,000 Soldiers, by FY19, which is unacceptable for the execution of the defense strategy.

Our near term resources no longer support unit level readiness and put in jeopardy our experienced and operational Army Reserve. Our Soldiers have served their Country proudly over the past decade and have gained invaluable experience that needs to be maintained through realistic and worthwhile training. Reductions in funding to our institutional training programs will adversely impact Duty Military Occupational Skill readiness, future Soldier promotion potential, as well as recruiting and retention.

Army Reserve installation services have also taken a significant cut. Funding reductions in our facilities sustainment programs will accelerate the decay of our training facilities and force projection platforms. Of particular concern, is the significant

reduction in Base Support funding which will require us to reduce critical Base Operations Services in areas such as physical security, base information management, environmental compliance and municipal services.

As the active component draws down, we need a robust incentive/bonus structure to attract those quality Soldiers into the Army Reserve and retain them as Soldiers for Life. The investment to retain these Soldiers in the Army Reserve is more than offset by the costs of recruiting and training new Soldiers.

### **DEFENSE SUPPORT OF CIVIL AUTHORITIES (DSCA)**

In 2012, Congress provided the Department of Defense with new Reserve Component access authority in 10 U.S. Code § 12304a. This law clears the way for the Army Reserve to assist our fellow Americans during domestic emergencies when Federal Assistance is requested by the Governors through the Federal Emergency Management Agency. The same life-saving and life-sustaining capabilities so essential to missions abroad make the Army Reserve an optimum force for preserving property, mitigating damage and saving lives here at home.

In fact, key capabilities in high demand during a major disaster, such as an earthquake or hurricane, are prominent in the Army Reserve and nearly all Defense Support of Civil Authorities (DSCA) response missions could benefit from the Army Reserve's unique capabilities and core competencies. In addition to those already mentioned, Army Reserve capabilities also include aviation lift, search and rescue or extraction; quartermaster units (food, shelter, potable water, heated tents, etc.); supply; civil affairs; public affairs; public and civilian works; protection of key infrastructure; as well as a significant portion of full spectrum engineer capability – with some capabilities predominately within the Army Reserve.

Our Expeditionary Sustainment Commands go into places devoid of infrastructure and quickly open seaports and airports, while our logistics and supply chain personnel are experts at moving supplies into affected areas.

Army Reserve aviation units possess robust capability. Medical evacuation helicopters and fixed wing aircraft can provide quick transportation in a disaster response area. Medium and heavy lift helicopters can rapidly move relief supplies, equipment and construction material into devastated areas.

Our Engineer units include search and rescue teams, debris removal capabilities, horizontal and vertical construction and bridge construction capabilities. We even have a prime power company, headquartered at Fort Belvoir, Virginia that provides commercial-level electrical power to affected areas.

We also provide 100 percent of the Army's Emergency Preparedness Liaison Officers (EPLOs) and 33 percent of the Department of Defense's EPLOs, who maintain communications between the Department of Defense, federal, State and local governments, and nongovernmental organizations to coordinate assistance between all parties during emergency response events. They serve as subject matter experts on specific capabilities, limitations and legal authorities and keep track of Army Reserve capabilities in their states and regions.

Thus, the same trained and ready forces that provide indispensable and immediately accessible capabilities for operations abroad, today stand ready to support domestic emergency and disaster relief efforts at home.

## **A GOOD RETURN ON AMERICA'S INVESTMENT**

The Army Reserve provides all of these capabilities, including nearly 20 percent of the Army's trained Soldiers and units, for just six percent of the total Army budget<sup>3</sup>. We are

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<sup>3</sup> Does not include Army Procurement funding for Army Reserve equipment.

the most efficient and cost-effective reserve component in the Army and operate with the lowest ratio of full-time support to end strength in the entire Department of Defense – about 13 percent. With our unique structure of combat support and combat service support enablers, the majority of our Soldiers are traditional Army Reserve Soldiers, with full-time jobs in the public and private sectors, who keep their technical skills sharp at little or no cost to the Department of Defense.

With steep force reductions anticipated across the services, it is imperative that our nation remains committed to sustaining a strong and ready operational Army Reserve. For many missions supporting a Combatant Command's Theater Security Cooperation Strategy such as Building Partner Capacity, it makes sense to leverage the capabilities of the Army Reserve, especially since Congress increased direct access to our capabilities with 10 U.S. Code § 12304b. In this era of constrained fiscal resources, using the Army Reserve is a particularly cost-effective way to mitigate the risks while maintaining an operational reserve. The use of the Army Reserve in support of the Combatant Commands maintains the operational experience gained during the last decade. This use of our capabilities also supports the Total Force Policy for the Army by having all components working together for the Combatant Commands while leveraging the Operational Reserve.

In addition to the return on investment the Army Reserve provides to the Army and the Department of Defense, there is also a return in the form of a positive economic impact to states and communities across the U.S.

Each year the Army Reserve invests billions in local communities in a number of ways. These investments include payroll to local Soldiers and Department of Defense employees, utilities and other services to municipalities, civilian contractors and administrative support; as well as professional, scientific and technical services in areas like environmental clean-up and protection. This investment in turn generates tens of thousands of new food industry, service-related, and other non-DoD jobs, creating new income for families and a positive economic climate for State and local communities.

## **A NEW GENERATION OF ARMY RESERVE LEADERS**

For these reasons, the Army Reserve that some people still recall from the 1990s is long gone. As my predecessor testified three years ago to the Senate Appropriations sub-committee, “I have seen the Reserve of the future and it is now.”

Our Citizen-Soldiers are highly educated and professionals in their civilian careers. They are our doctors, lawyers, academics, scientists, engineers and information technology specialists on the leading edge of their fields – a new generation of Soldiers who grew up with technology in their hands, practice it in their professions and leverage it while in uniform. Today, 75 percent of the doctorate degrees in the Total Army and half its master’s degrees are found in the Army Reserve. This education and their skills are invaluable to the civilian career fields in which they work, but they are also invaluable to the Army.

Physically and mentally fit, and fundamentally resilient, Army Reserve Soldiers are America’s steady state, operational reserve force. In times of crisis or national emergency, the Army Reserve can respond quickly to our Nation’s call. A ready Army Reserve not only offers the nation an insurance policy, but it can provide an opportunity for Soldiers leaving active service due to end-strength reductions a chance to continue serving. As we downsize the Active Component, transitioning Soldiers to the Army Reserve helps the Army keep faith with them and their families who demonstrate a propensity to serve their country. This preserves the taxpayer’s investment in training these Soldiers, and can offer new military career tracks that may bridge the transition for Soldiers and their families.

Offering a continuum of service option supports, the Chief of Staff of the Army’s recent guidance to leverage the unique attributes and responsibilities of each Component and preserves the operational experience gained from more than 12 years of war while continuing to prepare Soldiers and units for future challenges.



## **NATIONAL GUARD AND RESERVE EQUIPMENT APPROPRIATION (NGREA) AND MODERNIZATION CHALLENGES**

The Army Reserve appreciates the steadfast support the Committee has provided for more than a decade and particularly the National Guard and Reserve Equipment Appropriation (NGREA) funding that has improved our equipment acquisition and modernization levels. The Army Reserve is at an all-time high for equipment modernization and equipment on hand, and was a full partner in developing and submitting the FY15 President's Budget for equipment procurement and modernization. However, we still suffer from significant equipment shortfalls and are the least equipped and modernized Army component.

In the 2014 National Guard & Reserve Equipment Report, dated March 2013, the Army Reserve's modernization rate was 66 percent. As of December 2013, the rate increased to 76 percent. While the Army Reserve's equipping posture has improved during the past ten years, critical equipping and modernization shortages remain one of the Army Reserve's greatest challenges. Program procurement delays and the restructuring of requirements as a result of budget reductions, will further widen modernization gaps and impede our interoperability with the Joint Force.

Since 2011, the Army Reserve's base budget for equipment procurement had seen an overall decrease of 45 percent. The Army Reserve, in coordination with the Army, continues to develop mitigation strategies aimed at improving equipment modernization. Congressional support through NGREA is essential to successfully execute mitigation strategies and improving Army Reserve equipment modernization levels. Even in these times of constrained fiscal resources, we cannot afford to let this challenge go unaddressed as it directly impacts our ability to train and sustain an operational force that is properly equipped to meet National Security responsibilities while enhancing federal response to Homeland Defense and DSCA.

## ***HMMWV Challenges***

A challenge for the Army Reserve is modernization of the legacy Light Tactical Vehicle fleet. The Army Reserve is scheduled to replace one-third of the HMMWV fleet with Joint Light Tactical Vehicle beginning in 2022. As a result, we must maintain two-thirds of the legacy fleet for 31 additional years, through 2045, without any scheduled modernization, leaving the Army Reserve, and especially our medical units, with an unfunded modernization requirement.

Today, 48 percent of the Total Army's ground ambulance companies reside in the Army Reserve. The Army Reserve has on hand only 64 percent of its required Light Ground Ambulances. This more than 20-year-old legacy Ambulance fleet was not included in previous modernization efforts and is short 36 percent of the HMMWV Ambulances required to support contingency operations and potential mass casualty events in the homeland.

## ***Clearance and Bridging Capabilities***

Similarly, 35 percent of the Army's total engineering capacity – which includes 80 percent of its Area Clearance capabilities and 36 percent of its Multi-Role Bridging capabilities – are provided by the Army Reserve. In just six years, by 2020, only 20 percent of the Common Bridge Transport System, and none of the Joint Assault Bridge system will be modernized.

## ***Logistical Capabilities***

Lastly, the Army Reserve provides 65 percent of the Army's total logistics capabilities, of which the majority is Critical Dual Use equipment for enabling support to Homeland Defense and DSCA. Significant shortfalls in this area include water and fuel storage and distributions systems and material handling equipment. Only 43 percent of the Fuel

Distribution System, and 20 percent of the Army's Light Capability Rough Terrain Forklift for moving material, will be modernized by the end of 2020.

While the Army Reserve's equipping posture has improved during the past ten years, critical equipping and modernization shortages remain one of the Army Reserve's greatest challenges. Even in these times of constrained fiscal resources, we cannot afford to let this challenge go unaddressed as it directly impacts our ability to train and sustain an operational force that is properly equipped to meet National Security responsibilities while enhancing federal response to Homeland Defense and DSCA.

### ***Full Time Support***

Ensuring our operational Army Reserve will continue to meet global mission requirements with trained and ready forces requires resourcing adequate full time support. Our full time Active Guard and Reserve (AGR) Soldiers and Civilians ensure the precious time of our traditional Reservists is focused on training and readiness rather than the abundant administrative and preparatory tasks. At the Budget Control Act and even the Bipartisan Budget Act level of funding, the Army Reserve was forced to reduce Full Time Support. Military technicians (MILTECHs) will be reduced by 500 in FY15, with an additional 500 programmed in FY16 for a total of a 1000 MILTECH reduction across the Army Reserve.

Army Reserve full time support is currently authorized at 13 percent of end-strength, while the Department of Defense average for all Reserve Components is 19.4 percent. Increasing Army Reserve full time support will improve Army Reserve unit readiness by moving non-readiness producing administrative tasks from the part time Soldier to the full time support staff. In addition, we urge congressional support of two important legislative proposals submitted to the committees on modifying the military technician program. These legislative proposals allow for greater flexibility and upward mobility for our members both as Soldiers and Department of the Army Civilians.

**AMERICA'S ARMY RESERVE: A LIFE-SAVING, LIFE-SUSTAINING FORCE FOR THE NATION**

Whether it is providing trained and ready forces for combat missions and contingency operations abroad, or saving lives and protecting property at home, today's Army Reserve is America's life-saving, life-sustaining force for the Nation.

Thank you for the opportunity to appear before you and for the steadfast support Congress has always provided to the men and women who have served our country so selflessly over the past 106 years, and continue to do so every day.