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ARMED SERVICES COMMITTEE

**STATEMENT OF**  
**GENERAL JAMES F. AMOS**  
**COMMANDANT OF THE MARINE CORPS**  
**BEFORE THE**  
**SENATE ARMED SERVICES COMMITTEE**  
**ON**  
**THE 2011 POSTURE OF THE UNITED STATES MARINE CORPS**  
**March 8, 2011**

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## *America's Expeditionary Force in Readiness*

*The Marine Corps is America's Expeditionary Force in Readiness — a balanced air-ground-logistics team. We are forward-deployed and forward-engaged: shaping, training, deterring, and responding to all manner of crises and contingencies. We create options and decision space for our Nation's leaders. Alert and ready, we respond to today's crisis, with today's force ... TODAY. Responsive and scalable, we team with other services, allies and interagency partners. We enable and participate in joint and combined operations of any magnitude. A middleweight force, we are light enough to get there quickly, but heavy enough to carry the day upon arrival, and capable of operating independent of local infrastructure. We operate throughout the spectrum of threats — irregular, hybrid, conventional — or the shady areas where they overlap. Marines are ready to respond whenever the Nation calls ... wherever the President may direct.*

*-General James F. Amos*

***America's Expeditionary Force in Readiness.*** Today, your United States Marine Corps is foremost America's Expeditionary Force in Readiness. Established originally by an act of the Second Continental Congress on November 10, 1775, your Marine Corps has evolved over 235 years into a balanced air-ground-logistics team that is forward deployed and forward engaged: shaping, training, deterring, and responding to all manner of crises and contingencies.

Through the ongoing support of Congress and the American people, your Marine Corps is a cohesive force of 202,100 Active Duty Marines; 39,600 Selected Reserve Marines; and 35,000 Civilian Marines. At any given time, approximately 30,000 Marines are forward deployed in operations supporting our Nation's defense.<sup>1</sup> This year, as our Nation recognizes a decade since the tragic events of 9/11, your Marine Corps has been conducting Overseas Contingency Operations for an equal amount of time. From Task Force 58 with 4,400 Marines launching from six amphibious ships to secure critical lodgments in Afghanistan in late 2001 to our counterinsurgency efforts in the Al Anbar province of Iraq and to our current operations in the Helmand River Valley of Afghanistan, your Marines have been forward deployed in the service of our Nation.

Yet, during this time the Marine Corps has not been confined solely to major combat operations and campaigns. From our rapid response aiding fellow Americans and enabling joint and interagency relief efforts following Hurricane Katrina's floods, to our non-combatant evacuation operation of 14,000 American citizens from Lebanon in 2006, to our numerous and ongoing security cooperation missions with nations of Africa, Eastern Europe, the Pacific Rim, and Latin America, the United States Marine Corps continues to demonstrate the agility and flexibility expected of America's principal crisis response force. Over the course of the past year alone, your brave men and women who wear the Marine uniform and who bring a diversity of talent in service to our Nation, have simultaneously:

- Waged an aggressive full-spectrum counterinsurgency operation in Afghanistan while concurrently increasing combat power nearly two-fold (i.e. from 10,600 to 19,400) in accordance with the President's December 2009 Afghanistan-Pakistan strategy;

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<sup>1</sup>As of December 2010, there were approximately 20,700 Marines in Afghanistan including Marines serving in external billets (e.g. transition teams and joint/interagency support, etc.); 6,200 at sea on Marine Expeditionary Units; and 1,600 Marines engaged in various other missions, operations and exercises. The 30,000 statistic excludes over 18,000 Marines assigned to garrison locations outside the continental United States such as in Europe, the Pacific, etc.

- Successfully completed our mission in Iraq, bringing stability to Al Anbar province. This achievement was not without sacrifice and suffering in that 1,022<sup>2</sup> Marines gave their lives and 8,626 Marines were wounded in action;
- Partnered with allied forces in engagement missions throughout every Geographic Combatant Commander's Area of Responsibility;
- Conducted foreign humanitarian assistance and disaster relief missions in Pakistan, Haiti, and the Philippines;
- Participated in maritime security operations to ensure freedom of navigation along vital sea lines of communication, to include the recapture of the vessel *Magellan Star* and rescue of its crew from Somali pirates; and
- Rapidly reinforced U.S. Embassies in Port au Prince, Haiti; Conakry, Guinea; Bishkek, Kyrgyzstan; and most recently Cairo, Egypt to assist and protect diplomatic personnel amidst crises in these foreign capitals.

Their actions align with the functions of our Corps as seen in the new Department of Defense Directive 5100.01, *Functions of the Department of Defense and Its Major Components*, and are a critical link to the continued prosperity and security of our Nation and the survival of our friends, allies and partners. The performance of your Marines on the global stage adds to our storied legacy of sacrifice and success — under even the most adverse conditions — inspiring a sense of pride and confidence in the American public that their Marines are able to respond quickly, ensuring the Nation's interests will be protected.

***Future Security Environment.*** Public law, defense policy, our doctrine and operating concepts, and the future security environment shape how we organize, train, and equip our forces. As we look ahead, we see a world of increasing instability, failed or failing states, and conflict characterized by:

- Poverty, unemployment, urbanization, overpopulation, and extremism;
- Competition for scarce natural resources; and
- Rapid proliferation of new technologies to include capabilities to disrupt cyber networks, advanced precision weaponry, and weapons of mass destruction.

These troubling socio-economic and geopolitical trends converge in the littorals — regions along the world's coastline where the sea joins with the land. The majority of the world's population lives near the sea. The trend towards accelerated birth rates in the developing world, coupled with ongoing migration from rural to urban landscapes, results in hyper-populated coastal regions, burdened by the cumulative stressors of criminality, extremism, and violence.

Littoral cities increasingly may assume what some have called feral qualities, raising the potential for conflict, providing a measure of sanctuary for our adversaries, and posing challenges to governmental sovereignty and regional security. It is in this complex environment that your United States Marine Corps will operate. We stand optimally postured to conduct a

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<sup>2</sup> 1022 deaths = 851 killed in action (hostile) and 171 deceased (non-hostile).

range of operations for Joint Force commanders, bridging the gap between operations at sea and on land.

Nonetheless, we are committed to the prevention of conflict as we are to responding to it. Indeed, 21st Century security challenges require expansion of global engagement — facilitated through persistent forward naval presence — to promote collective approaches to addressing common security concerns. Accordingly, forward deployed Marine forces will increasingly conduct theater security cooperation activities and will build partnership capacity through security force assistance missions with our allies and partners around the globe. The goal of our engagement initiatives is to minimize conditions for conflict and enable host nation forces to effectively address instability as it occurs.

***Role of the Marine Corps.*** The United States is a maritime nation with global responsibilities. With a naval tradition as the foundation of our existence, we remain firmly partnered with the U.S. Navy. Forward deployed, we retain the ability to come from the sea rapidly to conduct missions across the range of military operations. Our persistent forward presence and multi-mission capability present an unparalleled ability to rapidly project U.S. power across the global commons — land, sea, air, space, and cyber.

Amphibious forces with robust and organic logistical sustainment provide a maritime Super Power significant advantages, including the ability to overcome the tyranny of distance and to project power where there is no basing or infrastructure — a strong deterrent capability for our Nation. To Marines, ‘expeditionary’ is a state of mind that drives the way we organize our forces, train, develop and procure equipment. By definition, our role as America’s crisis response force necessitates a high state of unit readiness and an ability to sustain ourselves logistically. We must be ready to deploy today and begin operating upon arrival, even in the most austere environments. The United States Marine Corps affords the following three strategic advantages for our Nation:

- **A versatile “middleweight” capability to respond across the range of military operations.** We fill the gap in our Nation’s defense as an agile force capable of operating at the high and low ends of the threat spectrum or the indistinct areas in between.
- **An inherent speed and agility that buys time for National leaders.** Our flexibility and rapid response capability present unique opportunities to develop strategic options, shape the environment, and set conditions to deploy the full capabilities of the Joint Force and other elements of National power.
- **An enabling and partnering capability in joint and combined operations.** Our unique forward posture aboard amphibious ships, manned by well trained, uniformed sailors, positions us to be the ‘first to fight.’

***USMC Priorities.*** My four service level priorities informed this year’s budget submission. These priorities were influenced by and derived from a number of factors to include our understanding of the 21st Century battlefield based on lessons learned over nearly a decade at war, our examination of the future security environment, our doctrine and operating concepts, and our current and future budgetary and programmatic requirements.

These priorities are aligned with the principal recommendations of the *2010 Quadrennial Defense Review*, meeting its end state of ensuring that the Marine Corps is able to “prevail in today’s wars, prevent and deter conflict, prepare to defeat adversaries and succeed in a wide range of contingencies, and preserve and enhance the All-Volunteer Force.” My priorities also support America’s four enduring strategic interests as identified in the *2010 National Security Strategy*.<sup>3</sup> To that end, we will:

- *Continue to provide the best trained and equipped Marine units to Afghanistan;*
- *Rebalance our Corps, posture it for the future, and aggressively experiment with and implement new capabilities and organizations;*
- *Better educate and train our Marines to succeed in distributed operations and increasingly complex environments; and*
- *Keep faith with our Marines, our Sailors and our families.*

The above priorities guide my long-term plan for the Marine Corps; however, there are pressing issues facing our Corps today that give cause for concern.

- **Equipment:** Our equipment abroad and at home station has been “heavily taxed” in the nearly 10 years of constant combat operations. We require funding to reset equipment being utilized overseas and to reconstitute home-station equipment and modernize for the future. This is critical to maintaining readiness throughout the Corps.
- **The Short Take-Off and Vertical Landing F-35B Joint Strike Fighter:** The F-35B is vital to our ability to conduct combined arms operations in expeditionary environments. Continued funding and support from Congress for this program is of utmost importance.
- **Amphibious Combat Vehicle:** We will begin the development of an affordable and capable amphibious combat vehicle to replace the recently-cancelled Expeditionary Fighting Vehicle program. The capability inherent in a ship-to-shore connector is critical to our expeditionary nature, as affirmed by the Secretary of Defense.
- **End Strength:** The drawdown of our active component from 202,100 to 186,800 must be conditions-based, and only after completion of our mission in Afghanistan. We must keep faith with our Marine Corps family by allowing appropriate time and support for those departing the force and to ensure the resiliency of our units still engaged in war.
- **Family Readiness Programs:** Like our equipment, Marines and their families have been “heavily taxed” since 9/11. We will continue to fund family readiness and family support programs that are vital to the health and welfare of our entire Marine Corps family.
- **Amphibious Ships:** The Navy and Marine Corps have determined a minimum force of 33 ships represents the limit of acceptable risk in meeting the 38-ship amphibious force

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<sup>3</sup> 1) Security of the United States, its citizens, and U.S. allies and partners 2) A strong, innovative, and growing U.S. economy in an open international economic system that promotes opportunity and prosperity 3) respect for universal values at home and around the world 4) and an international order advanced by U.S. leadership that promotes peace, security, and opportunity through stronger cooperation to meet global challenges. *2010 National Security Strategy* Pg. 7.

requirement for the Assault Echelon. Marines are best postured to engage and respond to the Nation's security interests from amphibious ships.

The Marine Corps needs the continued support of Congress in confronting these critical issues and the many others discussed below. My promise to Congress is that we will do our part by continuing to be good stewards of our taxpayers' dollars.

***FY 2012 Budgetary Submission.*** The Marine Corps maintains a longstanding tradition in the Department of Defense as being "Penny Pinchers." *A prime example of our many noteworthy cost-saving measures is our practice of units deploying to Afghanistan utilizing equipment sets maintained and repaired in country — a measure saving significant funds annually on costs associated with the cycle of deployment and redeployment.* Our institutionalized culture of frugality, streamlined business practices, lean structure, and multi-mission capability, position us as the "best value" for the defense dollar. This fiscal year we are seeking over \$40 billion<sup>4</sup> to fund ongoing operations, provide quality resources for our Marines, Sailors and their families, conduct reset of equipment stressed from nearly ten years at war, and prepare our forces for future missions. *For approximately 8.5%<sup>5</sup> of the annual Defense budget, the Marine Corps provides the Nation approximately 31% of its ground operating forces (Combat, Combat Support and Combat Service Support), 12% of its fixed wing tactical aircraft, and 19% of its attack helicopters.*

During these times of constrained resources, the Marine Corps remains committed to streamlining operations, identifying efficiencies, and reinvesting savings to conserve scarce public funds. At the direction of the Secretary of Defense in June 2010, the services conducted an efficiencies review and our FY12 budget is the result of a thorough study of all of our business activities. Already one of the most economical of the military services, we achieved our DoD efficiency goal. We captured overhead efficiency savings by focusing on three main efforts:

- Buying smarter through acquiring platforms more intelligently
- Streamlining our operations
- Being more efficient in the way we use, produce, and acquire energy

This effort has had a marked impact on our overall budget, allowing us to invest more in our core warfighting missions and enhancing our acquisition plans. The efficiency initiative drove adjustments to our programs and ensured restoration of funding in areas where needed most. Additionally, we used funds realized from efficiencies to support programs originally not funded. We re-invested savings into critical war fighting programs to enhance readiness. We anticipate unit equipment readiness to increase by FY14 through the purchase of additional equipment beginning in FY12. This readiness increase will allow the Marine Corps to equip, train, and prepare units earlier in the pre-deployment cycle. Other expansions that we were able to address include enhancing funding for facilities with direct operational impact, energy and water

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<sup>4</sup> This sum includes both "Blue in Support of Green" funding, Overseas Contingency Operation funding, and other Navy funding for USMC needs (e.g. chaplains, medical personnel, amphibious ships, etc)

<sup>5</sup> Based on provisions of the *FY10 National Defense Authorization and Appropriation Acts.*

investments at bases and installations, command and control and logistics programs, and equipment modernization.

In addition to our frugality and aggressive pursuit of finding efficiencies to enhance our warfighting capacity inherent in our budget request, your Marine Corps remains the first and only military service whose financial statements have been deemed audit ready. We are continually striving to be good stewards of the public trust and know the on-going financial audit will serve to both strengthen our financial management practices and give us actionable business intelligence to support our decision-making process in supporting our operational forces at home, abroad and in harm's way.

## **Priority # 1: Continue to Provide the Best Trained and Equipped Units to Afghanistan**

***Operation ENDURING FREEDOM.*** We have made great progress in Afghanistan; this effort remains our number one priority until we attain our National objectives. At present over 20,000 Marines are deployed in Afghanistan. This mission ultimately involves almost 60,000 Marines, or just under one-third of our active duty force, factoring in deployment, redeployment, training cycles and other direct support. We will continue providing forces in Afghanistan capable of full-spectrum combat and counterinsurgency operations, while balancing our capabilities to perform what the Nation will likely ask of us in the future. We will ensure that Marines, Sailors, and the units in which they serve, receive the best possible training and equipment to succeed in the many types of missions we are conducting in this complex, dynamic environment.

Our successes within Helmand Province are paving the way for economic development and governance. Marine commanders on the ground and Afghan officials indicate that freedom of movement for the local populace has improved. Bazaars and markets are flourishing; critical infrastructure projects are underway. Today, 10 of 13 districts in Helmand Province are under the control of the Afghan central government. Daily, 135,000 children attend school, which is more than a 60 percent increase from 2008 levels. Formerly dangerous places like Marjah, Now Zad, and Garmsir, un-trafficable due to improvised explosive devices just one year ago, now have significant activity occurring in commercial centers. Yet, other challenges remain as we now seek to capitalize on our 2010 successes. We are currently expanding battle-space northward into other hostile locations such as the district of Sangin, where our forces are going “head-to-head” with Taliban resistance.

As America’s Expeditionary Force in Readiness, we are ready to execute any mission assigned in support of crisis and contingency response. In addition to our Afghanistan commitment, we continue to source forward-based and deployed forces to meet Geographic Combatant Commander requirements. In light of our operational demands, and through the support of Congress in authorizing our end strength of 202,100 active duty forces, our combat units are beginning to realize an approximate 1:2 dwell time.<sup>6</sup> Other units vary at more favorable dwell time levels depending on their mission. We anticipate the 1:2 dwell ratio for combat units to remain relatively stable provided current deployed force levels are not increased; however, increased operational demands in Afghanistan or elsewhere may result in dwell times inconsistent with fostering a resilient Total Force.

Some Marines in select military occupational specialties continue to fall into what is known as a high-demand, low-density status. This is a key indicator that the combat demand for Marines with these skills does not match, or exceeds, the current manpower requirement and/or inventory. In addition, there are currently 14 of 211 occupational specialties where the on-hand number of Marines is less than 90 percent of what is required.<sup>7</sup> Our recently completed force structure review addressed all these concerns. We are working actively to recruit, promote, and retain the

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<sup>6</sup> Infantry battalions will continue to remain just below 1:2 dwell time due to relief in place/transfer of authority requirements.

<sup>7</sup> Our most stressed occupational specialties based on percentage of Marines beyond a 1:2 dwell are 1) Geographic Intelligence Specialist, 2) Imaging Analyst/Specialists, 3) Signals Collection Operator/Analyst, 4) Unmanned Aerial Systems Operator/Mechanic, and 5) European, Middle East, and Asia-Pacific Cryptologic Linguists.



right number of Marines in the right occupational specialties thus promoting resiliency of our Total Force.

***Training for Full Spectrum Counter-Insurgency Operations.*** Our comprehensive training program conducted at our premiere desert training base in Twentynine Palms, CA, has been credited by leaders throughout the Corps with providing a dynamic environment that replicates the many tasks, challenges, and requirements required of units in a counterinsurgency setting. Our newly-instituted Infantry Immersion Trainers are realistic, reconfigurable, and provide comprehensive training environments that develop small unit tactics and individual skills for deploying infantry squads. The Infantry Immersion Trainer supports essential training such as control of supporting arms, language, improvised explosive device recognition and defeat measures, human terrain understanding and close quarters battle. Introducing battlefield effects simulators, culturally appropriate role players, and interactive avatars at the Infantry Immersive Trainers teaches Marines to make legally, morally, ethically, and tactically sound decisions under situations of great stress. It also contributes to reducing the effects of combat stress. I view this training program to be of vital importance to our Operating Forces.

***Equipping for the Afghan Effort.*** Marine units are operating in Afghanistan with high rates of ground equipment readiness. Through the generosity of Congress, we have received funds for the rapid fielding of urgent need items in support of our Afghanistan effort. The Mine Resistant Armor Vehicle Program continues to meet urgent requirements while we actively pursue vehicle upgrades to outpace emerging threats, enhance mobility, and improve vehicle performance. We can accomplish this goal through engineering changes and capability insertions in current production, planned orders, and fielded vehicles. We have a requirement for 3,362 vehicles in the family of Mine Resistant Armor Protected vehicles, including 1,454 Mine Resistant Armor Protected All Terrain Vehicles. To date, we have fielded 1,214 Mine Resistant Armor Protected All Terrain Vehicles to our units in Afghanistan and have met the theater requirement.

To date, we have fielded 34 Assault Breacher Vehicles, five of which are in Afghanistan, to enhance the mobility of the Marine Air Ground Task Force (MAGTF). We plan to field a total of 52 Assault Breacher Vehicles. Production of the remaining eighteen vehicles remains on schedule and is fully funded with final delivery scheduled for the second quarter of FY12.

In our continuing efforts to find improvised explosive devices by all possible means, we are tripling our successful Improvised Explosive Device Dog Detection program and are also undertaking a research and development effort to train dogs with improved detection capabilities with fielding expected this fall. This year, we will have fielded 647 specially trained Labrador Retrievers who work off-leash, supporting our infantry units in ground combat operations. We also have fielded a wide array of intelligence collection sensors and analytic and processing systems to include the Multimedia Archival Analysis System, the Ground Based Observational Surveillance System, the Tactical Remote Sensor System, the Communication Emitter Sensing and Attacking System, and improvements to the Tactical Exploitation Group, to name a few.

Lastly, in December 2010, we deployed a reinforced company of 17 M1A1 Main Battle Tanks to join our efforts in Regional Command SouthWest to provide increased force protection and firepower. Today, these tanks are fully integrated with our forces operating in our most

highly-contested regions, and are rapidly proving their utility in this environment by enabling our Marines to increase operational tempo. They also demonstrate the commitment of Coalition Forces to the security of Southern Afghanistan.

## **Priority # 2 Rebalance the Corps, Posture for the Future, and Aggressively Experiment with and Implement New Capabilities and Organizations**

***Posture for the Future and Force Structure Review.*** The Marine Corps has deployed MAGTFs in support of irregular warfare missions such as our counterinsurgency effort in Afghanistan, humanitarian assistance and disaster relief efforts in Pakistan, Haiti, and the Philippines, and engagement missions such as our theater security cooperation exercises in support of every Geographic Combatant Commander.

Despite these and many other operational successes over the past decade, new challenges await us requiring the same spirit of innovation and institutional flexibility that have been the bedrock of our Corps for 235 years. The *2010 Quadrennial Defense Review* highlights an expanding need over the next two decades for military forces skilled at countering irregular threats,<sup>8</sup> and the *2010 National Security Strategy* signals a need for increased engagement activities. Both of these thrusts necessitate Marines who are not only fighters, but also trainers, mentors, and advisors. The *2011 National Military Strategy* advances the idea that “strengthening international and regional security requires that our forces be globally available, yet regionally focused.”<sup>9</sup> Likewise, Geographic Combatant Commanders have continued to register their growing need for forward-postured amphibious forces capable of conducting security cooperation, regional deterrence, and crisis response.<sup>10</sup>

This past fall, we conducted a detailed force structure review to develop the optimum mix of capabilities for our role as America’s Expeditionary Force in Readiness in the post-Afghanistan security environment. The force structure review addressed 21st Century challenges confronting our Nation and its Marine Corps, aiming to build on our historic role as the Nation’s crisis response force. The review sought to provide the “best value” in terms of capability, cost, and readiness relative to the operational requirements of our forward-engaged Geographic Combatant Commanders. The results of that effort provide for a strategically mobile, “middleweight” force optimized for forward-presence and rapid crisis response. We will be light enough to leverage the flexibility and capacity of amphibious ships, yet heavy enough to accomplish the mission when we get there. Sea-based forces, in particular, will be invaluable for discreet engagement activities, rapid crisis response, and sustainable power projection.

Our review also aimed for a force structure that provides capability and capacity across the range of military operations, while simultaneously providing for resiliency in our Total Force. With likely reductions in forward basing and strategic transportation, the importance of regionally-focused headquarters and forces, both forward-postured and immediately deployable with a minimum of strategic lift, is paramount. We have thus built a Joint Task Force capable headquarters at several Geographic Combatant Command locations. *As we aim to implement signature outcomes of the force structure review, Marines on a day-to-day basis will be forward-deployed and engaged, working closely with our joint and allied partners. When crises or*

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<sup>8</sup> “The wars we are fighting today and assessments of the future security environment together demand that the United States retain and enhance a whole-of-government capability to succeed in large-scale counterinsurgency, stability, and counterterrorism operations in environments ranging from densely populated urban areas and mega-cities, to remote mountains, deserts, jungles, and littoral regions.” *2010 Quadrennial Defense Review Report*, Pg 20.

<sup>9</sup> *2011 National Military Strategy of the United States*, pg 10.

<sup>10</sup> In the past 20 years, U.S. amphibious forces have responded to crises and contingencies 114 times — a response rate double that during the Cold War.

*contingencies arise, these same Marines will respond — locally, regionally, or globally if necessary — to accomplish whatever mission the Nation asks of us.*

To best meet Geographic Combatant Commander needs and ensure optimal configuration as America's Expeditionary Force in Readiness, we require Congressional support to reset our equipment, develop new organizational structures, and begin implementing initiatives from our force structure review. These measures ultimately will improve our ability to function within the Joint Force, execute distributed operations, command and control in complex environments, and conduct persistent engagement missions. *As we are entrusted with the resources and funding to posture ourselves for the future, we will continue to conduct responsible examination required of a disciplined force to ensure that we implement every refinement — from the smallest to the most sweeping — in a manner that provides the Nation with a lean force, capable of rapidly projecting the Nation's power and strategic influence.*

## ***EQUIPPING***

***Reset of the Total Force.*** Resetting the Marine Corps for the future after nearly a decade at war is my number one equipping priority. This past year, we completed our mission in Iraq, effecting the retrograde of more than 25,000 Marines,<sup>11</sup> 382,000 items of equipment, 10,800 short tons of aviation support equipment, and nearly 11,000 containers from Al Anbar province via Jordan and Kuwait to the U.S. and elsewhere. This drawdown of equipment over the course of one year was a significant logistical and operational achievement. We also accomplished the rapid shift of critical equipment from Iraq to Afghanistan in support of the deployment of the 2d Marine Expeditionary Brigade. This shift of materiel within a theater of operation became one of the largest redeployments in U.S. history, both in terms of equipment moved and distances involved.

The Marine Corps is currently sourcing highly-trained and ready forces to meet global combatant commander requirements.

- *Approximately 98% of deployed units report the highest levels of readiness for their assigned mission.*

However, high deployed-unit readiness has come at the expense of home-station, non-deployed units, which have sourced organic equipment and personnel to meet the needs of our deployed forces.

- *Approximately 68% of non-deployed units report degraded levels of readiness. The largest contributing factor is equipment; approximately 37% of non-deployed forces report degraded levels of equipment supply. This lack of equipment impacts the ability of non-deployed forces to respond rapidly to other potential contingencies and represents lost core training opportunities early in the deployment cycle in preparation for Overseas Contingency Operations.*

The equipment redeployed from Iraq to Afghanistan in support of the 2009 surge included most of our deployed medium tactical fleet, the majority of our fleet of Mine Resistant Armor Protected vehicles, light armored reconnaissance vehicles, other hard-to-move equipment, and

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<sup>11</sup> At present, approximately 100 Marines remain in Iraq serving in individual augment, transition team and other miscellaneous billets.

theater-specific items. While shifting this equipment directly to Afghanistan enabled the Marine Corps to meet critical operational timelines, it resulted in the deferment of previously-planned post-Operation Iraqi Freedom reset actions. These same assets comprise a significant portion of the Marine Corps' total reset liability and depot maintenance costs. Thus, a consequence of delaying reset actions on this equipment is the acceptance of considerable risk in the long-term readiness and future availability of our ground equipment. In addition, increased usage rates of our ground equipment and harsh operating environments over these many years at war have resulted in our ground equipment far exceeding planned peacetime usage rates by a factor of six.

It is vital that we reset our equipment from nearly 10 years at war to maintain the necessary levels of readiness to posture ourselves for the future.

- *We estimate the cost of reset for the Marine Corps to be \$10.6 billion. \$3.1 billion has been requested in FY-11 to reduce this liability, leaving a \$7.5 billion deficit. \$5 billion of the \$7.5 billion reset liability will be incurred upon termination of the conflict in Afghanistan. (Note: \$2.5 billion has been requested for reset in FY12. These estimates assume no reset generation beyond FY12 and thus do not include any reset requirements for FY13 and FY14.)*

This funding will support the depot-level maintenance of our Operation Enduring Freedom equipment, procurement of combat vehicles and major weapons systems, engineering equipment, ammunition expenditures, and combat losses. The reset estimate is based on current circumstances and will change as operational requirements are re-evaluated. Moreover, as long as the war continues, our costs for reset will grow accordingly.

**Reconstitution of Equipment.** Our experiences in combat operations over the past decade have shown us that our legacy 20th Century tables of equipment are inadequate with regard to the demands of the modern battlefield. As we move towards finalizing our force structure review by conducting a thorough Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, and Facilities assessment, we will finalize determination on the costs associated with modernization of equipment sets necessary to support our future operations.

- *However, at this time, our initial estimate of reconstituting our tables of equipment is \$5 billion, which is an amount entirely separate from our reset costs. We have begun to address our reconstitution shortfall by requesting \$253 million in FY12 for equipment procurement.*

As our force structure review is implemented, we will continue with deliberate assessments of the modernization requirements for equipment that optimizes our post-Afghanistan posture while simultaneously reinforcing our frugal and responsible roots. Our Service Reconstitution Equipment Strategy will guide the identification of emerging requirements for refining the capabilities of our status as a middleweight force, our support to the Geographic Combatant Commanders, our service level prioritization, and resource allocation.

**Marine Aviation.** We are transitioning our entire inventory of fixed and rotary wing aircraft to support our future force and require ongoing support from Congress for this comprehensive aviation modernization effort. The continued development and fielding of the short take-off and vertical landing (STOVL) F-35B Joint Strike Fighter remains the centerpiece of this effort. The capability inherent in a STOVL jet facilitates our maneuver warfare doctrine and fills our need

for close air support in the many austere conditions and locations where we will likely operate in the future. Around the world, there are 10 times as many 3,000-foot runways capable of handling a STOVL jet as there are 8,000-foot runways required of conventional fighter aircraft. Additionally, we maintain the organic ability to build an expeditionary 3,000-foot runway in a matter of days in support of aviation operations. The capabilities of the STOVL F-35B enable the Marine Corps to replace three legacy aircraft types — F/A-18, EA-6B, and AV-8B — which once fielded will save the Department of Defense approximately \$1 billion per year in operations and maintenance costs. *The F-35B program has made significant progress to date including 22 successful vertical landings so far this year which is more than double that achieved all last year. I am confident that we will field this aircraft in accordance with responsible timelines. This matter has my unwavering attention, and I am personally overseeing this program. With a fully-fielded fleet of F-35Bs, the Nation will maintain 22 capital ships — 11 carrier and 11 amphibious assault — with fifth generation strike assets aboard — a significant deterrent and response capability for our Nation.*

Our legacy aircraft supporting operational missions are consuming service life at a rate up to three times faster than scheduled. Averaged across our complete fleet, we are consuming aircraft service life at a rate 1.85 times faster than planned. This reality results in compressed timelines between re-work events and in earlier retirement of aircraft than originally programmed. The majority of our legacy platforms are nearing the end of their service lives, and most production lines are closed. New aircraft with low average ages and robust service life projections are the future of our aviation force and its support of Marine Corps and joint operations. As we transition to these new capabilities, we are mindful of the need to ensure a fully-integrated and networked force to provide Marine aviation to the MAGTF and the Joint Force.

We are exploring the viability of transformational platforms such as the Cargo Unmanned Aircraft System. The Cargo UAS will facilitate the delivery of logistics to remote locations when weather or threat systems preclude manned aviation sorties or overland resupply convoys.

Our new aircraft will provide increased range, speed, standoff, time on station, lift capability, and will be critical to tomorrow's MAGTF. By 2020, we will transition more than 50 percent of our aviation squadrons to new aircraft and complete fielding of the tilt-rotor MV-22 Osprey assault support aircraft and the upgraded UH-1Y Huey utility helicopter. We will field new close air support platforms such as the AH-1Z attack helicopter and the STOVL F-35B. We also will have new platforms for intelligence, surveillance and reconnaissance and an entirely new family of Unmanned Aircraft Systems. Lastly, we will introduce greater lifting power to the MAGTF with a new model of the heavy-lift CH-53 cargo helicopter.

***Ground Combat and Tactical Vehicle Strategy.*** The priority for our Ground Combat Element is our ship to shore tactical mobility. The seamless transition of our Operating Forces from the sea to conduct sustained operations ashore, in particular to support three balanced Marine Expeditionary Brigades (i.e. two sea-based Joint Forcible Entry Marine Expeditionary Brigades reinforced by a third Maritime Prepositioning Force-based Marine Expeditionary Brigade) as well as for conducting irregular warfare missions, necessitates an appropriate mix of ground combat vehicles. We are focusing our efforts on developing and fielding a family of vehicles with a balance of performance, protection, payload, transportability, fuel efficiency, and affordability that supports the rapid concentration and dispersion of combat power, supports strategic deployment concepts and meets our world-wide operational commitments.

Our Ground Combat and Tactical Vehicle Strategy is currently in its third phase of development. Its overall goal is to field a ground combat vehicle portfolio structured to support the ground combat element. Vehicles in this portfolio include the Joint Light Tactical Vehicle, the Marine Personnel Carrier, and a new amphibious combat vehicle.

In the complex future security environment, the execution of amphibious operations requires the use of the sea as maneuver space. An amphibious combat vehicle is essential to our ability to conduct surface littoral maneuver and seamlessly project ready-to-fight Marine units from sea to land in permissive, uncertain, and hostile environments. As the Secretary of Defense affirmed earlier this year, the cancellation of the Expeditionary Fighting Vehicle is by no means a rejection of the Marine Corps amphibious assault mission.

The standing, validated requirement for, and development of, an amphibious combat vehicle will ensure we continue to develop the right platform — at the right price — to support rapid ship to shore movement. To that end, we are now pursuing an integrated new vehicle program with three components, crafted from inception for affordability and leveraging the investment made in the EFV. We intend to mitigate risks associated with a new vehicle program and to maximize value by use of an integrated acquisition portfolio approach. This approach will have three synchronized efforts:

- Acceleration of the procurement of Marine Personnel Carriers
- Investment in a service life extension program and upgrades for a portion of the existing amphibious assault vehicles
- Development of a new amphibious combat vehicle

We intend to manage these complementary capabilities, requirements and acquisitions from a portfolio perspective.

## ***NAVY SUPPORT***

***The Navy Marine Corps Team.*** As part of the Joint Force, the Marine Corps and the Navy partner to leverage the significant advantages provided by amphibious forces — a point reinforced by joint doctrine.<sup>12</sup> The Navy and Marine Corps team will be postured and engaged forward to be most operationally relevant to the needs of our Nation. Together, we provide the capability for massing potent forces close to a foreign shore while maintain a diplomatically sensitive profile. And, when needed, we are able to project this power ashore across the range of military operations at a time of our Nation’s choosing, collectively demonstrating the essence of naval deterrence.

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<sup>12</sup> “Timely response to crisis situations is critical to U.S. deterrent and warfighting capabilities. The timeliness of U.S. response is a function of U.S. forward deployed forces and prepositioned forces with adequate organic movement capability....” Joint Publication 3-35, *Joint Deployment and Redeployment Operations*, 7 May 2007, pg I-8.

***Amphibious Shipping.*** The Marine Corps’ requirement to deploy globally, rapidly respond regionally, and train locally necessitates a combination of tactical airlift, high-speed vessels, amphibious ships, maritime preposition shipping, organic tactical aviation, and strategic airlift. The inherent flexibility and utility of amphibious ships is not widely understood, as evidenced by the frequent — and erroneous — assumption that “forcible entry capabilities” alone define the requirement for amphibious ships. *The same capabilities that allow an amphibious task force to deliver and support a landing force on a hostile shore enables it to support forward engagement and crisis response. In fact the most frequent employment of amphibious forces is for steady state engagement and crisis response.* The Geographic Combatant Commanders have increased demand for forward-postured amphibious forces capable of conducting security cooperation, regional deterrence, and crisis response reflecting the operational value of amphibious forces for missions across the range of military operations.<sup>13</sup> In an era of declining access and strategic uncertainty, I anticipate that this upward demand trend will continue.

Our principal contribution to U.S. Global Defense Posture is our “rotationally responsive” forces aboard amphibious ships. These forces combine the advantages of an immediate, yet temporary, presence, graduated visibility, and tailored, scalable force packages structured around the MAGTF. Rotational Amphibious Ready Groups/Marine Expeditionary Units forward deployed in three Geographic Combatant Command areas of responsibility, not only provide the capability for crisis response, but also present a means for day-to-day engagement with partner nations. Rotational forces also offer additional flexibility for decision makers in the event that forces are required to rapidly re-deploy across divergent regions and conflicts.

In January 2009, the Navy and Marine Corps agreed that the force structure requirement to support a 2.0 Marine Expeditionary Brigade lift is 38 total amphibious assault ships. In light of the fiscal constraints, the Department of the Navy agreed to sustain a minimum of 33 total amphibious ships in the assault echelon. This number gives a capability needed for steady state operations and represents the minimum number of ships needed to provide the Nation with a sea based power projection capability for full spectrum amphibious operations — including the amphibious assault echelon of two Marine Expeditionary Brigades.

The Marine Corps is committed to the spiral development of the America Class LHA (R), which is 27 percent complete. We expect the Navy to take delivery of LHA-6 in FY14 with availability to deploy beginning in FY17. In terms of LHA-7, we anticipate the contract award in late FY11 with fabrication commencing the following year. *These two ships are maximized for aviation, and I believe it is essential that a well-deck be reintroduced in LHA-8 as currently planned.* The ongoing procurement and commissioning of the final two of our planned eleven San Antonio Class LPD-17 “Common Hull Forms” is critical to providing the lift capacities and operational capabilities to support the full range of military operations up to and including forcible entry.

***Maritime Prepositioning Assets.*** The Maritime Prepositioning Force (MPF) program exists to enable the rapid deployment and engagement of a Marine Air Ground Task Force anywhere in the world in support of our National Military Strategy. The current MPF force, which has been employed 55 times since 1985, is composed of a fleet of 16 ships divided into three Maritime Pre-Positioning Ships Squadrons located in the Mediterranean Sea, Indian Ocean (Diego Garcia),

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<sup>13</sup> Since 9/11 U.S. amphibious forces have responded to crises and contingencies at least fifty times, a response rate more than double that of the Cold War.



and Pacific Ocean (Guam and Saipan). With the restructure of the Maritime Prepositioning Force-Future, the Marine Corps and Navy have focused on an interim solution to enhance current MPF with three new ships to enable future sea-basing concepts. The addition of three Mobile Landing Platforms (MLP) and three T-AKE auxiliary dry cargo ships to the Maritime Prepositioning Ship Squadrons, coupled with existing Large, Medium-Speed, Roll-On, Roll-Off (LMSR) cargo ships, will enable the MPS squadrons to conduct at-sea, sea-state three, selective offload of vehicles, personnel, and equipment without complete reliance on fixed ports ashore. The introduction of MLPs, T-AKEs, and LMSRs provide the Navy and Marine Corps team a substantial step in enhancing our current sea-basing capabilities.

The Department of the Navy is currently funding the full MPF program of 16 ships through FY12; however, the DoN POM-13 places one Maritime Prepositioning Squadron (six ships) in a Reduced Operational Status beginning in FY13. We will continue to optimize the MPF program to remain responsive and relevant to Geographic Combatant Commander requirements.

***Naval Surface Fire Support.*** The Marine Corps has an enduring requirement for fire support from naval vessels in the range of 41-63 nautical miles to support amphibious operations in the littorals. These fires are needed by tactical commanders to maneuver towards battlefield objectives once ashore, contributing to joint doctrine for assured access. They serve as a component of the balanced and complementary joint triad of fires. Yet, unlike tactical aviation and ground fire systems, naval surface fires are unique and vital for their volume, lethality, accuracy and all-weather capability.

Planned reductions in the procurement of certain naval ships along with cancellation of specific weapons programs over the past few years have led to a deficiency in systems available for naval surface fires. Completed in 2009, the Joint Expeditionary Fires Analysis of Alternatives identified the optimum U.S. Navy programs to support Marine Corps naval surface fire support requirements. This study established the baseline capabilities of the current naval surface fire support program of record (13nm projectile of the 5-inch gun and the Advance Gun System of the DDG-1000) to be insufficient in mitigating fire support gaps. The study determined that extended range 5-inch munitions would serve as a complementary alternative to the three DDG 1000s. Dramatic improvements in 5-inch projectiles can extend the naval surface fire support maximum range, across the 106 guns in the surface fleet, from 13 to 52 nautical miles with precision, high angle attack for use in operations in urban terrain, and potential effectiveness against moving targets. We also support ongoing research and development of transformational technologies like the Electro-Magnetic Rail Gun with its potential to revolutionize the reach, coverage, and responsiveness of ship-based naval gunfire to ranges in excess of 200 nautical miles.

***Assured Access.*** We remain vigilant of burgeoning anti-access/area denial threats proliferating around the globe, particularly in the Pacific Rim. The family of guided rockets, artillery, mortars, missiles and subsurface systems like mines and quiet submarines, pose a challenge to the power projection capability of seaborne expeditionary forces and threatens DoD's ability to prevent and deter conflicts and prepare for a wide range of contingencies.

Marine Air Ground Task Forces ashore and aboard amphibious shipping will support operations to ensure the freedom of action of U.S. and Allied forces by establishing expeditionary bases and airfields or defending advance bases. Marine Short Take-off and Vertical Landing aviation assets will be of particular value in overcoming adversary anti-access and area denial capabilities

since they can operate from short or degraded airfields, can be rapidly dispersed, and can utilize both large carriers and amphibious ships for attack, maintenance, force protection, and dispersal purposes. The Joint Force Commander can leverage these unique capabilities to ensure the sea control necessary for the conduct of subsequent joint operations, whether they be power projection, forcible entry, or freedom of navigation.

In this regard, we are partnered with the joint community to develop an overarching concept to attain operational access. This year, we will employ our war-gaming capability in Expeditionary Warrior 2011 to examine operations designed to overcome anti-access challenges. We are partners with the U.S. Navy and the U.S. Air Force in the development of the Air-Sea Battle Concept aimed at integrating capabilities to defeat these advanced weapon systems in maritime areas of strategic interest. We also continue to participate in the U.S. Army's Joint Forcible Entry Warfighting Experiment, examining capabilities to conduct airborne and amphibious forcible entry operations.

## ***PERSONNEL & ORGANIZATIONAL INITIATIVES***

***People.*** Today's Marine Corps represents less than 1/10 of 1 percent of the US population, and the individual Marine remains our most valuable asset. Our 202,100 Active Duty and 39,600 Selected Reserve end strength allow us to meet current operational commitments while promoting resiliency throughout our Total Force. In FY10 Marine Corps Recruiting Command accessed 1,703 officers (100.18 percent of the 1,700 officer goal). Our FY11 accession mission is 1,650 active duty officer accessions with the same goal projected in FY12. In terms of enlisted accessions, we are exceeding our internal quality standards of 95 percent enlisted recruits entering the Marine Corps possessing a high school diploma and 63 percent qualifying in the DoD I-III A mental group categories (DoD quality standards are 90 percent and 60 percent respectively). We will achieve our mission of 31,500 enlisted active component non-prior service recruits in FY11. Enlistment Bonuses remain vital to meeting the continuing requirement for high demand skills. We are continuing to experience unprecedented retention in both first-term and career Marines.

We will continue to shape our Total Force to provide the ideal grade and military occupational specialty mix needed for sustainment. Our force structure review developed ways to increase unit readiness within our operating forces to ensure 99 percent manning of enlisted billets and 95 percent manning of officer billets. At the close of the Future Years Defense Program, we will work with the Secretary of Defense on a responsible drawdown of our end strength that is aligned with the future mission demands of a post-Operation Enduring Freedom security environment. I am determined to "keep faith" with our Marines and their families by designing and executing a responsible drawdown from our current 202,100 end strength such that we avoid reduction-in-force actions and early retirement boards.

The Marine Corps is committed to making concerted efforts to attract, mentor, and retain the most talented men and women who bring a diversity of background, culture and skill in service to our Nation. Our diversity effort is structured with the understanding that the objective of diversity is not merely to achieve representational parity, but to raise total capability through leveraging the strengths and talents of each and every Marine. The success of our pioneering Female Engagement Team program in Afghanistan, which is an offshoot of a similar effort we

employed in Iraq, is one way that the Marine Corps utilizes diversity within our ranks for operational benefit.

We are currently developing a comprehensive, Service-wide strategy on diversity, an effort facilitated through our standing Diversity Review Board and a Diversity Executive Steering Committee chartered to establish the foundations for diversity success in the Total Force. The Marine Corps has established minority officer recruiting and mentoring as the highest priority in our recruiting efforts. Along with the other Services, we have provided timely input to the Congressionally-sanctioned Military Leadership Diversity Commission and look forward to release of the Commission's final report scheduled for March 2011.

***Marine Air Ground Task Force Enhancements.*** To further posture ourselves for the future, we are evaluating the internal workings of our MAGTFs to account for the distributed operations, decentralized command and control, dispersed forces and diffuse threats inherent on the modern battlefield. We are implementing a diverse suite of command and control systems within all elements of the MAGTF. We continue to work to build the capacity of new organizations like the Marine Corps Information Operations Center to achieve non-lethal effects in today's irregular and complex environments. We are ensuring the rapid analysis, fusion, and dissemination of intelligence down to the tactical level by continuing implementation of the Marine Corps Intelligence, Surveillance, and Reconnaissance Enterprise. We also aim to reorganize our intelligence collection and exploitation capabilities, increasing the ratio of resources to users. We will also capitalize on the capabilities of unmanned aircraft systems via an increase in capacity.

We are developing regionally-focused Marine Expeditionary Brigade command elements that are joint task force capable, with habitually aligned subordinate elements, to improve Geographic Combatant Commander effectiveness and speed of response. We have recently stood up one such element in Bahrain in support of U.S. Central Command. To better standardize operations and training for units and staff in our ground combat element, we established the Marine Corps Tactics and Operations Group, which reached full operational capability in May 2010. Among other measures, this organization's mission is to support the refinement of our doctrine, including how our infantry companies will fight in the future. Building on the successes of the Marine Corps Tactics and Operations Group for the ground combat element, we are also developing and establishing a Marine Corps Logistics Operations Group capability for the Logistics Combat Element along with reorganizing Marine Logistics Groups to establish standing Combat Logistics Battalions habitually aligned to specific Marine Expeditionary Units and infantry regiments.

Over the past decade, we have become more reliant on equipment sets resulting from the emergence of new threats, perhaps most notably the improvised explosive device. This trend has resulted in the acquisition of some resources that are incompatible with the ethos of an agile, expeditionary force. To that end, we have begun an effort known as "*Lightening the MAGTF*," a measure aimed at reducing the size, weight, and energy expenditure of our forces from the individual rifleman to wholesale components of the MAGTF.

Sustained combat operations and worldwide theater security cooperation and training commitments over the last decade point towards an essential requirement for the Marine Corps Reserve to continue focusing at the operational, rather than strategic level of warfare. Since 9/11, our Marine Corps Reserve has engaged continuously in combat operations as well as in

regional security cooperation and crisis prevention activities in support of the Geographical Combatant Commanders. This operational tempo has built a momentum among our war fighters and a depth of experience throughout the ranks that is unprecedented in generations of Marine Corps Reservists. In fact, today's Marine Corps Reserve is more highly trained, capable, and battle-tested than at any time since the Korean War.

*The transition in utilization of the Marine Corps Reserve from a strategic to operational Reserve, as affirmed by our force structure review, expands our ability to perform as America's Expeditionary Force in Readiness. Sharing the culture of deployment and expeditionary mindset that has dominated Marine Corps culture, ethos and thinking since our beginning more than two centuries ago, the Marine Corps Reserve is optimally organized, equipped, and trained to perform as an operational Reserve.*

***Institutions for Irregular Warfare.*** Irregular operations (e.g. Counterinsurgency, Stability Operations, Foreign Internal Defense, Unconventional Warfare and Counterterrorism) often occur in response to crisis and are executed in austere conditions — situations often entailing employment of Marines. Our experiences countering irregular threats in “Small Wars” is a result of responding to complex crises involving a mix of security, economic, political, and social issues — usually under austere physical conditions. Our approach to irregular warfare is based on the understanding that people, ideas and organizations — not platforms and advanced technology — are the keys to success in operating in complex and irregular warfare environments. Naval forces conducting theater security operations and security force assistance to build partnership capacity also provide the Nation the potential for immediate crisis response capability and options for escalation or de-escalation. *Building on our lessons learned in Iraq and Afghanistan, we are developing options to re-organize, consolidate, and strengthen our institutions that emphasize our irregular warfare and multi-mission capability such as the Center for Advanced Operational Culture and Learning, the Security Cooperation Training and Education Center, and the Center for Irregular Warfare. The objective is to gain unity of effort, increase effectiveness and efficiency, and reduce redundant capacity.*

We established the Marine Corps Training and Advisory Group (MCTAG) within the past five years to train, equip, and deploy Marines for Security Force Assistance missions in support of Geographic Combatant Commander theater security cooperation plans. The MCTAG provides conventional training and advisor support to Host Nation Security Forces. This organization also offers planning assistance to Marine regional component commands in developing and executing partner nation training programs. The MCTAG is scheduled to reach full operating capability in September 2011 and to date has directly trained more than 180 Marines and Sailors and assisted in the training of more than 600 Marines and Sailors, who themselves have conducted in excess of 150 deployments to more than 50 countries worldwide. The MCTAG has also developed programs of instruction to train joint service advisors/trainers deploying on theater security cooperation missions as well as programs of instruction to train light infantry battalions from the Republic of Georgia in executing combat operations in Afghanistan.

Because the Marine Corps functions in an integrated fashion throughout all traditional domains — land, sea, air, and space — it is a logical step forward for us to be optimally organized, trained and equipped to operate synergistically on the modern battlefield, which now includes the cyber domain. As U.S. Cyber Command matures and sponsors initiatives to

increase cyber operational capacity, we are taking deliberate steps to build additional Marine Corps cyber capability and capacity to meet joint and service-level demands.

We see the continued development of organic cyber capabilities, capacities, and awareness as a critical element to retain speed, precision, and lethality across the entire spectrum of operations. We are working to incorporate scenarios into our exercises to increase opportunities for Marines to leverage cyber capabilities while also training Marines to operate where cyber-enabled warfighting capability may be degraded and/or contested. Additionally, we are integrating tailored cyber education into our officer and enlisted professional education programs. *We are continuing to examine our options for recruiting, training and retaining our cyber workforce. This is especially challenging given the highly specialized skill sets and the competition for such in both the Federal and Private sectors.*

Formed in 2006, Marine Special Operations Command (MARSOC) is currently conducting an internal reorganization into three mirrored battalions. Upon completion of this reorganization in FY14, Marine Special Operations Command will have one regiment consisting of three battalions, 12 companies, and 48 Marine Special Operations Teams. Since December 2009, MARSOC has maintained an enduring battalion-level Special Operations Task Force headquarters and two companies in Afghanistan along with persistent Marine Special Operations Team engagements in other high priority regions.

Since its inception, the Marine Corps has resourced Marine Special Operations Command with significant investments in military construction for training facilities, barracks and headquarters. In the near term, MARSOC will have 2,678 personnel. Our force structure review recently evaluated ways to increase the number of combat support and combat service support Marines (e.g. logisticians, intelligence personnel, etc.) enabling MARSOC's operations. I intend to add 1,001 Marines to MARSOC, which will increase its capacity by 44 percent. These Marines, who are above and beyond the planned FY14 personnel increase, will better enable it for effective special operations.

The Marine Corps serves as the Department of Defense Non-Lethal Weapons Executive Agent responsible for developing program recommendations and stimulating non-lethal weapons requirements. Non-lethal effects are part of the Department of Defense portfolio of capabilities that enhance the Joint Force Commander's ability to act in a timely manner to detect, deter, prevent, defeat, or, if necessary, mitigate the effects of an attack. Non-lethal capabilities provide the Joint Force the ability to selectively target hostile threats, covered or concealed by civilian assets, while avoiding collateral damage. Geographic Combatant Commands are registering increased demand for non-lethal weapons options to include items such as arresting nets, dazzler lasers, acoustic hailing devices, electric stun guns, blunt impact munitions, and non-lethal warning munitions. The Joint Non-Lethal Weapons Program continues to support joint and combined non-lethal weapons research, development, training and exercises in support of all Geographic Combatant Commands.

***Expeditionary Energy.*** The Marine Corps is leading the development of expeditionary energy solutions for DoD and the Department of the Navy — reducing energy demand in our platforms and systems, increasing the use of renewable energy, and instilling an ethos of energy and water efficiency in every Marine. *Our priority is force protection — saving lives by reducing the number of Marines at risk on the road hauling fuel and water. We also aim to help Marines*

*travel lighter and move faster through the reduction in size and amount of equipment and the dependence on bulk supplies.*

In February 2011, we issued a “Bases to Battlefield” Expeditionary Energy Strategy Implementation Planning Guidance, which sets goals, performance metrics, and a plan for implementation by 2025. This strategy supports Congressional and Department of the Navy goals to increase energy security through the use of alternative fuels and energy efficiency. Since 2009 we have aggressively pursued renewable energy and energy efficient capabilities that will make Marine units more energy self-sufficient, and ultimately increase our combat effectiveness.

Within a year, we stood up an Experimental Forward Operating Base, sourced commercial and government technologies, trained an infantry company with renewable energy technology, and deployed them to Afghanistan in the winter of 2010 where they operated two patrol bases entirely on renewable energy. As a result, our forces required less fuel and batteries, reducing risk to Marines and saving money. This year, the Experimental Forward Operating Base will focus on the requirements of a major battlefield energy user — the Command Operations Center and the Command Element — and will evaluate a second round of energy technologies to support expeditionary operations.

In FY12 we are devoting more resources — in current programs and new areas — to build a foundation to achieve our goals for increased energy efficiency and renewable energy by 2025. As a starting point, we anticipate savings of petroleum over the Future Years Defense Program in our Overseas Contingency Operations of 100,000 to 150,000 barrels. For example this year, we are procuring mobile electric power sources to achieve 17 percent fuel efficiency using U.S. Army funded development and Marine Corps funded procurement monies. We are also fielding Enhanced Efficiency Environmental Control Units to achieve 15-30 percent power efficiency improvements.

***Installation Energy.*** We are also devoting more resources to our Energy Investment Program than ever before. These funds will be used to implement the results of recent and ongoing energy audits at our installations; install more efficient systems and reduce overall energy consumption. Additionally, new facilities will continue to incorporate the latest energy sustainability and efficiency features. This effort aboard our installations complements our Corps-wide initiative to develop an energy ethos and culture of conservation.

## ***TRAINING***

***Training MAGTFs.*** We are utilizing our Marine Corps Service Campaign Plan as a roadmap to strengthen and maintain our core competencies and to ensure we remain America’s Expeditionary Force in Readiness well into the future. This effort also will also help synchronize our Service level security cooperation activities in support of national strategy and guide the type of training and exercises we must conduct, in particular at the Marine Expeditionary Brigade level.

Our amphibious core competency figures prominently in our Service Campaign Plan, and as a result we have undertaken an array of exercise planning in this critical skill area. We will soon be conducting a MAGTF Large Scale Exercise that will refine our capability to conduct amphibious power projection and sustained operations ashore in a joint and inter-agency

environment. In late-2010 we conducted *Exercise Bold Alligator 2011*, the first large-scale amphibious training exercise with the Navy on the East Coast in almost 10 years. This synthetic training event practiced planning for forcible entry operations against conventional and asymmetric threats and a large scale non-combatant evacuation operation. We will take lessons learned from this exercise and build upon them for the next iteration of this important exercise with the U.S. Navy scheduled in the coming year.

We are reviewing the core functions of our organizations and, where appropriate, adding irregular warfare capabilities to reflect the full spectrum of possible employment options as a core task set for the Marine Expeditionary Brigade. We view integration with other government agencies and coordination with non-government organizations as essential to our success in irregular warfare and have significantly increased interagency participation in numerous exercises and training venues such as Expeditionary Warrior-09/10, Emerald Express, Joint Urban Warrior-09, and Joint Irregular Warrior-10. We aim to capitalize on our current theater security cooperation and partnership capacity building activities with our allies and partners in all operational environments providing our National leaders with strategic options to shape outcomes, prevent and deter conflicts, strengthen “at risk” states, and deny enemy safe-havens.

### **Priority #3 Better Educate and Train our Marines to Succeed in Distributed Operations and Increasingly Complex Environments**

***Professional Military Education and Small Unit Leader Development.*** We are planning more investments in the education of our non-commissioned officers and junior officers, as they have assumed vastly greater responsibilities in both combat and garrison. This focus on education will better train them for decision-making during distributed operations against more diffused threats over broader areas of the battlefield. The primary initiative to address this priority is to increase markedly their opportunities to attend resident professional military education. We are currently evaluating ways to increase throughput at resident professional military education courses with options for both constrained and unconstrained manpower and resource increases. We are evaluating traditional paradigms relative to course lengths and instructional methodology, with the specific objectives of tripling throughput at the Expeditionary Warfare School (Career level) and doubling resident Command and Staff College (Intermediate Level) throughput.

These key leaders also impact unit cohesion and our overall effectiveness in combat. Introducing these leaders into a unit at the right time and stabilizing them in a life cycle continuum of a unit positively impacts a unit's effective training, performance and resiliency during pre-deployment training and post combat. These leaders are in the best position to influence our cultural ethos with its emphasis on intangible qualities such as esprit de corps, integrity, and "service to country during time of war." We are currently reviewing manpower policies and models and will ensure these key leaders are present and able to lead a cohesive unit throughout its life-cycle continuum, including rigorous pre-deployment training and post deployment actions. This effort will ready our units for any fight, whether irregular or combat.

We also intend to infuse Values Based Training, rooted in our core values of Honor, Courage and Commitment, at all levels of professional development to foster resilience and to enable effective operations, especially in complex irregular environments. *Our overall goal is to institutionalize efforts to develop more mature, educated, and capable non-commissioned officers and maneuver unit squad leaders. As these concepts mature, there will be costs in terms of military instruction and facilities for which we will require Congressional support.*

***Regionalization and Specialization.*** The increased call for engagement, as seen in our force structure review and in strategic guidance, requires Marines with improved cultural and language skills and formal education. To develop better specialization for anticipated future missions and operating environments, we will expand our Foreign Area Officer and Regional Affairs Officer programs, as well as opportunities to send more officers through graduate level training, fellowships and research opportunities — ideas supported by findings and recommendations of the *2010 Quadrennial Defense Review* and the *2010 Quadrennial Defense Review Independent Panel Report*.<sup>14</sup> This effort will extend to our "Whole of Government" approach toward irregular warfare as we seek greater exchanges and fellowships with the elements of the Interagency.

***Marine Corps University.*** We are continuing to implement recommendations of our 2006 Officer Professional Military Education Study (*the Wilhelm Report*) and are making significant strides in terms of resources and facilities enhancing the campus of the Marine Corps University

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<sup>14</sup> *2010 Quadrennial Defense Review Report*, pg 54; *2010 QDR Independent Panel Report*, pgs 75-77.



(MCU). We have programmed approximately \$125 million in Military Construction between FY11-FY12 for new academic facilities for the Marine Corps War College, Command and Staff College, and the School of Advanced Warfighting. In addition, we will expand the Staff Noncommissioned Officer Academy at the main campus in Quantico. These funds represent only a down payment on a larger commitment to double the size of the University campus and to upgrade our enlisted academies world-wide. Completion of the MCU master plan will require the demolition and relocation of tenant units aboard the campus. Detailed documentation of costs associated is on-going; however, we estimate over \$400 million is needed to complete the master plan. Our ultimate goal is to develop the MCU into a premier institution with world-class faculty, facilities, students, and curricula; we will require the assistance of Congress in this goal.

## **Priority #4 Keep Faith with our Marines, our Sailors and our Families**

***Keeping Faith.*** We expect and demand extraordinary loyalty from our Marines — a loyalty to Country, family, and Corps. Our Nation has been at war for a decade, placing unprecedented burdens on Marines, Sailors, families, Wounded Warriors, and the families of the fallen. They have all made tremendous sacrifices in the face of danger. We owe them all a reciprocal level of loyalty. Our approach to caring for their needs is based on the same unwavering faithfulness they have demonstrated to the Marine Corps. We will ensure their needs are met during times of deployment and in garrison by providing the services, facilities, and programs to develop the strength and skills to thrive on the challenges of operational tempo. When needed, we will restore them to health. We will also transition them back to civilian life, and in the cases of our fallen Marines, we will support and protect their surviving spouses and dependents. We will do this by focusing on several areas this fiscal year.

***Combat Stress, Resiliency, Medical and Mental Health Care.*** We continue to advocate for the highest quality medical care and facilities for our service members, retirees, and their families. To ensure the Department can continue to provide the finest health care benefits in the country to our beneficiaries, we fully support the medical efficiencies and adjustments in TRICARE included in the President's budget proposal.

The evolving security environment requires a physically and mentally resilient Marine able to endure extended exposure to ambiguous, stressful, and ever-changing situations. Young leaders find themselves on the vanguard of a protracted war, adapting to a variety of situations and scenarios. To improve their resilience, we are working aggressively and creatively to build a training continuum that better prepares them for the inevitable stress of combat operations and to equip them with the necessary skills required to cope with the challenges of life as a Marine.

Instruction founded and focused on our core values helps provide some of this resilience, especially in irregular warfare and complex environments. A program combining the “best practices” of mental, emotional and physical fitness will best instill in our Marines the resiliency needed to endure the stressors of combat and enhance their ability to perform effectively across the range of military operations. *We are developing a comprehensive program to improve the resiliency of our Marines both in garrison and in combat.*

We are partnered with the Navy to address the nation-wide dearth of qualified mental health care providers, which challenges our ability to provide care at some of our bases and stations and, in some cases, to our reservists in remote locations. During Calendar Year 2010, we saw a nearly 30 percent decrease in the number of suicides within our Total Force.<sup>15</sup> We are too early in our suicide studies to identify what specific initiative(s) have resulted in this dramatic turnaround. However, we have implemented a number of measures on multiple fronts. Some of these include the following:

- **Evocative Peer-led Training Program:** "Never Leave a Marine Behind" suicide prevention program for non-commissioned officers and Junior Marines. We are expanding this training to include staff non-commissioned officers and commissioned officers this year.

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<sup>15</sup> CY10 suicides = 37 whereas CY09 suicides = 52.

- **DSTRESS Line Pilot Program with TRICARE West:** “By Marines-For Marines” call center designed to assist with problems at an early stage. The call center is staffed by veteran Marines, providing anonymous service to all current Marines, veteran Marines, their families and loved ones.
- **Combat and Operational Stress Control and Operational Stress Control and Readiness Teams:** Utilizing unique training programs across the Total Force and ensuring the presence of mental health professionals in front-line units as a primary prevention tool to help Marines identify and mitigate stress.
- **Marine Resilience Study to Assess Risk and Resilience:** We are participating in a longitudinal research study that will examine risk across three domains: biological, psychological and social. The outcome of this study will inform our future work in the area of building and maintain resiliency across the Corps.

We will continue advocating to the medical community for better diagnostic and increased treatment options for Marines with severe injuries including Post Traumatic Stress and Traumatic Brain Injury. In collaboration with the other services, we developed a set of events-based parameters, mandating that our leaders search out Marines who have experienced a concussive event. This measure no longer relies on identification of impacted service members solely on their willingness to seek help on their own initiative. These protocols are in place now in Afghanistan, and we are already seeing a culture change in the attitude of Marines about being treated early for a Traumatic Brain Injury.

We have established an in-theater Restoration Center that brings comprehensive concussion diagnosis and management as close to the front lines as possible to ensure that appropriate care is available as quickly as possible. We are currently developing policy and applications to track Traumatic Brain Injury from "point of injury" to "return to full duty" separately but in parallel with medical documentation. These measures will empower commanders with the information they need to monitor the health of a Marine who has suffered a concussive event and intervene appropriately for the duration of a Marine's career and long after the initial injury."

***Transition Assistance.*** We believe transition assistance should be a process not an event. We have established a goal to make the Marine Corps Transition Assistance Management Program more value added for our departing Marines. From 2009 to 2010, we conducted functionality assessments of the Transition Assistance Management Program and the Lifelong Learning Program and noted many deficiencies. In response, we established two Transition Assistance Operational Planning Teams in 2010 to assess existing programs. We have developed an “end to end” process improvement plan that will begin at the point of initial accession into the Marine Corps and continue through post separation. We are initiating actions and integrating existing capabilities that will most directly improve the quality of support provided to Marines within six months prior to separation and those who have been separated at least six months.

Marines have expressed a desire for assistance navigating Department of Veterans Affairs benefit processes such as in cases of enrollment for and access to education benefits. We will modify existing websites to improve access and enhance opportunity for separating Marines to speak directly to Marine Corps support personnel who are trained to remove administrative benefit processing barriers. We will improve networking opportunities to help Marines find

meaningful employment and are adapting our current job fairs to support increased networking opportunities that will allow them to meet mentors and employers.

Marines have asked for an opportunity to connect with employers and learn how to translate their intangible and tangible attributes. Our transition workshops will be overhauled to address these needs. Marines are also seeking help to simplify enrollment processes for the Post 9/11 Montgomery GI bill and to gain access to academic institutions that will provide the quality and level of business education and skills private industry demands. We have initiated a Leader-Scholar Program, which includes academic institutions who value Marines' service commitment and pledge special enrollment consideration. While the support varies from school to school, we now have 75 participating institutions with the goal of an additional 25 by the end of this year. As we gain momentum, we will continue to change the transition assistance program from its current event focus to that of a process that reintegrates Marines into the civilian sector with the knowledge, skills, and abilities to leverage and communicate their Marine Corps time and experience.

***Family Readiness Programs.*** We increased baseline funding for family support programs beginning in FY10 to ensure appropriate wartime footing. Programs benefitting from this measure include the Unit, Personal and Family Readiness Program; Marine Corps Family Team Building Program; Exceptional Family Member Program; School Liaison Program; and other miscellaneous Marine Corps Community Services Programs supporting remote and isolated commands, deployed Marines, and independent duty Marines and families. We are currently conducting a complete review to ensure effectiveness and efficiency of these programs. Our goal is to determine where expansion may be needed to further assist our families and where programs can be streamlined to reduce redundancy.

***Wounded Warrior Care.*** Marines continue to suffer numerous wounds, trauma, and injuries during operations in combat and during training missions. Many of these brave heroes with significant injuries are convalescing at military treatment facilities here in the National Capital Region and across our Nation at other major military treatment facilities. Our Wounded Warrior Regiment provides non-medical care management services to wounded, ill, and injured Marines and their families. The Wounded Warrior Regiment continues to improve existing programs and add new support mechanisms. We have increased support to wounded, injured, and ill reserve Marines through additional Recovery Care Coordinators, enhanced family support at military treatment facilities, and one-on-one orientation sessions. We also provide Integrated Disability Evaluation System Support through Regional Limited Duty Coordinators and Wounded Warrior Attorneys. We have also initiated a mandatory Warrior Athlete Reconditioning Program. Outreach is an important aspect of the Regiment's non-medical care delivery and management. The Sergeant Merlin German Wounded Warrior Call Center extends support to Marines and families through advocacy, resource identification and referral, information distribution, and care coordination, 24 hours a day, seven days per week.

The comprehensive care coordination provided by the Wounded Warrior Regiment throughout the phases of recovery has been highly successful. The results of internal assessments have substantiated that creation of the Wounded Warrior Regiment has had a positive impact on the support offered wounded, injured and ill Marines and families. The Marine Corps will continue to honor the commitment to our Wounded Warriors and to help them return to full duty or successfully reintegrate into their communities.

***Behavioral Health Integration.*** Behavioral health needs since 9/11 have become increasingly complex with individuals often requiring assistance in a number of areas at one time. Marines with more than two deployments have been identified as a higher risk population. According to the Joint Mental Health Assessment Team, psychological health problems remain steady at 11 percent of Marines for the first and second deployments, but increase to 22 percent for those who have deployed three or more times. Sixty-five percent of Marines are under 25 years old. Associated with this young force are high-risk factors that include communication and coping skills, isolation, combat-related wounds and substance abuse. Drawdown of end strength following Operation ENDURING FREEDOM and return to garrison life will likely result in additional behavioral healthcare requirements as Marines redeploy and adjust to the garrison environment. We continue to move forward with our integration of prevention and intervention programs initiated in 2009. We have established a Behavioral Health Branch at our headquarters for Manpower & Reserve Affairs. Headquarters Marine Corps Health Services also has created and filled a new billet for a Director of Psychological Health.

***Military Construction.*** The Marine Corps maintains its commitment to facilities and infrastructure supporting both operations and quality of life. Our military construction and family programs are important to success in achieving and sustaining our force structure and maintaining readiness. For many years, we funded only our most critical facility needs. As a result, our installations were challenged to properly house and operate the additional forces required to meet our planned end strength increase. Between FY07-FY10, we received \$6.9 billion in new construction and design. With this funding, we are providing new quality of life facilities, improved operational and training facilities, and more modern utility infrastructure systems.

Our FY12 military construction budget request is \$1.4 billion. With these requested funds, we will provide Bachelor Enlisted Quarters, aviation support facilities, and improvements to quality of life, utilities and infrastructure, and professional military education facilities. Additional family housing efforts in FY12 include improvements to existing housing units and funding for the operations, maintenance, and leasing of 1,100 units worldwide and oversight of 22,000 privatized units.

## **Conclusion**

The United States Marine Corps remains the Nation's crisis response force-of-choice. Our continued success in Afghanistan and throughout the globe is made possible by the loyal sacrifice of our incredible men and women in uniform, Civilian Marines, and our Marine Corps family. The personnel, equipment, and training that have given us success over the nearly past 10 years at war has come through the ongoing support of Congress and the American people. I promise that your Marine Corps understands the value of each dollar provided and will continue to provide maximum return for every dollar spent.

In the coming year, we will begin a deliberate transformation into a force optimized for the likely threats of the next two decades. We understand and appreciate the contribution that each Marine has made for this great Nation, and we recognize the heavy burden it has placed on their loved ones. We remain "Always Faithful" to our Marine Corps family, to Congress, to our chain of command and to the American people.