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HEARING  
ON  
NATIONAL DEFENSE AUTHORIZATION ACT  
FOR FISCAL YEAR 2018  
AND  
OVERSIGHT OF PREVIOUSLY AUTHORIZED  
PROGRAMS  
BEFORE THE  
COMMITTEE ON ARMED SERVICES  
HOUSE OF REPRESENTATIVES  
ONE HUNDRED FIFTEENTH CONGRESS  
FIRST SESSION  
SUBCOMMITTEE ON MILITARY PERSONNEL HEARING  
ON  
**MILITARY PERSONNEL POSTURE:  
FISCAL YEAR 2018**

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## **MILITARY PERSONNEL POSTURE: FISCAL YEAR 2018**

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HOUSE OF REPRESENTATIVES,  
COMMITTEE ON ARMED SERVICES,  
SUBCOMMITTEE ON MILITARY PERSONNEL,  
*Washington, DC, Wednesday, May 17, 2017.*

The subcommittee met, pursuant to call, at 3:30 p.m., in room 2118, Rayburn House Office Building, Hon. Mike Coffman (chairman of the subcommittee) presiding.

### **OPENING STATEMENT OF HON. MIKE COFFMAN, A REPRESENTATIVE FROM COLORADO, CHAIRMAN, SUBCOMMITTEE ON MILITARY PERSONNEL**

Mr. COFFMAN. Please be seated. I want to welcome everyone to the Military Personnel Subcommittee's hearing on the state of the military service personnel systems as we enter the fiscal year 2018 budget season.

Our panel of the service personnel chiefs is here to address each of their services' personnel postures, including personnel policies for recruiting and retention, family programs, and/or address budget and legislative requests for fiscal year 2018 to the extent that they can.

Today's focus is on the personnel policies the services currently have to sustain and create efficiencies, which includes promotion policy, bonus and incentive policies, and end-strength changes that still need to be examined in light of proposed increases, and the ensuing challenges.

I am especially interested in your plans for retention of the right service members that are central to your mission, in what may develop into difficult recruiting and retention—into a difficult recruiting and retention environment in the coming years. We would like to understand the policies and programs that will be used to maintain and increase personnel end strengths.

Before I introduce our panel, let me offer Congresswoman Speier an opportunity to make any opening remarks.

Ms. Speier.

[The prepared statement of Mr. Coffman can be found in the Appendix on page 33.]

### **STATEMENT OF HON. JACKIE SPEIER, A REPRESENTATIVE FROM CALIFORNIA, RANKING MEMBER, SUBCOMMITTEE ON MILITARY PERSONNEL**

Ms. SPEIER. Mr. Chairman, thank you. And thank you to all of our witnesses who are here today. This is a critical time to hear from you. The services have spent the past several years implementing end-strength reductions. Before we commit to growing the

force again, we need to take a very good look beyond just the numbers, because for each and every new service member that commits to military service, we are signing the government up for a lifelong commitment to them as well, a commitment that will come with a significant cost.

I am interested in hearing how the services are going to compete in an increasingly competitive labor market and retain the skilled individuals they invest in, while still operating in a constrained budget environment. In the past, recruiting challenges have been addressed by lowering standards, a tactic I do not support and presume you do not as well.

But simply adding manpower will not address the personnel challenges of today and tomorrow. We also need to focus on retention, quality of life, and fostering the culture of respect for all service members. These are areas in which I believe current efforts are insufficient. Skilled women and men are abandoning the military in response to a persistent plague of harassment, assault, and degradation. Further cuts to family programs and housing allowances run counter to trends in the private sector, providing even more enticement to leave.

We also need to think creatively about how the services manage people. I am interested in hearing how the services are going to transform their personnel management policies to better manage and retain talent. There have been many proposals over the past few years, and many of these initiatives can be accomplished internally without changes in law but will most likely require a cultural shift, which has always seemed to be the biggest challenge.

I understand that this may be General McConville's last hearing as the Army's personnel chief and that he may be moving up. Thank you for all you have done as Army's G-1.

And thank you, Mr. Chairman. I look forward to hearing from our witnesses.

Mr. COFFMAN. Thank you, Ranking Member Speier.

Let me welcome our panel:

Lieutenant General James McConville, Deputy Chief of Staff, G-1, United States Army. Additionally, I would like to also congratulate General McConville on his nomination to be the United States Army Vice Chief of Staff.

Vice Admiral Robert Burke, Chief of Naval Personnel, United States Navy.

Lieutenant General Mark Brilakis, Deputy Chief of Staff for Manpower—I am sorry. Deputy Commandant for Manpower and Reserve Affairs, United States Marine Corps.

Lieutenant General Gina Grosso, Deputy Chief of Staff for Manpower, Personnel and Services, United States Air Force.

General McConville, you are now recognized for 5 minutes.

**STATEMENT OF LTG JAMES C. McCONVILLE, USA, DEPUTY CHIEF OF STAFF, G-1, UNITED STATES ARMY**

General McCONVILLE. Thank you, sir.

Chairman Coffman, Ranking Member Speier, distinguished members of the committee. I would like to thank you for the opportunity to appear before you on behalf of the United States Army.

I have submitted a statement for the record, but I would like to highlight a couple of points.

The Army's people—our soldiers, our civilians, our retirees, veterans, and families—are our greatest asset. They are our greatest weapons system, and there is a continued need for a ready force, one that is fully manned, fully equipped, and trained, as evidenced daily by the international events. Predictable and timely funding are key to manning the Army and accomplishing our missions. We thank you for the increase in end strength of 28,000. That will improve our readiness and ensure that the Army has better manned formations.

I want to thank you for all you have done. And as we move into the future—you asked about talent management—we are moving from a personnel management system to a modern talent management system that will allow us to more effectively manage all three components of the Army.

Diversity is important to the Army. Through our outreach and marketing efforts, we are increasing the diversity of our force in underrepresented branches and occupations. We are committed to giving all soldiers the opportunity to serve in whatever military occupation they can meet the standards of. Currently, all military occupations are open to women, and women serve in every battalion in the Active Army.

We remain focused on personal resiliency and suicide prevention with world-class programs for our soldiers, civilians, and families, and are aggressively working to decrease the stigma with seeking behavior health care.

Sexual assault and sexual harassment have no place in our ranks and diminish our readiness. Our recently published Workplace and Gender Relations Survey of Active Duty Members shows a decrease in prevalence and increase in reporting, but there is much work to be done.

At the end of the day, the Army's people, the men and women who serve our country today, along with their families, and all those are vital to the security of our Nation.

I thank you for your continued support of the All-Volunteer Army and look forward to your questions.

[The prepared statement of General McConville can be found in the Appendix on page 34.]

Mr. COFFMAN. Vice Admiral Burke.

**STATEMENT OF VADM ROBERT P. BURKE, USN, CHIEF OF  
NAVAL PERSONNEL, UNITED STATES NAVY**

Admiral BURKE. Chairman Coffman, Ranking Member Speier, and distinguished members of this committee, thank you for the opportunity to appear before you to discuss Navy manpower, personnel, training, education, and family support programs.

I am honored to represent the men and women of the United States Navy. For 240 years, the Navy has been a cornerstone of American security and prosperity. Now more than ever, the Navy is important to national security and so are its people. As Chief of Naval Personnel, I am responsible for ensuring our ships, squadrons, submarines, and stations are fully manned with sailors who are ready to undertake the many jobs and tasks we ask of them.

This responsibility includes finding and recruiting talented individuals as well as executing training pipelines that transform sailors into highly skilled maritime warriors.

While the Navy has healthy recruiting, retention, and manning today, it is vital we update policies that position us to deal with challenges before we are confronted with a crisis. As with the weapons systems we use, we must continue to refresh our personnel system to keep pace with the rapidly changing world, and we must do so with a sense of urgency. Our workforce must be poised to adapt quickly to new and evolving threats as we continue to work to attract and retain the very best sailors in an increasingly competitive talent market.

We will continue to evaluate our policies, practices, delivery systems, and when appropriate, we will pursue additional avenues, with your help, to improve readiness and also to provide sailors choice and flexibility.

Sailor 2025 is an effort we began a few years ago and is a roadmap to help us do just that. Today it consists of about 45 different initiatives aimed at modernizing our personnel management and training systems to more effectively recruit, train, and manage our force while also improving the Navy's warfighting readiness. At the foundation of these initiatives is an effort to streamline and optimize our organizational processes. Today, our success greatly depends upon the extraordinary efforts of sailors and Navy civilians working tirelessly to overcome an aging personnel business model in a noncoherent and manually intensive family of 55 personnel IT [information technology] systems. That is why we are transforming the way we operate, leveraging modern commercial IT capabilities and practices that will help us improve fleet readiness and customer service to our sailors, reducing operating costs and helping us to manage our organizational data and programs.

Ultimately, this transformation is intended to holistically improve the way we manage sailors' careers and deliver personnel readiness to our Navy.

I look forward to working with you as we build the Navy of tomorrow together, and I look forward to your questions. Thank you.

[The prepared statement of Admiral Burke can be found in the Appendix on page 47.]

Mr. COFFMAN. General Brilakis.

**STATEMENT OF LTGEN MARK A. BRILAKIS, USMC, DEPUTY  
COMMANDANT FOR MANPOWER AND RESERVE AFFAIRS,  
UNITED STATES MARINE CORPS**

General BRILAKIS. Thank you.

Chairman Coffman, Ranking Member Speier, distinguished members of the subcommittee, it is my privilege to appear before you to discuss your Marine Corps.

Marines are the foundation of the Corps. They are the services' most critical resource and always will be. Your Marines are recruited, educated, trained, and retained to win our Nation's battles. Everything we do in the Marine Corps must contribute to their readiness and their ability to win in battle.

Overall, Marine Corps recruiting and retention remains strong. Our recruiters continue to find high-quality men and women of



character who want to take up the challenge to be United States Marines. We will make our recruiting mission this year, and we will have a start pool for next year above 50 percent. Over 99 percent of those who we will ship will be tier 1 traditional high school graduates or the equivalent.

We thank you for the increased end-strength authorization in last year's NDAA [National Defense Authorization Act] that takes us to 185,000 in the Active Component. This increase serves to enable our retaining critical warfighting capabilities while improving information-related capabilities and capacities necessary in an increasingly dynamic operating environment.

Along with the other services, the Marine Corps is diligently preparing for the new Blended Retirement System [BRS] that goes into effect on January 1st. This new system represents the most significant change in military compensation in many years. So the financial education of each Marine is a priority. To this end, we have implemented an integrated communications plan to increase awareness. I have personally discussed the BRS at major installations with our leaders and recently spoke to our prospective commanders course about the challenge of preparing over 184,000 Marines in both the Active and the Reserve Component for this important opt-in decision during 2018. We must get this right. Thereafter, we will closely be monitoring the BRS for any unintended consequences, including those affecting retention.

Your Marines are proud of what they do. They are proud of the Eagle, Globe, and Anchor, and what it and each Marine represents to our Nation. With your continued support, a vibrant Marine Corps will be ready to meet our Nation's call.

Thank you again for the opportunity to present this testimony, and I look forward to your questions.

[The prepared statement of General Brilakis can be found in the Appendix on page 60.]

Mr. COFFMAN. General Grosso.

**STATEMENT OF LT GEN GINA M. GROSSO, USAF, DEPUTY CHIEF OF STAFF FOR MANPOWER, PERSONNEL AND SERVICES, UNITED STATES AIR FORCE**

General GROSSO. Chairman Coffman, Ranking Member Speier, and distinguished members of the subcommittee, thank you for the opportunity to appear before you today to deliver the Air Force personnel posture for fiscal year 2018.

America's Air Force is always there, providing global vigilance, global reach, and global power to combatant commanders around the world. However, being always there comes at a cost to equipment, infrastructure, and, most importantly, our airmen. Sustained global commitments and continued budgetary uncertainty have diminished our ability to successfully balance capability, capacity, and readiness. Simultaneously, the Air Force experienced increased demand in enduring missions and growth in new mission sets such as cyber, remotely piloted aircraft, information surveillance and reconnaissance, and special operations.

The Air Force is currently facing three distinct personnel challenges: first, the need for increased end strength to support current mission requirements; second, the national pilot crisis; and, finally,

meeting the quality-of-life and quality-of-service needs of our airmen and their families.

Our first challenge is obtaining the end strength the Air Force needs to support current mission requirements. We are grateful for the congressional support to increase fiscal year 2017 Active Duty end-strength levels to 321,000 airmen. Even with this increase, Air Force readiness depends on responsible growth in fiscal year 2018 to a requested total force end-strength level of 675,000 airmen. This growth is necessary to support current operations.

Our second challenge is the national pilot crisis. As you are aware, we discussed the pilot shortage at length in our March 29 hearing. I would just add to that discussion that we are meeting with several airline senior executives tomorrow to seek ways to collaboratively address the national pilot shortage.

The third challenge to note today is ensuring we meet the quality-of-life and quality-of-service needs of our airmen and their families. Our force readiness depends on a strong, resilient force. We are increasing resiliency skills programs by adding installation resilience trainers, evaluating military family needs, and ensuring airmen exposed to combat and traumatic events receive needed care. Unfortunately, working against our resiliency efforts is any form of interpersonal or self-directed violence, to include sexual assault and suicide. Any number of incidents is one too many.

Additionally, violence is not always physical, as forms of violence have bled into social media. Since my testimony to this committee on the Air Force's social media policies, the chief of staff chartered a working group to evaluate the policies in place for appropriate conduct online and via social media.

New guidance is currently in coordination. This guidance will be punitive and will be completed and issued in the next 60 days.

As we move beyond our immediate challenges, we are planning and preparing for the future. To do this, the Air Force established a comprehensive human capital strategy across six lines of effort to address talent planning, talent acquisition, talent development and utilization, talent evaluation, compensation and retention, and, finally, transition. Our talent management strategy focuses on how to best leverage the abilities of our total force airmen, maximize efficiencies, and increase human performance to produce warfighters and leaders for the Air Force and joint force.

To further our status, we established a Talent Management Innovation Cell to rapidly identify and deploy initiatives within existing authorities. As this team produces policies and programs to better attract and retain talent, we will work with our service partners and the Office of the Secretary of Defense to present options to Congress to modify or add authorities as needed.

Our talent strategy would not be possible without the support and authorities Congress has already given us. For example, we are using the Career Intermission Program authority to provide career flexibility to our airmen and their families. Additionally, the Air Force is grateful for congressional support in continuation of direct hire authorities to hire talented civilian airmen directly from our universities, expand the access of professionals for our depots, and increase hiring speed to bolster our cyber mission forces.

We also appreciate the authority granted for expanded parental leave and the first aviation bonus increase in 18 years. The increased bonus will help alleviate our pilot crisis by retaining more pilots after their initial Active Duty service commitments.

Thank you for allowing me to cover our current personnel challenges today and share with you how we are preparing for the future. I look forward to your questions.

[The prepared statement of General Grosso can be found in the Appendix on page 78.]

Mr. COFFMAN. Thank you, General Grosso.

First question to the Army, Lieutenant General McConville: I am concerned—and I think the Oversight and Investigations Subcommittee for the House Armed Services Committee looked at this issue. And that is, in Afghanistan, force management levels, and that what the combatant commander was, quite frankly, forced to do, was kind of work with those numbers. And in working with those numbers—for instance, helicopter units, they displaced the enablers of the maintenance personnel with civilian contractors, I believe at a higher cost—not only at a higher cost, but really, I think, compromising the technical skills of those enablers that didn't have the airframes to work on while they were in Afghanistan. So what they did, so the objective was, they only allowed so many uniformed military personnel—to supplant some of those uniformed military personnel with contractors. I think we need a policy of what we are really not going to do in terms of enablers. Maybe the policy was simply wrong to begin with. But I wonder if you can reflect on that?

General McCONVILLE. Well, I can, as far as—I think it is absolutely critical that we train the entire force. So having commanded aviation units—actually, people tend to focus on the pilots. But the maintainers, the people that fix the helicopters, the people that refuel those helicopters, if they don't deploy with you, you need to make sure that they are getting the training someplace else, because, if not, those aircraft will not fly, and when you return from that deployment, the pilots redeploy from that deployment, you will not have a unit that is ready to go to combat. So I think it is very, very important that, if the troops did not deploy with all their enablers, those enablers have the opportunity to get the training. And that is what we are doing right now.

Mr. COFFMAN. And I guess it is at our policy level to say, you know, it is simply wrong to send those aircraft frames without the enablers simply because we are trying to show the American people that our numbers, our troop numbers, are down, when the reality is we are just substituting uniformed military personnel for higher priced contractors in a war zone. And so I just think that is inappropriate. And I think one thing that this subcommittee will take a look at is, where do we draw the line in terms of what is inappropriate for a civilian contractor to do versus a uniformed military?

I would like to hear from each one of you. So many times I think we talk more about the officer's side of the equation. But on the enlisted side, what is the—a critical career field that it is difficult to—I think accessions are not a problem, I am assuming—but to retain. In terms of retention, what would be a career field in your

respective branch of service that is difficult, in terms of retention, on the enlisted side?

Why don't we start with you, General Grosso?

General GROSSO. Sir, on the enlisted side, we have, actually, unprecedented retention, with the exception of five career fields that we are following closely: cyber defense; battlefield airmen, which is our PJs [pararescue specialists], our SERE [survival, evasion, resistance and escape specialists], our TACPs [tactical air control party specialists]; intelligence; explosive ordinance disposal; and then select nuclear enterprise specialists.

Mr. COFFMAN. This is on the retention side?

General GROSSO. This is on the retention side, yes, sir. And we use the tools that you have given us: selective reenlistment bonuses, career status retention bonuses, things that we can do in the assignment process, giving more flexibility and more say in the assignment process, watching family issues to understand if there are some family challenges there. But we have over 200 enlisted specialties. So this is a small subset that we are not—

Mr. COFFMAN. What is the most critical out of the five?

General GROSSO. We don't have a way to—we don't rate these one to five. We don't think of it that way. Although, we don't—we are not retaining enough of these specialties to sustain the force, and we focus on all of these to fix individually.

Mr. COFFMAN. General Brilakis.

General BRILAKIS. Sir, thanks. We have some fields: cyber—

Mr. COFFMAN. Okay.

General BRILAKIS [continuing]. Some intel fields, HUMINT [human intelligence], counterintel [counterintelligence]. Those have been challenged with retentions. Part of the challenge, some of our MOS [military occupational specialty], especially in cyber, are what we call lat [lateral] move MOSes. So we take junior Marines from various MOSes and give them those requirements, because it is very technical, very difficult training. There are incentives that we use to attract those individuals. And we are taking a look at how we have contracted them in the past and how we will do it in the future, whether we finish the training, get your certification, and then you serve out your contract length.

So there are a number of different MOSes—in the combat arms, we are doing very well. In the aviation community, we are doing very well.

Mr. COFFMAN. Okay.

General BRILAKIS. It is really in those low-density, high-demand MOSes and some of the more highly technical MOSes where we are having some retention challenges. We use the SRBs [selective reenlistment bonuses], and we have in the past used an operating—what we call an OpFor Kicker.

Mr. COFFMAN. Vice Admiral Burke.

Admiral BURKE. Yes, sir.

For the Navy, our number one challenge continues to be our nuclear-trained enlisted rating. And then a very close tie there would be the linguists and the cryptology specialists, almost identical vocational aptitude requirements, you know, required both through recruiting nukes and the linguists. So they are both a recruiting challenge and a retention challenge.

And then, on the retention front, number three and four after that would be cyber offense and defense, and then all the advanced electronics fields. And we are managing all of those retentionwise with the SRBs. We are having to start to ratchet those numbers back up.

Mr. COFFMAN. Thank you.

Lieutenant General McConville.

General MCCONVILLE. Cyber is huge for training.

Mr. COFFMAN. Okay.

General MCCONVILLE. These kids come in with incredible capabilities. And then we start to get into the languages and cryptology type things where they are very marketable to other organizations.

Mr. COFFMAN. Okay.

Okay. Ranking Member Speier.

Ms. SPEIER. Thank you, Mr. Chairman. Thank you to our witnesses again.

I am trying to get handle on the 2017 NDAA.

Lieutenant General McConville, the Army had an addition of how many? Is it 16,000?

General MCCONVILLE. It is 16,000, ma'am, in the Active. It is 28,000 total. So our Reserve had—National Guard had an increase of 8,000 and Reserve had an increase of 4,000.

Ms. SPEIER. Okay. And the Navy, Vice Admiral?

Admiral BURKE. We were nearly flat.

Ms. SPEIER. Flat.

Marines?

General BRILAKIS. Ma'am, we had a 3,000-person increase in the Active Component, none in the Reserve Component.

Ms. SPEIER. Air Force?

General GROSSO. Ma'am, 4,000 in the Active Component and a steady state in the rest.

Ms. SPEIER. Okay. So let's start with you, General McConville. It appears that you were originally going to have to reduce your strengths by some 16,000 or 15,000. And then, all the sudden, it reversed to an increase of 16,000. How did you accomplish that? And what is the cost associated with that?

General MCCONVILLE. Well, when we started the year—I will talk about the Active Force—it was 475,000 starting the year. And we were on a path to reduce the Active Component to 460,000. So we are basically going to—if nothing happened, if the NDAA 17 didn't come out, we would have reduced the Army by 15,000. The authorization we got was 476 [thousand]. So it stopped the reduction, the drawdown. But the Army is coming down. So all the systems were set to bring the Army down. So what we are doing is, is we were in a drawdown, and now we are reversed from that drawdown. What we did was we went ahead and increased our enlistments by 6,000. We retained 9,000 more soldiers in the field. And we increased our officer accessions by a thousand to get that 16,000.

Ms. SPEIER. Vice Admiral Burke, you didn't have—you were flat-lined. Okay.

Lieutenant General Brilakis.

General BRILAKIS. All right. Yes, ma'am.

We were at 202,000 at the height of our strength. And we were coming down some 20,000. We got down to—we were heading down to 182,000. We did that over the course of 4 years. Then-Commandant Dunford requested a 1-year extension to stay at 184,000. And so where we found ourselves was a little bit below 184,000. The Congress gave us the additional 3,000. And so we were going to meet that by accessing 2,000 additional Marines. And we have been very clear. We are not going to compromise on quality. And so we will make the rest of it up in the coming year. Because the law came later in the year and the money came even later, we did not want to do any retention actions that would compromise quality.

Ms. SPEIER. Okay. Lieutenant General Grosso.

General GROSSO. Ma'am, we reached a low in fiscal year 2016 of 311,000. So we had a big push in fiscal year 2016 where we grew to 317,000. And to do that, we had to put some additional resources into the recruiting effort, both people and dollars. But we had the capacity in our training infrastructure. So I can get you the dollar cost of that.

Ms. SPEIER. Okay. So advertising, how much do you spend on advertising for each of your services?

General McCONVILLE. About \$230 million.

Ms. SPEIER. Advertising?

General McCONVILLE. For marketing. For total marketing.

Ms. SPEIER. Wow. Okay.

Navy?

Admiral BURKE. Ma'am, we have been on a declining trend: 2017's budget is \$47 million; that is down from \$56 million 2 years prior.

General BRILAKIS. The ideal requirement is \$100 million. The fact is we were budgeted about \$82 million this year.

Ms. SPEIER. Okay.

General GROSSO. We are about \$110 million for advertising.

Ms. SPEIER. Okay. So, if we add you all up together, we are looking at close to, what, \$450 million, give or take.

How do we measure the value? I mean, because you advertise at NASCAR [National Association for Stock Car Auto Racing], how do we know—what are the deliverables from that?

General McCONVILLE. Well, what we have is we have metrics that we look at. And some of the metrics include how many people that were not favorable toward maybe serving in the military. By the basis of advertising, we track influences, how many people are favorable, how many people come on to our Go Army social media. And then we track the investment of those dollars and the return on how many leads we get of young men and women that want to actually come into the Army.

Ms. SPEIER. So, in politics today, you know, the cost of advertising is very high, whether it is print or TV. And there is a whole movement to social media, which is much cheaper. So I am curious to what extent—my time is out—so maybe in the second round we can talk about it. It seems like we would be much better served to take that money, put some of that into social media, and reduce what we are spending on some of these boutique operations that we have going on. And it sounds like, basically, from most of you,

with the exception of Lieutenant General Grosso, that you are not having any problem filling these vacancies. It appears some of the issues are around retention, particularly in cyber and intelligence. But we can address that second round.

Thank you.

Mr. COFFMAN. Thank you, Ms. Speier.

Mr. Bacon, you are now recognized for 5 minutes.

Mr. BACON. Thank you. I want to thank each of you for your leadership. And I think you each have a tough job. And I think Congress owes each of the services better. We have raised money. We have cut money. We have done sequesters. We have done CRs [continuing resolutions]. And that always impacts how many people we have in each of the services.

And after 30 years of experience myself, people are at the end of that whip, going up and down. And I think we owe you more stability and more predictability. So we are going to work hard to do that.

I want to ask each of you: What is the number one reason for an officer in your service, the number one reason for an enlisted in your service, to decide to get out early? I just want to see what we can learn from it. I will just start off with General McConville.

General McCONVILLE. I think many come in to serve. What we are seeing is they are taking the opportunities. They are taking the training. They want to serve their country. And they want to live the American dream. You come in; you serve your country for a tour. That is what we like them to do. They take the GI Bill. They go off to college, raise a family. And what we want them to do is become soldiers for life, and go out there and hire our vets in their occupations and also inspire other young men and women to serve. And what we have found is 79 percent of our recruits that come into the Army have a family member that has served. So we have kind of tasked them to do that.

Mr. BACON. Thank you.

Admiral Burke.

Admiral BURKE. Sir, it is the same thing for the Navy. You know, whether they stay in for a career in the Active Component or they go in the affiliate Reserves or go on and be a great citizen and advocate for the Navy in society.

You know, some folks come in to get an education. They come in to grow up and learn about themselves, set themselves up for another walk in life.

Some folks don't necessarily agree with the long periods of family separation and deployment life that the seagoing service has. So that is probably number one.

Mr. BACON. I did one tour on the *Carl Vinson*, and I can speak, that was an experience for this airman.

Admiral BURKE. Yes, sir.

General BRILAKIS. Yes, sir. Thirty-nine years ago, I signed on with the intention to serve 3 years.

Mr. BACON. Uh-huh.

General BRILAKIS. I was going to go be a captain of industry with my business degree. And here I am after two times where I actually thought about leaving the service, but I decided—

Mr. BACON. Someone did a bait-and-switch on you somehow.

General BRILAKIS. That is right, sir.

Seventy-five percent of every annual cohort that we recruit will leave the service.

Mr. BACON. Right.

General BRILAKIS. With two-thirds of the Marine Corps in the operating forces, it is a young force. And we have no place to put everybody in the career force. We have youngsters that join the Marine Corps to do just that: join the Corps, prove themselves, join the team. Whether they joined to fight in the last decade or whether they are joining to serve, as they are doing now, those individuals joined the Marine Corps to get that experience, to be that Marine. We try to mold them and send them back to be good citizens. But we have got a lot of folks who have got a plan in life, and the Marine Corps is part of that plan. And staying in the Marine Corps is not part of that plan. And I think I can say the same thing for our officers.

Mr. BACON. Thank you.

General GROSSO.

General GROSSO. I think the number one reason they tell us is separation from family. So, when you are at that point where either your enlistment is up or your officer doesn't have a commitment, they evaluate their situation and their predictability to be separated and make a decision.

Mr. BACON. Just from my own personal experience, I think when the family member has said they have had enough, it is hard for the Active Duty member or Guard and Reserve to stay in. We are over having a good time—enjoying ourselves, or the morale, the mission, inspires us. But when the family has said they have had enough, it is hard to stay in.

I would also just point out, my experience has been when we feel like we are part of an elite service, with modern equipment, great training, people want to be part of the elite. But when we have cut training, have 25-year-old equipment, that also undermines our retention.

So one other question for my time here. What are the rates of your nondeployable folks? I think we are growing—I am hearing, anecdotally, anyway, that some of the services, that number is growing, which means it is falling on fewer and fewer people, which means then they have more health problems and becomes a cycle. Are you seeing the trends growing for your nondeployables for health reasons? And should we fix that somehow?

General McConville.

General McCONVILLE. The Army, we are about 10 percent nondeployables. We have actually come down from the peak of the war where we were running about 14 to 15 percent.

What we are doing is really, at every phase of when we bring soldiers, we put in an occupational and physical assessment tests. So you have to get in shape before you start initial military training. Then when you come to initial military training, if you are not ready to start, we get you in shape there. And when come to the unit, we are usually putting physical therapists in the unit because what we are finding is musculoskeletal injuries are the biggest cause of soldiers being nondeployable, and we have got to work them through the whole cycle to make that happen.



Mr. BACON. Admiral Burke.

Admiral BURKE. In the Navy, we have about 335,000 Active Component folks. We have a little less than 2,000 that are nondeployable because of legitimate medical issues. And then we have got about 18,000 that are overdue for their dental exams. And that is something that we continuously work on. We are in the midst of changing our program for overseas and sea duty screening to make it on par with our physical fitness program, put the onus on the individual; it has to be done at certain period densities. So we are changing that paradigm.

And then the only other factor is operational holds for sea duty for pregnant women. But very, very low numbers.

Mr. BACON. Thank you. I know I am out of time, Mr. Chairman. But hopefully they can—maybe the rest can answer the question. I defer to you.

Mr. COFFMAN. Yeah. Go ahead and finish.

General BRILAKIS. Thank you, Mr. Chairman.

Sir, you have got a couple of different types of nondeployables: those in the brig, those in the hospital, those that are in the Integrated Disability Evaluation System, et cetera. Those are kind of the long-term nondeployables. And then you have the short term, those that go to the hospital, get a surgery, come back, rehabilitate, and come in and out. I can't give you the exact numbers. They are something we track. I have to brief the Commandant on them quarterly and explain to him.

As far as that goes, we have taken efforts, steps, to reduce the backlog in the Disability Evaluation System. We are making progress as far as that goes. We have got just over 2,000 Marines in that particular process.

That is a complex question, but I would be happy to have that discussion with your staff offline.

General GROSSO. Myself as well. I did not bring that data with me, but I will be happy to get that to you.

Mr. BACON. Thank you.

Mr. COFFMAN. Thank you.

Ms. Tsongas, you are now recognized for 5 minutes.

Ms. TSONGAS. Thank you, Mr. Chairman, and good afternoon to our witnesses.

I appreciate the chance to talk with each of you today about the military services recruitment efforts. And in particular, I have an interest in the importance of recruiting more women into the Armed Forces. Readiness depends—and meeting all the needs that you all have—depends upon the abilities of the services to take advantage of the talent pool across all segments of society. And this is particularly true when it comes to leveraging the talents of women, as they constitute half of our citizenry and are proportionately underrepresented in all the services.

So, with this in mind, I would like to ask all of you: The most recent report of the Defense Advisory Committee on Women in the Services, DACOWITS, notes that some of the services have instituted, quote, “credible, meaningful accession goals for women,” unquote, in connection with integration of women into previously closed combat arms, military occupational specialties in units. So I would like to ask each of you, have you set such goals? And if

you have, how you have adapted your recruitment strategies to meet those goals?

General McCONVILLE. Well, for the Army, I would just like to say we have 170,000 women in the United States Army right now, which is a significant portion of the force. We have women serving in every infantry, armor, and artillery battalion and every brigade combat team in the Army. And we are seeing, as we have opened up all the occupations to women, many more women are serving. We are seeing places like West Point where—I was the second class with women at West Point. When I went, in 1981, we were running probably 5 or 6 percent. We are seeing rates of 24 percent in the classes coming in. So we are seeing an increase.

We have not set exact goals. But in the field, recruiting, we are actively recruiting women. And we need to because they are high quality. And as we grow the Army, we are not going to reduce the standards. So we need high-quality women and high-quality everyone to come into the Army.

Ms. TSONGAS. Admiral Burke.

Admiral BURKE. Yes, ma'am. Today, the Navy is 18 percent women.

The last 3 years, we have exceeded 25 percent women enlisted accessions. This last year was almost 27 percent.

The Naval Academy graduating class this year will be almost 27 percent.

For us, it has become a readiness issue with technical graduates, numbers of women with technical degrees growing and the number of technical degrees that we rely on to do the jobs that we have in the Navy. So it is an increasing readiness issue.

We have drastically increased the mixed-gender representation in our recruiting material. Last year, that included shifts in what we do for special warfare, including things that we do out in the field when we represent what we call our warrior challenge rating. So that is SEAL [Sea, Air, and Land teams], special warfare combat crews, EOD [explosive ordnance disposal] divers.

And then we send out a lot of female representatives for public events and things of that nature.

And then, the submarine force as well, we are doing quite well in that area.

So, progress.

And then, in terms of where we are—what roles we are moving those women into, which occupational specialties, or ratings as we call them in the Navy, we are moving them into, you know, fields that had been traditionally underrepresented by women, increasingly moving them into technical fields and increasingly—they are becoming increasingly comfortable in those fields that had been previously underrepresented by women.

So we need them in those fields. We need them to do those jobs.

Ms. TSONGAS. General Brilakis.

General BRILAKIS. Representative Tsongas, thank you.

We have no specific quota for women other than more. The Commandant has put us on a trajectory to increase the number of females represented in the Marine Corps. The initial goal is 10 percent. That is maximizing the existing infrastructure we have for

our recruit training. I owe him an answer at the end of the summer on a plan to go to the next particular level as far as that goes.

Accompanying that direction was decisions to improve the quality of the young ladies that we bring into the Marine Corps. We have seen an increase in their intelligence scores, their physical fitness scores. We have seen a reduction in the attrition at recruit training. And all those point to a direction that Recruiting Command has taken the drive toward quality seriously.

Then I think your question was really kind of focused on quotas in the integration of our previously closed units. We don't have any quotas. We don't have quotas for our male Marines. Every individual that comes in to join the Marine Corps, we ask them what they want to do, and we try and fit that to what they are trying to aspire to.

Ms. TSONGAS. Could you add a few minutes for General Grosso to answer, Mr. Chairman?

Mr. COFFMAN. Yes.

General GROSSO. Ma'am, we do have applicant goals for both the Academy and for ROTC [Reserve Officer Training Corps]. Obviously, that doesn't mean they get accessed. And we have seen the number of women going—increasing due to those applicant goals. But we do have women in almost every skill in the Air Force with the exception of those we just opened, our high-end battlefield airmen. And we do targeted recruiting for women across all of our skill sets.

Mr. COFFMAN. Mr. Kelly, you are now recognized for 5 minutes.

Mr. KELLY. Thank you, Chairman. And thank each of you witnesses for being here today.

Going back just real briefly on what I think General Bacon asked—or Congressman Bacon asked—on nondeployables. I am one of those guys who served 31 years in the Reserves and done multiple deployments. It bothers me when you are permanently nondeployable. Temporary is a whole different ball game. We need to get those guys back in the fight, guys and girls back in the fight. But these permanently nondeployables, if I play in the NFL [National Football League] and I tear my ACL [anterior cruciate ligament] and I can't run anymore and I don't run a 4.4 anymore, I run a 4.9, I don't still get to play football. So, if you can't go and do the things that you are required by your country, then we need to look for a way to get those guys into a thing, which leads me to my next point, which is the new Blended Retirement System. And, guys, I am scared to death of that because in our low-density MOSes in the Army—and I speak Army speak more than I do the other—but Signal and MI [Military Intelligence], and those very tough branches that you have to have high scores to get in, the training is better in the military than you can get in the civilian world. And so there is a high pull to get those guys out. And the promotions aren't there, necessarily, and the money. And with the Blended Retirement Systems, we are going to lose those critical guys, those captains and majors. We are going to lose those E-6s and E-7s at the peak of their career. I am wondering, what are we doing now to address that 12- to 14-year soldier or airman? What are we doing now to address that, to make sure that we don't get a huge retention problem 12 years from now?

General McCONVILLE. Well, from the Army standpoint, we are moving from an industrial age personnel management system to what I would call a talent management system. And, sir, your point is well taken. It used to be, if you got someone past 10 years, you basically had them for 20. I find even today with the young men and women, they are incredibly talented—but having three that are in the service right now—they are millennials, and they look at things differently than we do. They want their talent managed. They want us to respect what their knowledge, skills, and abilities. And we can't treat them, you know, kind of like round pegs and expect them to go through their career.

We are going to have to manage their talents. We don't know yet what the Blended Retirement System is going to do. But there are some opportunities here. There are opportunities, the way the system is done, that we can give critical bonuses at the 8 to 12 year. There are things that we have to do in the system that are getting the folks in the right job, in the right place, so they want to stay.

When we look at cyber, the MOS, if we can incentivize them right, they will stay because they get to do things in the Army that they can't do in the civilian world. And as you all understand, there are some incredible things that they get to do serving their country. We have to compensate them so the families will stay.

Mr. KELLY. Yes, sir. Because I have one more question I want to get to. So, if you can be quick, I would like to hear from all of you real quick.

Admiral BURKE. Yes, sir. From the Navy standpoint, similar approach. With our Sailor 2025, it is about providing that flexibility in those career choices. But, again, I think the flexibility you gave us in the 2017 NDAA to control the timing of that continuation pay. And then, as we adjust our selective reenlistment bonuses around that, I think we are going to have the latitude we need to be able to control the retention behavior we need.

General BRILAKIS. Sir, it is incumbent on us to give our Marines good training so they can make the choice, that opt-in choice, and decide whether they want to remain in the legacy system or go to the BRS. And then I concur with you: We don't know what the retention behavior will be with the BRS.

General GROSSO. I believe it is—we are going to have to be agile in that continuation pay and have a modern system that people want to stay in.

Mr. KELLY. And then my final question—and just real briefly. I really want you to think about it, and if one of you has a chance to answer, but I really want you to think about this. In World War II, a lot of guys joined and they were airborne because they got that \$50 jump pay. I mean, it made a big difference. We still give jump pay and jump status and those things, and we have that. We really need to look at our legacy soldiers, whether they are in cyber, and incentives to make those special. You know, being airborne is special. And being Air SOF [special operations forces] is special. We need to do that with some of these low-density MOSes so that they are special and there are incentives. And then the other thing is those low-density MOSes, sometimes the promotion opportunities aren't there. And that probably applies across the Marine Corps and everywhere else. You know, we used to have like

the spec 7s and 8s. They are not necessarily going to be leadership guys because they like doing the stuff that they do. The guy who flies an airplane wants to fly an airplane. He doesn't want to do some other things. And a guy who is in a signal unit or communications or cyber doesn't want to go command a company or a platoon. What he wants to do—so we really have to look at ways to incentivize them to stay by the pay. Are y'all looking at those kinds of things?

General McCONVILLE. Yes, sir. Absolutely.

Mr. KELLY. Thank you, Mr. Chairman. And I yield back. But thank you.

Mr. COFFMAN. Thank you, Mr. Kelly.

Ms. Rosen, you are now recognized for 5 minutes.

Ms. ROSEN. Thank you.

I want to thank the ranking member and everyone here for their testimony today.

I want to build a little on that, especially in the areas of STEM [science, technology, engineering, and mathematics]. I have been working on some STEM opportunities acts. And so, as you talk about the changing military and you talk about retention and the millennials and what you have to do to get people in linguistics and cyber—I am a computer programmer myself by trade. You are going to have be—you talk about deployables. They are deployed in a different way than maybe somebody who is flying or going into another space.

So maybe they are deployed in a computer center, or they are deployed operating drones. So how are you going to address some of these changes where people are actually really deployed here at home, maybe more of a desk job, maybe more of an intellectual job? And what are you doing in our high schools and universities to try to get these linguistics, cryptologists, computer programmers, and the like?

Anyone can start. That is fine.

General BRILAKIS. Ma'am, just to break up the movement, huh?

Ms. ROSEN. Yeah. That is right. You don't always let him go first.

General BRILAKIS. There is a pursuit for STEM both on the civilian side and on the military side, and those individuals who can come in and produce for the service. But, first and foremost, we produce Marines. And while the cyber force, as it is, is beginning to grow, we initially went after this as a lateral move. So Marines who came in, prove their capability, leadership skills, then move over, and get additional training. We have recognized with the growth of that force, that we will have to go into initial accessions as well.

So the challenge is: What is it that makes up that young man or woman who wants to be a cyber Marine, and what are the skill sets that we are looking for? What is their innate ability? And what would indicate to us? So we are looking at testing regimens to see whether or not we can help ourselves qualify.

Those higher skill MOSes on the enlisted side, we do that by seeking those that get good line scores within the ASVAB [Armed Services Vocational Aptitude Battery], et cetera.

So we have been very interested in the whole STEM. How do you pursue that? There are a number of different activities at the serv-

ices. I went to an Air Force sponsored cyber thing for high school. It was fascinating. Those kids were doing pretty amazing stuff. And I said we should send people to the next one so we can start stealing from the Air Force because they have come up with a really good thing. But those young men and women are important to us. And we are working on recognizing that and expanding our ability to reach out to them.

Admiral BURKE. On the recruiting front, though, you do have to plant the seeds early. So you have to get in even at the middle school level. And you have to go to science fairs, and you have to even sponsor those things. We do things similar to what the Air Force does. And we have displays and science fair types of activities to do, even hack-a-thons, and things like that and like General Brilakis was talking about and just spark the interest. And, you know, maybe at some point down the road, they will associate that interest with the Navy and come back and talk to us. So you have to plant that seed corn and get that conversation going.

In terms of how you prepare that workforce then to—you know, to work at a desk job, that is actually easier. So——

Ms. ROSEN. Because your talent in some of these may be people who don't necessarily see themselves as a certain type of military man or woman, because they have maybe been in science or doing other things where they may not physically see themselves or emotionally see themselves in that way, but they have the talent to do these kinds of things, which we need the cyber iron dome, right?

Admiral BURKE. You just have to get them interested in the topic, and then show them the rest of the story, though, what it looks like when they get there.

Ms. ROSEN. Right.

Admiral BURKE. Which may not be the World War II movie of the military.

Ms. ROSEN. Right. Right.

General McCONVILLE. We are actively recruiting STEM students. And we have done that in ROTC where, if you want to get an ROTC scholarship, there is a certain requirement. It is really a shift. For a while there, I think we got away from that. When we came in, you took engineering; you went to West Point. It was primarily an engineering school. If you got a master's, you got it in engineering. And we kind of shifted. But we are coming back. And we are coming back in a pretty good percentage because we need that foundation for a lot of these future type skill sets. So we have done things where—you know, Hack the Army, where we are going out to some—and our cyber folks are really getting out there. And, again, a lot of the young men and women are really excited about these opportunities to use those skill sets. And even in the Army, you still can serve in the Department of the Army civilian if you cannot meet the physical standards——

Ms. ROSEN. Right.

General McCONVILLE [continuing]. And still serve your country. So we are offering multiple ways for people to serve through STEM.

Ms. ROSEN. Thank you.

General GROSSO. Ma'am, I would just add that the mission sells itself. And, really, a lot of it is us getting the word out that we

have these tremendous opportunities, because I agree with you that people don't understand that there is tremendous opportunity for STEM and cyber within the United States military. So I go to a lot of mentoring events and a lot of job fairs and talk to women and men about the opportunities because they just don't know they exist. But then the mission—this is what they want to do. And, as someone pointed out, there are some things you can only do in the United States military.

Ms. ROSEN. Fantastic. Thank you so much for your time.

Mr. COFFMAN. Mr. Russell, you are now recognized for 5 minutes.

Mr. RUSSELL. Thank you, Mr. Chairman, and thank each of you not only for what you do but for being here today.

OPTEMPO [operational tempo], deployment-to-dwell ratios, could y'all speak to that a little bit?

General MCCONVILLE. Yes, sir. Many have thought the dwell time has gone down because the troop levels have reduced in Afghanistan and Iraq. And that is really not the case. You know, we are rotating forces right now into Korea. We are rotating forces into Kuwait. We are rotating forces into Europe, along with Iraq and Afghanistan. So the dwell time has not come down. And, you know, the way we are trying to get after that is y'all have helped with growing the Army. By having soldiers available to conduct these task missions is helping us try to get that dwell time down.

Mr. RUSSELL. Is it a 1:2 ratio? What are we looking at here?

General MCCONVILLE. In some cases, it is below that.

Mr. RUSSELL. Really?

General MCCONVILLE. Yes, sir.

Mr. RUSSELL. Thank you.

Admiral Burke.

Admiral BURKE. Sir, just to paint a picture, your pre-9/11 Navy had about 421 ships. On any given day, we had a hundred ships deployed. Today, we have about 274 ships. On any given day, we have a hundred ships deployed.

You know, we have kind of backed down from our days a few years ago, having 9-month deployments. That is just deployed overseas on mission.

And we have gotten back to more predictable schedules for our sailors. But we are doing that by riding our ships harder and keeping our sailors at sea longer. So it has come at a cost to our sailors and their families.

Our sailors are doing it because we have gotten to be more predictable. And as long as we can maintain predictability and some expectation of what the schedule will be, they are willing to continue to sustain that tempo.

Mr. RUSSELL. Thank you.

General Brilakis.

General BRILAKIS. Mr. Russell, thank you.

The Marine Corps, like the Navy, is a deployed force, rotationally deployed force, with units heading out to Okinawa, out in the CENTCOM [U.S. Central Command] AOR [area of responsibility], and now the special purpose MAGTFs [Marine air-ground task forces] in Africa and also in the CENTCOM AOR. On top of that, you have got some of the residuals for combat operations, existing

RFFs [requests for forces] that have gone on and on. So what we found, we came out of combat expecting this dep-to-dwell holiday. Never happened.

We have a number of units. And in the aviation community, some units well below 1:2. Our infantry is just below 1:2. And so we are deploying, we are coming back, and we are immediately going into training cycle and deployment cycle, because you deploy to train.

And so we are finding we are really roughing up not only our Marines and their families, but the gear doesn't have enough time to be reset. The training is being rushed before you go to the deployment. And while we are meeting our deployed requirements, the ready bench is a little bit ragged. The next to deploy are okay. Those at rest, it is a bit of a challenge.

Sustaining this over time is going to be difficult. But the 185, the additional 3,000, really just enabled us to maintain warfighting capability and introduce the new information capabilities the Commandant believes are necessary for the current fight in the battlefield of the future. So we still have no solution right now in meeting all the demands from the COCOMS [combatant commands] and also getting our arms around the dep-to-dwell challenge.

Mr. RUSSELL. General Grosso.

General GROSSO. We have really never left the Middle East since 1991. So what we find is, depending on the skill set—in our high-demand/low-density, they do have much shorter, some 1:1, some 1:2. But I would say that is a small number of skill sets. What we find, though, is that, even on a normal rotation, what is happening when you come home, to get back up to speed on all of your mission sets, you are not home when you are home. And so something that we are spending a lot of time looking at is the time when people are at home, how do we give them more time? How do we give them more white space to spend that time regrouping? And growing end strength will also help us tackle some of that OPSTEMPO.

Mr. RUSSELL. And I think, you know, one of factors, too, that you look at on returning units is about a third of your warriors will leave just at the end of their enlistments or in attrition. And then, of those that you have, you are integrating a new batch. And then you have noncommissioned officers and officers that you got to get to the training so that they can improve their skill sets and, in the meantime, doing all of the refit, reorganization. And I don't think that is often appreciated enough. You know, so that is why I asked the question.

I, like you, share great concerns over the Blended Retirement System. I think it makes us very vulnerable. It will be interesting to see in fiscal year 2018 who opts for old versus new. I am not sure we have got a solution there.

And then, the last concern, Mr. Chairman, just a comment, our continued cutting of incentives. BAH [basic allowance for housing] now, on post, we are making soldiers pay living on post, BAH shortfalls. It was Congress that screwed that up.

So the more incentives we cut, the old adage: Nothing is too good for the troops, and nothing is what we will give them. We have got to turn that around.

So thank you, Mr. Chairman. I yield back.



Mr. COFFMAN. Thank you, Mr. Russell.

Dr. Wenstrup, you are now recognized for 5 minutes.

Dr. WENSTRUP. Thank you, Mr. Chairman. Thank you all for being here today. I appreciate it.

So we have had really good conversation today, and the balance that you try to have with recruitment, retention, the quality of troops that you bring in, the opportunities that you offer someone who is joining the military, and the opportunities that they may have when they leave the military. Those are all components that go into someone making up their mind to serve, whether it is 4 years or for 20 years. I know when I hit about 12, I decided I was going to go for 20, and that made the most sense.

And then the other thing that was discussed today too is, what do our numbers look like compared to the requirements of each branch and of the military, the downtime, all these things that you have to, you know, be considering and balancing all the time to meet the current expectations and needs, and hopefully the future expectations and needs of our military?

And I just would love to hear what you consider to be a couple of the greatest challenges you have in blending all of those things together as you look to the future, as you look to—well, not only today, but if you look 10 years down the road, the world we are living in today. And, more so, what can Congress do to help you in that challenging mission?

And we will start on the other end and go the other way.

General GROSSO. Sir, I would say that what you can do to help us the most is stable funding over an extended period of time, because the ups and downs, especially from a military manpower perspective, are impossible. If you just look at the—we have been decreasing since 1991, and took a hard right up. Even on our civilian workforce, it is very, very difficult to manage a stable human capital strategy.

General BRILAKIS. Sir, I will echo General Grosso's comment with respect to funding. Extended CRs, short periods of time to spend additional cash, not doing it responsibly, et cetera, is really a challenge for all of us.

What our Marines expect, they expect good training, they expect good weapons, and they expect a good mission.

Admiral BURKE. I would echo the stable funding comment. We have the last 4 or 5 years kind of jump changes in end strength for a number of different reasons that caused us to do somewhat unnatural acts to meet those demands.

But then the other thing that happens is sometimes our manpower overhead accounts, the things like the individuals accounts and the transients accounts are attractive targets to meet topline numbers. And even though you may have enough in your accounts to pay for the bodies, if you don't have enough to cover the overhead to have people in training you really can't keep the total number of bodies in there.

Over the last 4 years, what that has translated to for the Navy is an increasing number of gaps at sea. Today I am at about 7,000 gaps at sea in my forward-deployed ships, and that has been cascading over the last 4 years. And every year we have looked to program our way out of that and it just becomes an attractive target.

So you have to properly fund the overhead accounts as well as the total end strength.

And then I think the continued support that you have given us in the flexibility to help us, all of us are doing some form of modernization of our personnel system, and we have appreciated the flexibility that you have given us as we look at that, because we all need to continue to take a look at that. We appreciate that.

General McCONVILLE. Since timely and predictable funding has already been covered, what I would just like to mention is the qualifications of American youth. And right before President Kennedy took office, he wrote a paper lamenting the fact that only 50 percent of Americans were qualified to basically serve in the military. We wish it was that today. It is 25 percent.

And as we go in the future, we are going to have to take a hard look at the ability to get these extraordinary young men and women to serve, and we are going to have to be very innovative to bring those qualified folks. And recruiting, even though we make it, at least for the Army, is a tough mission, and we have got to work that every single day.

Dr. WENSTRUP. Well, we could probably have another whole hearing just on the reasons for 50 percent down to 25 percent, and maybe we need to do that at some point.

But I appreciate it. And I also notice some unanimity there on the stable funding. And I think everyone here recognizes that need, and I hope that we address that as we move forward.

Thank you.

Mr. COFFMAN. I have got sort of four questions related to accessions, and if you could go through them very quickly, because we are limited in time.

One is, what is your attrition rate during the first enlistment through administrative or adverse separation?

Two, have you developed better screening tools in terms of recruiting to not take those people in or a certain profile of individuals that you could, in terms of recruiting, that you have learned not to take through some kind of measure?

Why is it that we are getting on the MEP [Military Entrance Processing], in MEP side, why do we have a gap between people that are accepted, deemed physically qualified, sent to recruit training, and then not deemed physically qualified, and sent back home at taxpayers' expense? You know, it is expensive. And why do we have that gap?

And then I want to know how many personnel that you have totally engaged in recruiting, not just line recruiters, but support staff and command staff as well.

Who is ready to go?

General McCONVILLE. I am ready to go.

Mr. COFFMAN. Yes. Lieutenant General McConville.

General McCONVILLE. Twenty-eight percent attrition.

Mr. COFFMAN. In the first tour of duty?

General McCONVILLE. Yes, sir.

Mr. COFFMAN. Twenty-eight percent?

General McCONVILLE. That is down from 35 percent.

Mr. COFFMAN. Wow.

General McCONVILLE. Yes, sir. And then as far as screening, we have two things in place—

Mr. COFFMAN. I don't mean in terms of reenlistment. I just mean administrative or adverse.

General McCONVILLE. I am talking people because of misconduct, physical injuries, do not finish their first term.

Mr. COFFMAN. Wow. I am very surprised. Okay.

General McCONVILLE. It was running about 35 percent.

Mr. COFFMAN. Wow.

General McCONVILLE. And so it is coming down, and we are working that. And that is why we have put a lot of things in place.

And you talked about screening. We put an occupational physical assessment test in place. We have a TAPAS [Tailored Adaptive Personality Assessment System] test; we are trying to get the right psychological fit. And we are doing longitudinal studies to allow us to bring those numbers down.

Mr. COFFMAN. Okay. So then why the disparity in the physicals?

General McCONVILLE. That is something we need to—I need to take that for the record.

Mr. COFFMAN. Please do.

[The information referred to can be found in the Appendix on page 97.]

General McCONVILLE. We know that happens, but we haven't been able to—you know.

Mr. COFFMAN. You don't know how many total personnel you have in recruiting?

General McCONVILLE. Oh, 12,000, about 12,000. I will get you for the record, but it is about 12,000 with staff and recruiters.

[The information referred to can be found in the Appendix on page 97.]

Mr. COFFMAN. Okay. Vice Admiral Burke, your attrition rate first tour of duty?

Admiral BURKE. Is around 15 percent, about 12 percent in boot camp, 3 thereafter. And we are looking at some—we have screening tests in place. We are looking at some additional ones for destructive behavior profiling that we are piloting right now.

The MEPS [Military Entrance Processing Station] versus our service screening, we think we have a problem within our own Navy medical community that we are looking to close the loop, that we are being unnecessarily conservative. And we are continuing to work that.

I will have to come back to you on the exact numbers, but I think we are around 5,000 total, about 3,000 recruiters and about 2,000 additional.

[The information referred to can be found in the Appendix on page 97.]

Mr. COFFMAN. Okay.

General BRILAKIS.

General BRILAKIS. Mr. Chairman, non-EAS [end of active service] attrition can be folded a number of different ways, but the short answer is less than 10 percent.

Mr. COFFMAN. Less than the 9 percent?

General BRILAKIS. Less than 9—less than 10; 10 to 9 percent.

Mr. COFFMAN. During the whole first term? Okay.

General BRILAKIS. Well, during the whole first term——

Mr. COFFMAN. First enlistment.

General BRILAKIS [continuing]. Year over year, I can't—I will take that for the record.

[The information referred to can be found in the Appendix on page 97.]

Mr. COFFMAN. Okay. But it is 9 percent in boot camp?

General BRILAKIS. Our non-EAS attrition annually is less than 10 percent.

Mr. COFFMAN. I am just concerned about in the first enlistment.

General BRILAKIS. First enlistment.

Mr. COFFMAN. That is all.

General BRILAKIS. I have got to get you that answer.

Mr. COFFMAN. Okay.

General BRILAKIS. Yes, sir.

Mr. COFFMAN. General Grosso.

General GROSSO. I don't have first enlistment, but I do know 6 percent is our basic training.

Mr. COFFMAN. Wow.

General GROSSO. So I will get you that for the first enlistment.

Mr. COFFMAN. Okay.

[The information referred to can be found in the Appendix on page 97.]

General BRILAKIS. You want to follow up with the rest of those?

Mr. COFFMAN. Yeah. Well, how about very quickly, MEPs, why is there a disparity?

General BRILAKIS. So the screening tools, a recruiter is the best screening tool we have. The process is probably the best——

Mr. COFFMAN. But on the health side?

General BRILAKIS. On the health side in MEPCOM [Military Entrance Processing Command], I would have to look at a particular specific. I can't—I know that we had a case—we had a situation at one point where we had problems with the calibration of the hearing—the hearing test at some of the MEPs and it wasn't translating. That, I know, has been taken care of. We also had an issue in Colorado with lordosis, which I don't want to get into explanation of what that condition is.

Mr. COFFMAN. Sure.

General BRILAKIS. But we got that fixed through working through the process.

We have 5,300 Marines involved in recruiting.

Mr. COFFMAN. Fifty-three hundred?

General BRILAKIS. Yes, sir.

Mr. COFFMAN. And that is support personnel, staff?

General BRILAKIS. Joint headquarters, production recruiters, nonproduction recruiters. That is it.

Mr. COFFMAN. Okay.

General GROSSO. We have 2,300 people in our recruiting infrastructure. We are working on better screening tools. And I will have to take for the record the MEPs question.

[The information referred to can be found in the Appendix on page 97.]

Mr. COFFMAN. Okay.

Ms. Speier.

Ms. SPEIER. This is all really helpful. It is interesting that the Marines have 5,300 in recruiting and yet 182,000 in the Marine Corps; Air Force has half as many recruiting and has 317,000.

Do you want to address that, General?

General BRILAKIS. Yes, ma'am. This year we will have 38,000 enlisted non-prior-service accessions. But as I mentioned, we are a young force. Two-thirds of the force is in the operating forces. Every 4 years we turn over 75 percent of each cohort. I had the second-largest recruiting mission of all the Armed Forces.

Ms. SPEIER. Because there is such a high turnover, is that what you are saying?

General BRILAKIS. That is correct, yes, ma'am.

Ms. SPEIER. And so we need to look at why.

General BRILAKIS. Because we are an inexpensive and we are a young force. The model that was created, because I can only put so many first-term Marines into the career force, because there isn't that much of a career force.

Ms. SPEIER. Got it. Got it. Okay.

I am going to ask you to provide this to us for the record. So I would like for you to each provide us with how you spend your advertising budget, TV, sponsor of events, and the like.

[The information referred to can be found in the Appendix beginning on page 98.]

Ms. SPEIER. General Grosso, in particular, I was at a Michigan game not so long ago in which they had Air Force planes flying overhead and then they had them skydive into the stadium, which was exciting to watch, but I couldn't help but sit there thinking: How much is this costing us? So if all of you would provide that, that would be helpful.

In terms of the Navy, Admiral Burke, the anticipation of having 355 ships would be a huge increase in personnel. What are you doing in contemplating that? What tradeoffs will the Navy be prepared to make to meet that financial commitment?

Admiral BURKE. Well, in terms of the manpower increases, the exact number will depend on what the makeup of that new force construct exactly would look like. So the answer is it depends. You know, that is obviously still being discussed.

Ms. SPEIER. Well, if we add these ships, have you done an analysis of how many additional sailors and civilians you will need?

Admiral BURKE. We have done bounding analyses. Again, the discussions are anywhere between 12 to 14 carrier strike groups and then the composition of those. And then we think that that force also needs to be a mix of manned and unmanned vessels as well, so that could also reduce the manpower increase. But we are very much looking at that. And then the timeframe and the speed at which we build those vessels. So the answer is it depends. But anywhere from 20,000 to 40,000 additional sailors, depending on how we bound it.

The infrastructure that we have in place in terms of our Recruit Training Command is sufficient given shipbuilding timelines to put enough sailors through there. We would have to ramp up additional drill, recruit division commanders, and perhaps additional training capacity, but probably not additional infrastructure is where we are with that right now, ma'am.

Ms. SPEIER. Okay. We spent some time asking the question where your retention areas were, and many of you referenced cyber and intelligence in particular. I wonder to what extent those functions should be filled by civilians and the focus be placed there, with the expectation that you are putting someone in the military in those positions, they are so attractive to companies outside, that you are going to have them moving through there very quickly and constantly in a retraining mode. That is just an aside.

It appears that the number one issue here is retention—or attrition, depending how you look at it, I guess, in some respects. If you have a high attrition rate, then the costs of retraining are significant. So you want to reduce the attrition rate, is where we want to go, correct?

So I would be interested in knowing what other—and I am running out of time, so maybe for the record as well—what other programs, policies we should contemplate to address the attrition rate and find ways to reduce it.

[The information referred to can be found in the Appendix beginning on page 98.]

Ms. SPEIER. With that, I yield back, Mr. Chairman.

Mr. COFFMAN. Just one very quick point. I think we are still locked into the promotion structure of, I think, the height of Iraq and Afghanistan. And is the promotion system too fast? When the ranking member talked about retention and the cost of training, the fact that it seems to be very competitive in a lot of career fields to stay in, are we forcing good people out that should otherwise stay in, by virtue of our promotion system? Would anybody like to answer that?

Admiral BURKE. Sir, I would like to take that one, the question. I think we do—we are very much taking a look at—you know, from a sustainability standpoint, we have a very broad personnel pyramid, very large at the base, that still very much assumes we can bring people in in large volume and inexpensively.

So a lot of our Sailor 2025 programs are aimed at narrowing the base of the pyramid, make it a little taller, so longer careers, and perhaps allowing more opportunities to repurpose the career, let people change their specialties throughout a career.

We can relatively easily do that on the enlisted side with the authorities that we have, and we are doing that in Sailor 2025. A little harder to do that on the officer side without some additional policy relaxations, and we are working with your teams to explore those opportunities.

Mr. COFFMAN. Anybody else? Okay. Anybody else? Yes.

General McCONVILLE. Mr. Chairman, the way our model works with the pyramid in law is only 10 percent of enlisted soldiers really can make it to 20 years and 30 percent of officers serve a full career. That is kind of how the model works. And this has been especially exacerbated during the drawdown when we went from 570,000 soldiers on the way to 460,000. So almost 100,000 soldiers either attrited or were asked to leave that may have been fully qualified from the Army over the last 5 years.

Mr. COFFMAN. Anybody else? Yes.

General GROSSO. On the enlisted side, we allow people to stay that haven't been promoted. So I would share that with you, and that is the first commander.

On the officer side, we for longest time to major, we have had a 95 percent promotion rate. So I wouldn't make the argument that we are losing talent because of the promotion system.

General BRILAKIS. Sir, we promote to vacancy. We have a lot of platoon leaders, we have a lot of squad leaders, and a lot of Marines. They move their way up, and I have fewer spots for folks as we go. So the up-or-out system, the way we do business, makes it very competitive, allows us to find the talent. And we have processes in place where individuals who have devoted a good chunk of their life to service are allowed to be continued to 20 years, staff sergeants and majors.

Mr. COFFMAN. Okay.

Ms. Speier, anything else?

I wish to thank the witnesses for their enlightening testimony this afternoon.

There being no further business, the subcommittee stands adjourned.

[Whereupon, at 4:47 p.m., the subcommittee was adjourned.]





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# **A P P E N D I X**

MAY 17, 2017

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**PREPARED STATEMENTS SUBMITTED FOR THE RECORD**

MAY 17, 2017

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**Opening Remarks – Chairman Coffman**  
Military Personnel Subcommittee Briefing

**Military Personnel Posture: FY2018**  
May 17, 2017

I want to welcome everyone to the Military Personnel Subcommittee's hearing on the state of the military service personnel system's as we enter the fiscal year 2018 budget season. Our panel of the Service Personnel Chiefs is here to address each of their services' personnel postures including personnel policies for recruiting and retention, family programs and to address budget and legislative requests for fiscal year 2018 to the extent that they can. Today's focus is on the personnel policies the services currently have to sustain and create efficiencies in, which includes; promotion policies, bonus and incentive policies, and end-strength changes that still need to be examined in light of proposed increases and the ensuing challenges. I'm especially interested in your plans for retention of the right service members that are central to your mission. In what may develop into difficult recruiting and retention environment in the coming years, we'd like to understand the policies and programs that will be used to maintain and increase personnel end-strengths.

Before I introduce our panel, let me offer Congresswoman Speier an opportunity to make any opening remarks.

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RECORD VERSION

STATEMENT BY

LTG JAMES C. MCCONVILLE

DEPUTY CHIEF OF STAFF, G-1

UNITED STATES ARMY

BEFORE THE

MILITARY PERSONNEL SUBCOMMITTEE

HOUSE ARMED SERVICES COMMITTEE

FIRST SESSION, 115<sup>TH</sup> CONGRESS

ON ACTIVE GUARD, RESERVE AND CIVILIAN PERSONNEL PROGRAMS

MAY 17, 2017

NOT FOR PUBLICATION UNTIL RELEASED BY THE

HOUSE ARMED SERVICES COMMITTEE

Chairman Coffman, Representative Speier, Distinguished Members of this Committee, I thank you for the opportunity to appear before you on behalf of the United States Army.

The Army is people. Our Soldiers, Civilians, Retirees, Veterans, and Families are our greatest asset. We are the most formidable ground combat force on earth. Over the past 15 years of war, the Army has continuously provided trained and ready forces for combat operations in Iraq and Afghanistan. At the same time, we have executed a wide array of combatant commander missions in Europe, the Pacific, the Middle East, Africa, Latin America and the Homeland. Today the Army has more than 187,000 Soldiers assigned or allocated to meet combatant commander requirements. The continued need for a ready force -- fully manned, trained and equipped is evidenced daily by international events. Consistent, strategy-based funding is critical to the Army accomplishing its missions.

Manning the Army is one of the key components of readiness and is vital to the Army's ability to fight and win our Nation's wars. Our Total Army currently stands at approximately 1.005M with the Active Component (AC) currently at approximately 465,000, the Army Reserve (USAR) at approximately 199,000, and the Army National Guard (ARNG) at approximately 341,000. The FY17 National Defense Authorization Act (NDAA) authorized a Total Army end strength increase of 28,000 to 1.018 million Soldiers (476,000 AC; 199,000 USAR; 343,000 ARNG). This increase will help us improve readiness and ensure the Army has fully manned formations in the coming years.

Today only one in four 17-24 year-olds in the U.S. is eligible to serve in the Army, and only one in eight has a propensity to enlist in the military, making Army accessions a challenging and resource-intensive activity. The Army achieved its FY16 recruiting mission of 62,500 Active Component recruits with more than 95% of them holding high school diplomas. The ARNG met their mission of 36,800 and for the first time in five years, the USAR met its mission of 25,900. This success is due partly to support from Congress for our accession programs across the Total Army. We are aggressively working to achieve the 6,000-Soldier growth in the Active Component accessions to achieve the FY17 NDAA's directed end strength increase. We are committed to holding quality high by using enlistment bonus incentives and expanding prior service enlistments to help reach our goal.

The Army must continue to retain the most talented Soldiers and non-commissioned officers with the experience and skills necessary to meet our future needs. The AC, USAR and ARNG each achieved their FY16 retention missions. The increase in end strength for FY17 has also led us to significantly increase the Army's retention mission at mid-year, and we have expanded retention incentives accordingly. We have also suspended personnel review boards that were being used to shape the drawdown. Each component is diligently working to accomplish their respective retention missions while maintaining standards.



The end strength increase of the Army's Active Component requires a civilian workforce to support Soldiers and their Families on installations and training bases. The Army's Generating Force is critical to Army readiness and that workforce is 60% Army Civilians. Currently, there are also 41,000 Army civilians supporting combatant commands worldwide. Since 2011, the Army has been drawing down the civilian workforce from a wartime high of 285,000 to approximately 242,000 (as of March 2017) to meet budget levels, military end strength reductions and legislative mandates associated with the military drawdown.

The Army is committed to manning a force that reflects the diversity of the nation. Through our outreach and marketing efforts, we are focused on increasing diversity of the force in underrepresented branches and military occupational specialties (MOS). We've made improvements in representing the diversity of America's talent in our officer corps. The United States Military Academy (USMA) increased the number of female cadets from 16% in the class of 2017 to 22% in the class of 2020. The Reserve Officer Training Corps (ROTC) experienced similar growth in female enrollments from 22% in the Class of 2017 to a projected 28% women in the Class of 2020. Further, the officer corps has had an increase in African American Accessions - 14% in USMA class of 2020 are African American versus 10% of the class of 2017, and projected 14% of ROTC commissions will be African American in 2020 vs. an average of 11% from 2012-2017. Through continued concerted efforts we are sustaining a high-quality All-Volunteer Force that reflects the diversity of America.

The Army is committed to giving all Soldiers who can meet the standards of a Military Occupational Specialty (MOS) the opportunity to serve in that MOS. In January 2017, the Army implemented MOS-based gender neutral physical standards to start initial entry training, and to successfully be awarded the MOS. To date, the Army has accessed and transferred more than 450 women into the previously closed occupations. Last year we opened infantry and armor positions as well. Specifically in the officer ranks, two female Infantry captains are assigned to the 82nd Airborne Division. Forty-two female officers have successfully completed the Infantry or Armor Basic Officer Leader's Course and are arriving at assignments in the 1st Cavalry Division and the 82nd Airborne Division in support of the Army's Leaders First Strategy. Additionally, the Army has successfully transferred, trained and assigned female NCOs into both Infantry and Armor occupations. This approach sets conditions in operational units before newly trained junior enlisted Soldiers arrive this summer. The first integrated enlisted training courses for Infantry and Armor began in February/March 2017. Due to several years' effort to open other job types that have long been unavailable to female Soldiers, women currently serve in every infantry, armor and artillery battalion in every active Brigade Combat Team in the Army. Significantly, in March 2017, the first female officer was assigned to the 75th Ranger Regiment. As the Army continues long-term studies in support of gender integration and the Soldier 2020 campaign, lessons learned will enhance readiness and increase the diversity across our force using a standards-based approach.

Personal resiliency is fundamental to readiness. We currently have 25 Resilience/Performance Training Centers, with the 26th opening in Korea before the end of FY17. We have certified 36.5K Master Resiliency Trainers who are resident in company-level formations to train Soldiers on 16 resiliency skills. Our goal is to have a Master Resilience Trainer for every company in the Army to reinforce these skills. We continue to field the Commander's Risk Reduction Dashboard (CRRD), a tool to provide commanders an automated capability to gain visibility of Individual Soldier and Unit levels of resiliency. Fielding of CRRD Increment 1 to the entire active Army will be completed by July 2017, and we are conducting testing of Increment 2.

The Global Assessment Tool (GAT), a self-awareness tool for Soldiers to measure their personal resilience by assessing their own physical, psychological, social and spiritual readiness remains key to our efforts. In FY16, more than 717K Soldiers completed the GAT. The Army also has begun testing "Engage", a program that teaches soldiers to have professional discussions with their peers, subordinates and supervisors to positively influence personal readiness. "Engage" will teach Soldiers to connect with each other, building a culture of trust that can optimize individual Soldier performance, well-being, and overall unit readiness. "Engage" has been trained at various installations across all three components, with very positive feedback.

Sexual harassment, sexual assault, and retaliation diminish our readiness, therefore, prevention of sexual violence remains a top priority for the Army to ensure the readiness of the Force. The Sergeant Major of the Army, supported by our superb non-

commissioned officer corps, continues to lead our efforts on this this issue through the “Not in My Squad” program. This program reinforces engaged, values based leadership at the lowest levels in our Army.

The Army and Department of Defense have focused on closing the gap between reporting rates and actual incidents. Sexual Assault reporting increased by approximately 60% from FY12 to FY14, and is now approaching a steady state based on FY15 and FY16 data (1,962 Soldier reports and 535 non-Soldier reports). Since FY14, reporting has remained relatively unchanged when compared by gender/age/rank. Prevalence for female service members who experienced unwanted sexual contact has been in decline since 2010. This steady state in reporting and decrease in prevalence is what was originally envisioned when the Army and DOD increased emphasis on help-seeking behavior and accountability.

Now that we have world-class response capabilities in place, we’re placing more focus on preventing these incidents from occurring. Civilian and DOD studies have shown that sexual harassment is often a precursor to sexual assault, with 30 percent of victims indicating they experienced such incidents prior to their assault. The Army is the only Military Service to formally include sexual harassment in its prevention program, and we believe more needs to be done on this front. Therefore, we are increasing our awareness, refining our training curriculum and placing greater emphasis on instructing members of the Army Team on prevention of sexual violence.

Additionally, we're continuing to train and develop a professional cadre of SHARP front-line warriors. The SHARP Academy, based at Fort Leavenworth, Kansas, continues to enhance its ability to provide top-notch prevention and response education for Sexual Assault Response Coordinators, Victim Advocates, Trainers and SHARP Program Managers. The SHARP Academy has graduated more than 900 full-time SHARP professionals since 2014 and is in the process of piloting a new SHARP Program Manager course.

Suicide remains a serious concern for our Army, and we remain committed to combating suicide with a holistic and comprehensive approach to suicide prevention. Key to this approach is focusing on strengthening Soldiers, building cohesive units and engaging strong supportive Families. Once alerted to situations that deviate from the normal behavior or standard, everyone concerned understands how to assist the person in need to access the required behavioral health care.

To improve personal readiness and resiliency, we are aggressively working to decrease the stigma associated with seeking behavioral health care. Behavioral health encounters for the Total Army grew from approximately 700K in FY03 to approximately 1.28M in FY16, indicating greater trust in the system. Over the past 13 years, Active duty Soldiers using behavioral health services increased from 5.7% to 15.9%. Reserve component increased from 2.5% to 6.9% in the same period. Active Duty Army Family members using behavioral health services in the direct and purchased care network also increased from approximately 300K encounters in FY03 to 1.3M by FY16 (approximately 14% of Active Duty Army family members).

In addition to reducing the stigma associated with seeking help, the Army has provided more timely care, especially to those with the most significant behavioral health conditions. For example, 98% of all Soldiers hospitalized for a behavioral health condition receive a follow-up appointment in a clinic within seven days, which far exceeds the national average. Embedding behavioral health personnel within combat units is a proven best practice – one that we've recently extended to include the Substance Use Disorder clinical care providers, by aligning services under the Army Medical Command.

The Army has reduced Total Force non-deployable personnel from 15% as of June 2016 to 11.5% March 2017. The current 11.5% non-deployable rate includes a new category introduced last summer to proactively manage expired medical and dental examinations. Excluding expired examinations, the Total Force rate would be 9% and the Active Component at 8%.

The Army continues to reduce the time required for Soldiers to process through the Integrated Disability Evaluation System (IDES). Current processing times for the Reserve Components are down to 259 days and the Active Component is down to 216 days. The IDES population is steady state at approximately 13K. We will continue to evaluate how to efficiently and fairly evaluate injured Soldiers and either return them to duty or assist them in transitioning to civilian life.

In addition to taking care of Soldiers and their Families while they are in the Army, we are committed to helping them transition into the civilian world. We know that only 9% of enlisted Soldiers and 28% of officers stay in the service for 20 years, the point where they are eligible for retirement. Therefore, it is clear that we must focus on preparing our Soldiers for life after their service. Every year about 120K Soldiers transition from the Army and we must ensure they have a smooth transition to civilian life with quality employment.

The Army's Soldier for Life program has connected more than one thousand private and public organizations to transitioning Soldiers and spouses, resulting in more than 1.2 million jobs filled by Army veterans and Family Members. Further, according to the Department of Labor, Soldier for Life efforts assisted in reducing the Veteran unemployment rates to an eight-year low, closing FY16 with the lowest amount of unemployment compensation for ex-service members in 13 years.

VOW Act compliance across the Army in FY16 was over 85% -- the Active Component at 86%, ARNG at 85% and USAR at 76%. Army senior leaders have solidified policies and procedures for transitioning Soldiers and reiterated to Commanders that they are responsible for ensuring their Soldiers go to VOW Act-mandated briefings. Soldiers who transition successfully back into our communities become strong stewards in advocating for others to serve.

To build a Total Army of Active, Reserve and National Guard forces, as well as Civilians, who are trained and ready to take on the challenges of the future, we must leverage and manage all available talent and ensure every individual is able to get on the field and play his or her position. The Army is piloting a Talent Assessment Program that will identify our talent and match them to Army requirements. For example, at the Aviation Captain's Career Course at Ft. Rucker, Alabama, junior captains are participating in multiple assessments, which will collectively provide them with individually-tailored feedback on where their talents align with the requirements of the Army's various career specialties. The pilot program finishes this summer, and we plan to expand the assessment program to include additional career courses over the next two years.

Our goal, is comprehensive visibility of all our People's knowledge, skills, abilities and behaviors to best fit the right person in the right job at the right time. To accomplish this, we must move from a personnel management system to a talent management system. We are actively pursuing the Integrated Personnel and Pay System – Army (IPPS-A). IPPS-A is a Human Resources Information System (HRIS) that for the first time, will allow the Army to manage the AC, USAR, and ARNG on one HR IT system. This will allow us to manage talents and match them to Army requirements. Finally, it will provide us an audit capability to ensure personnel and pay are compliant with the law. The initial implementation of IPPS-A will start with the Pennsylvania Army National Guard (PAARNG) in January 2018, with training of more than 15K of their Soldiers due to begin in September 2017.



At the end of the day, the Army is people. The men and women who serve our Nation, both in uniform and out of uniform, along with their families, are our most important asset. As a Nation, we must ensure they have the required resources so they are ready when called upon to fight and win our Nation's wars. I thank all of you for your continued support of our All-Volunteer Army.

**Lieutenant General James C. McConville**  
**U.S. Army Deputy Chief of Staff, G-1**

Lieutenant General James C. McConville became the U.S. Army's 47th Deputy Chief of Staff, G-1 on August 4, 2014. He is responsible for developing, managing, and executing manpower and personnel plans, programs, and policies for the total Army. Prior to this assignment, he served as the Commanding General of the 101st Airborne Division (AASLT) and Fort Campbell, KY.

Lieutenant General McConville hails from Quincy, MA and was commissioned as an Infantry officer in the U.S. Army upon graduation from the United States Military Academy in 1981. He holds a Bachelor of Science Degree from the United States Military Academy, a Master of Science Degree in Aerospace Engineering from the Georgia Institute of Technology, and was a 2002 National Security Fellow at Harvard University.

LTG McConville's command assignments include command of an Aero-Rifle Platoon in D Troop, 2-10 CAV from 1984 to 1985 and C Troop, 2-9 CAV from 1986 to 1987 in the 7th Infantry Division (Light) at Fort Ord, CA; command of 2-17 CAV from 1998 to 2000 in the 101st Airborne Division (AASLT) at Fort Campbell, KY; command of the 4th Brigade, 1st Cavalry Division at Fort Hood, TX from 2002-2005 with service in Operation IRAQI FREEDOM; and command of the 101st Airborne Division (AASLT) and Fort Campbell, KY from 2011-2014 with service in Operation ENDURING FREEDOM.

LTG McConville's key staff assignments include S-3 for Flight Concepts Division; S-3 for 5th Squadron, 9th Cavalry; S-3 for the 25th Combat Aviation Brigade; J5 Strategic Planner for the United States Special Operations Command; G-3 for the 101st Airborne Division (AASLT); Executive Officer to the Vice Chief of Staff of the Army; Deputy Commanding General (Support) for the 101st Airborne Division (AASLT) with service in Operation ENDURING FREEDOM; and Deputy Chief and Chief of the Office of Legislative Liaison.

LTG McConville is a Master Army Aviator qualified in the OH-58 Kiowa Warrior, the AH-64D Longbow Apache, the AH-6, AH-1 Cobra and other aircraft. His awards and decorations include the Distinguished Service Medal (with Oak Leaf Cluster), the Legion of Merit (with 2 Oak Leaf Clusters), the Bronze Star (with 2 Oak Leaf Clusters), the Defense Meritorious Service Medal (with Oak Leaf Cluster), the Meritorious Service Medal (with 2 Oak Leaf Clusters), Air Medal (Numeral 2), the Joint Service Commendation Medal, the Army Commendation Medal (with Oak Leaf Cluster), the Army Achievement Medal (with 3 Oak Leaf Clusters), the Combat Action Badge, the Expert Infantryman's Badge, Master Army Aviator Badge, Air Assault Badge, Parachutist Badge, and others.

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HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF  
VICE ADMIRAL ROBERT P. BURKE, U.S. NAVY  
CHIEF OF NAVAL PERSONNEL  
AND  
DEPUTY CHIEF OF NAVAL OPERATIONS  
(MANPOWER, PERSONNEL, TRAINING & EDUCATION)  
BEFORE THE  
SUBCOMMITTEE ON PERSONNEL  
OF THE  
HOUSE ARMED SERVICES COMMITTEE  
ON  
PERSONNEL POSTURE  
MAY 17, 2017

NOT FOR PUBLICATION  
UNTIL RELEASED BY THE  
HOUSE ARMED SERVICES COMMITTEE

## **I. INTRODUCTION**

Chairman Coffman, Ranking Member Speier, and distinguished members of the Committee, I am honored to appear before you to discuss Navy manpower, personnel, training, education, and family support programs.

## **II. A READY AND CAPABLE GLOBAL NAVY**

For more than 240 years, the U.S. Navy has been a cornerstone of American security and prosperity. Just look at the news – from the Sea of Japan and the South China Sea to the Arabian Gulf and beyond, the Navy is there. In our increasingly globalized world, America's success is ever more dependent on the U.S. Navy.

However, the security environment in which we operate has fundamentally changed within the past several years. America's competition in the security environment adapted their approach to our strengths and weaknesses, and they have done so at an exponential pace. Our competition is ready to exploit our weaknesses, and America's success in this competition depends on our actions today. We cannot be bystanders in this rapidly changing environment. We must act with a sense of urgency in shoring our weaknesses if we are to retain our place in the world. We must have outcomes that achieve advantage faster than our competition, and then stay faster. If we do not change the way we approach everything from procurement to training, from personnel policies to engagement, we will lose the influence and maritime superiority we have enjoyed for decades.

As Chief of Naval Personnel, I am responsible for ensuring ships, squadrons, submarines, and stations are fully manned with Sailors ready to undertake the many jobs and tasks we require of them. This responsibility includes finding and recruiting talented individuals as well as executing training pipelines that transform Sailors into highly skilled maritime warriors. Here too, in this arena, the Navy faces competition in recruiting America's top talent, training them with cutting edge technology and techniques, and retaining their expertise on our team of talented people so the U.S. can keep our competitive advantage in the security environment.

## **III. TODAY'S NAVY – FORCE READINESS AND MANNING**

Navy continues efforts to maintain required manning and readiness levels by attracting highly qualified men and women to serve in the most effective and technologically-advanced naval force in history. We will develop, train and educate a ready force to deliver the right person with the right skills in the right job at the right time - a metric we call "fit." We are also taking deliberate steps to forecast future operating environments and ensure we are prepared to meet emerging challenges. These plans support our goals of retaining our most talented Sailors and maintaining readiness to meet fleet requirements.

Increased accessions in FY2012 and FY2013 continue to contribute to high levels of fleet manning and warfighting readiness. In early FY2017, 98 percent of enlisted sea duty billets are filled. Of these billets, over 90 percent are filled by Sailors with the proper seniority and

appropriate skill level. As Sailors who entered the Navy in FY2012 and FY2013 reach the end of their enlistments, we expect to see a temporary downward turn in sea duty manning levels, as these Sailors transition to shore duty or elect to separate. The FY2016 implementation of the Billet-Based Distribution capability improved our ability to more accurately meet enlisted manning requirements by providing a more detailed enlisted demand signal. The Optimized Fleet Response Plan (O-FRP) framework will continue to drive increased at-sea requirements, and we will be focused on maintaining high levels of fleet manning to ensure deploying units are fully manned and capable of meeting mission requirements, but not at the expense of manning levels elsewhere.

We continue to monitor retention behavior closely across the Navy and remain focused on retaining Sailors in the right mix of ratings and pay grades to position us to meet future mission requirements. The Navy met enlisted retention goals in FY2016, and anticipates meeting aggregate enlisted retention goals in FY2017. However, we continue to experience retention challenges and inventory shortfalls in some critical communities, such as Information Warfare, Nuclear Field, Special Warfare, and Advanced Electronics. Targeting junior enlisted personnel possessing these unique skills with increased incentives will be a critical element of achieving required retention and sustaining a healthy force into the future. After experiencing strong retention from FY2014 to FY2016, current economic indicators suggest a greater pull from the civilian workforce for our top talent over the next couple of years. Getting ahead of this impending change requires focused targeting of bonus programs among high-demand critical skill sets that an improving economy may adversely affect.

Officer continuation remains at historically high levels due, in large part, to targeted incentive pays and bonuses, improved mentoring, recent efforts to add flexible career options, and increased emphasis on life-work integration initiatives. However, specific active duty control-grade officer inventory shortfalls remain in the Unrestricted Line, Restricted Line and Staff Corps communities. Challenges exist in Aviation, Special Warfare, nuclear-trained Surface Warfare Officer and Submarine Department Head retention. In the case of fighter pilots, we have seen a particular impact on retention, due primarily to quality of service factors, but also due to increased airline hiring. We are actively attacking these shortfalls through targeted incentives and other non-monetary retention tools.

Navy met aggregate enlisted recruiting goals throughout FY2016, although some recruiting areas missed individual goals at a greater rate than previously, perhaps an indicator of increased competition within a limited talent market. By any measure, Sailors in today's Navy are the best we have ever seen. Our success is largely due to inclusive diversity recruiting practices, in-service education and credentialing opportunities, and Science, Technology, Engineering, and Mathematics (STEM) outreach. Strategic partnerships with STEM-related affinity groups, and engagements with high school and college students, have heightened awareness of Navy service as a highly desirable career option, inspired the next generation of technically capable Sailors, developed centers of influence that contribute to recruiting efforts, and further diversified the Navy. We remain vigilant as the unemployment rate generally remains below five percent over the past year, mindful of our limited marketing and advertising resources, and with an eye toward ensuring our ability to continue meeting recruiting goals in an improving economy.

In FY2016, we achieved all active component general and medical officer-recruiting goals, except for Direct Accession Chaplains. We surpassed historical attainment for most reserve component general and medical officer programs. However, high active duty retention in some communities presents challenges for meeting reserve officer recruiting goals, since we rely on the prior active service pool as the predominant source for many reserve officer affiliations.

We continue to see significant interest in opportunities for commissions through the United States Naval Academy and Naval Reserve Officer Training Corps, with the number of highly qualified applicants vastly exceeding the number of available appointments. All officer accession sources continue to attract the finest applicants and graduate well-rounded, technically competent leaders for commissioned naval service.

We demand much of our Sailors, and we strive to provide appropriate compensation. While well-deserved pay raises are appreciated and necessary to keep pace with today's cost of living, our Sailors and their families have also benefited from previously low out-of-pocket housing and healthcare expenses. Additionally, our Sailors and their families benefit greatly from robust civilian equivalent credentialing opportunities, such as apprenticeships, and educational benefits under Tuition Assistance, the post-9/11 GI Bill, and post-9/11 GI Bill Transferability. Combined with continued judicious application of targeted special and incentive pays, we anticipate meeting recruiting and retention requirements in the short term. These financial incentives provide a total military compensation package, which competes favorably with the private sector, and has empowered the Navy to successfully recruit and retain a high quality, All-Volunteer Force, despite 16 years at war. Thus, we will monitor out-of-pocket housing, healthcare, and education expenses to ensure a proper compensation package.

#### IV. THE CHALLENGES AHEAD

The *Design for Maintaining Maritime Superiority* challenges us to think about how we will adjust to a rapidly changing world. That means our workforce must be poised to adapt quickly to new and evolving threats, while continuing to attract and retain the very best Sailors in a competitive talent market. While the Navy is in a good position today with respect to recruiting, retention and fit/fill, we are at a strategic crossroads where we need to think about how we will recruit and retain the force of tomorrow.

Today, there are two fundamental challenges facing the Navy's personnel domain. First is increased competition for talent. We have seen a decline in the number young people with the requisite academic and physical aptitude choosing to serve. Additionally, we are unsure how an improved economy will affect recruiting and retention. Many Sailors leaving the Navy feel stymied by industrial-age personnel systems and processes, which do not provide the choices, flexibility and transparency they want and need. Many personnel processes and infrastructure are complex, outdated, and inefficient. While we have been able to meet mission requirements with these systems and processes, it comes at a high cost of resources and level of effort.

Second, in today's constrained fiscal and operational environment, continuing to do business the way we have always done it is not sustainable. We are finding more efficient and cost-effective ways to train our new Sailors, incentivize, retain, and harness the talented people,

in which we heavily invest. Each year, we recruit, train, and send to the fleet nearly 35,000 new enlisted Sailors. This process imposes substantial and unsustainable replacement costs financially, but also in lost corporate knowledge, warfighting expertise, experience and leadership.

Just as the scope and complexity of the warfighting challenges we face on the battlefield demand a different approach, so too does our approach to recruiting, building and retaining the kind of talented force we need to compete and win in this warfighting landscape. In the FY2017 National Defense Authorization Act, Congress began the important process of enacting comprehensive personnel reforms, a number of which are important to our modernization efforts. Navy appreciates those personnel reform actions, which provide greater flexibility for personnel management, and increased opportunities and options for our Sailors in their career management. Our modern, talented force demands a flexible, dynamic and modern personnel system.

While the Navy has healthy recruiting, retention and manning today, it is vital we update our policies to be able to deal with challenges before we are confronted with a crisis. As with the weapons systems we use, we must continue to refresh our personnel system to keep pace with a rapidly changing world. Our workforce must be poised to adapt quickly to new and evolving threats, as we continue to attract and retain the very best Sailors in an increasingly competitive talent market. Thus, we will continue to evaluate our systems, policies, and practices, and when appropriate, pursue further modernizations to ensure flexibility and opportunities for choice, which desired and valued by the talented cadre of people we seek to recruit and retain.

## V. THE CASE FOR TRANSFORMATION

The Navy's Manpower Personnel Training and Education (MPTE) enterprise successfully meets today's Fleet personnel readiness requirements, but will need to materially evolve to meet the future needs of the Fleet and our Sailors. Today, success greatly depends upon the extraordinary efforts of Sailors working tirelessly to overcome an aging business model, its non-coherent and manually intensive IT systems, and the inherent friction in the system.

Further, the MPTE enterprise faces many challenges in competitively attracting new talent, and providing accurate, efficient, and sailor friendly processes to develop, manage, distribute, and retain Sailors - the most vital component of every naval weapon system. Left unresolved, these challenges constitute a significant threat to the Navy's ability to execute future missions vital to national security because, as the naval hero John Paul Jones said, "[people] mean more than guns in the rating of a ship."

Our manpower, personnel, training, and education systems cannot keep pace with a rapidly changing world without an end-to-end holistic modernization of the Navy's personnel business and supporting IT infrastructure. The administrative organization and IT infrastructure as it exists today costs increasingly more for limited value. We are undertaking a significant effort to improve the efficiency of the Navy's personnel business and quality of service to our Sailors, Fleet Commanders and Senior Leadership through the transformation of the technological infrastructure and organization, and put the ways in which the Navy manages our talent on par with today's best corporations.

Within the next few years, we will transform the way our organization operates using modern commercial IT capabilities and practices to streamline and optimize processes. This transformation is intended to holistically improve the way we manage Sailors' careers and transform our labor intensive, antiquated processes into standardized, automated ones. Transforming the way we operate will help us provide an authoritative data environment to improve budget decisions, better manage our organization and programs with a focus on increasing warfighting capability while reducing operating costs and lowering total ownership cost. Through this transformation, we will be able to improve Fleet readiness, customer service to our Sailors, reduce operating costs, effectively recruit, train, and retain the force of tomorrow as well as strengthen and prepare the Navy for the future.

Our goals with this transformation are to:

- Improve Fleet Readiness - predictive analytics will enable better Sailor fit, talent matching, improved retention, and agile responses to meet dynamic Fleet needs
- Dramatically improve the way we support Sailors and their families
- Create call centers and mobile/online self-service portals for Sailors to access their personnel information, and provide 24/7 customer service where the majority of personnel transactions can be done online or via mobile devices like many banks and companies today.
- Reduce cost without loss of output via a new operating model and modern IT system
- Transform labor intensive, antiquated processes into standardized, automated ones that require less management oversight
- Provide accurate, auditable and timely personnel and pay actions
- Have a seamless data environment accessible throughout the enterprise
- Enable predictive analytics supported by Big Data

Incremental change will not occur fast enough – we simply cannot afford to wait that long. This transformation will clearly enable an innovative, agile, and responsive team greatly advancing our support to the Fleet, our Sailors, and their families.

## VI. SAILOR 2025

To attract and retain the very best Sailors in an increasingly competitive talent market will require continued flexibility and opportunity in our policies, and practices. Sailor 2025 is a dynamic set of approximately 45 initiatives designed to help us do just that. Built on a framework of three pillars – a modern personnel system; ready, relevant learning; and career readiness - Sailor 2025 is a roadmap designed to change our approach to personnel programs by providing Sailors with choice and flexibility. These initiatives target modernizing personnel management and training systems to recruit, recognize, and train talented people more effectively, and manage the force of tomorrow while improving the Navy's warfighting readiness. Our modern IT infrastructure will help us improve the long term health of the way we recruit, train and retain talent, more accurately and efficiently assign talent across the force, better design and account for compensation packages, and generate a system that allows for greater flexibility and permeability.



**Modern Personnel System.** The first pillar of Sailor 2025 is a wholesale modernization of our entire personnel system. We are working to create flexible policies and additional career choices, as well as empower commanding officers with tools to retain the best and brightest Sailors. As part of this pillar, we have already implemented several initiatives including the Meritorious Advancement Program, increased credentialing and graduate education opportunities and tours with industry. In the coming years, we are working to implement a “Detailing Marketplace” fleet-wide, which will allow Sailors to negotiate job assignments directly with gaining commands. We are also in the early stages of several other initiatives, including overhaul of the performance evaluation system, comprehensive review of how we tailor and administer advancement examinations coincident with the rating modernization effort, and examining how we might enable ease-of-movement between the Active and Reserve Components.

So far, we have:

- Created the Fleet Scholar Education Program
- Expanded funding industry-recognized credentials to at least one for every rating
- Begun the Tours with Industry Program
- Launched the Meritorious Advancement Program for Enlisted Sailors
- Made statutory promotion board convening language independent of zone and timing
- Removed zone stamps from statutory promotion board view
- Delegated enlisted non-punitive separations authority following Court Martial

There are several initiatives in progress, including:

- Officer Detailing Marketplace pilot
- Active / Reserve Component permeability
- Improving accession talent matching through the Job Interest in the Navy
- Overhauling the performance evaluation system
- Targeted re-entry into the Active Component

We are continuing to evaluate closely the potential benefits associated with initiatives such as:

- Creating targeted and flexible compensation policies
- Merit-based reordering of lineal numbers for the top selectees at statutory promotion boards
- Allowing officer promotion deferment in selected cases
- Expanding officer frocking opportunities
- Enhancing the Navy’s ability to selectively direct the retirement of senior officers prior to statutory limits

**Ready, Relevant Learning.** The second pillar of Sailor 2025 is focused on providing the right training at the right time in the right manner. We call this effort “Ready, Relevant Learning.” Today, after Sailors graduate from boot camp, they attend formal schooling where they typically receive most of their career rating-specific training. Right out of Recruit Training, Sailors are in rate training that can last up to two years. They have little context and experience, and by the time they reach their assignments, Sailors’ skills may have atrophied or the technology on which they trained might be outdated. Furthermore, as Sailors progress through

their career path, their knowledge is not always refreshed or renewed via formal schools so they are not up-to-date about changing platforms or technologies.

Therefore, we are developing a series of career-long learning continuum in which training will be delivered by modern methods that enable faster learning and better knowledge-retention tailored to “fit” at multiple points throughout a career, similarly to many civilian industry models. We believe this training approach will enable greater immersion across a career using the Science of Learning to identify modern training solutions delivered at the point of need, deliver better trained Sailors to the Fleet sooner, and reduce long-term costs by reducing reliance on “brick and mortar” schoolhouses. The training model is being transformed so content is refreshed for changing technologies, better preparing Sailors to operate and maintain their equipment at its technological limits, and meet rapidly evolving warfighting requirements. Creating an integrated training environment is a long-term investment in the future readiness of our Fleet, with the collaboration of many stakeholders and in multiple phases.

Initially, we have begun:

- Block Learning, a modular approach to the delivery of current training content that links delivery of the training to specific points of need in a Sailor’s career to minimize atrophy of knowledge and skills. The first group of ratings will transition into Block Learning delivery during FY2017 and continue for several years.
- Modernized Delivery, re-engineering training content to leverage new technology. Although this will be realized through multiple training advances, we have begun to see value of some modern delivery methods through programs such as:
  - Mobile Multi-purpose Reconfigurable Training System (MRTS) for the Virginia Class Submarine and Littoral Combat Ship, Emergency Diesel Generator and Torpedo Room Trainer, and Electromagnetic Aircraft Launch System
  - Littoral Combat Ship Conning Officer Virtual Environment
  - eSailor tablet initiative at Recruit Training Command, Great Lakes

While our end state is Integrated Training Development that fully aligns policies and processes for training content development with delivery methodologies, we will continue:

- Adopting and introducing improved and proven training techniques to the Fleet
- Replacing one-and-done classroom training events with career continuums supported by a mix of in-classroom instruction and modern training methods and technology tailored to the unique requirements of each career path
- Increasing access to training for Sailors outside the classroom with mobile training delivery platforms, workplace-embedded job aids, and enduring reach-back/refresher capabilities
- Leveraging cloud-hosted training content to increase the speed of updates to training to match the pace of technological change in the Fleet

**Career Readiness.** We continue to help Sailors improve their career readiness through enhanced leader development, building a team that looks like the nation we serve and removing obstacles that negatively influence a Sailor’s decision to stay Navy when they are looking to start or raise a family – pillar three. To accomplish this, we have:

- Extended maternity leave to 12 weeks, with your help
- Changed our dual Navy co-location policy
- Expanded the Career Intermission Program, again with Congressional assistance
- Strengthened our resilience, health and fitness programs across the force
- Improved nutrition awareness
- Expanded Fitness Center hours, and piloted 24/7 Fitness Centers
- Expanded Child Development Center hours and capacity
- Created a Leader Development Framework that recognizes we can no longer take character for granted
- Established a Navy Civilian Workforce Framework designed to provide our Navy civilian teammates the same career management opportunities as our uniformed Sailors

We recognize that leveraging our diversity is crucial to reaching our potential. Leaders generate success and achieve unparalleled performance when they tap into the energy and capability of an actively inclusive team. Toward that end, the ONE NAVY TEAM concept is incorporated into leader development efforts.

## VII. TODAY'S NAVY – SAILOR TOUGHNESS

We continue to focus efforts on improving Sailor “toughness” (or resilience) while promoting a culture of respect and preventing destructive behaviors. Our 21<sup>st</sup> Century Sailor initiatives make clear the value we place on the well-being, safety, and health of Sailors. We will create and maintain a positive command climate in which Sailors treat each other as teammates and have access to the services they need from the Navy. Most importantly, we will continue to care for Sailors and their families – the foundation on which our Navy is built.

Combating suicide is an all hands evolution, all the time. Suicide prevention efforts empower Sailors to be psychologically healthy, adaptive, and mission ready by providing education, training, resources, tools, and policies to reduce suicide risk. A comprehensive four-prong approach envelopes training, intervention, response and reporting, to ensure Sailors have a proactive support network and the proper skills needed to thrive, not just survive. Navy Operational Stress Control is the foundation of our suicide prevention initiatives, supporting the Fleet with resources to navigate the stressors and challenges commonly associated with Navy life, helping Sailors and their families build resilience to maintain personal readiness. We employ six Operational Stress Control mobile training teams, which deliver resilience lessons to all operational units before deployment. We embed resilience counselors to deploy with our largest concentration of Sailors aboard ‘large deck’ ships. These counselors are civilian, credentialed, clinical professionals who go to sea alongside extant teams of chaplains, clinical psychologists and other medical professionals who proactively assist Sailors each day. We have a team of credentialed, clinical, civilian counselors who make up the Psychological Health Outreach Program (PHOP) that ensures Navy Reserve Sailors have full access to appropriate psychological health care services, to increase resilience and to facilitate recovery, which is essential to maintaining a ready military force. Similarly, for our active component, we are accelerating the deployment of mental health counselors to meet their care needs, to reduce the stigma of seeking help, and facilitating reintegration. We are creating a Navy culture of

interpersonal trust that promotes productive stress navigation actions, encourages early peer intervention, advocates help-seeking as a sign of strength, and supports effective reintegration of those treated for stress-related issues.

We recently launched the Sailor Assistance and Intercept for Life (SAIL) program, a research-based non-clinical intervention strategy that provides rapid assistance, on-going risk assessment and support for Sailors who have exhibited suicide-related behaviors. SAIL case managers from Fleet and Family Support Centers will initiate and provide continuous caring contacts with Sailors as well as maintain collaborative relationships with healthcare providers, and command leadership, throughout the critical 90 days following a suicide related behavior. SAIL participation is voluntary for the Sailor, will not replace psychological health services, and is not a form of treatment, but will enhance our suicide prevention efforts, and assist in reintegrating Sailors.

Navy has felt the sting of disappointment from multiple reports of unprofessional, inappropriate, and sometimes criminal behavior by some of our Sailors such as cyber bullying, harassment, and sexual harassment and assault. We remain committed to eliminating this behavior and similar destructive behaviors from our ranks. There is no room in our Navy for this toxic behavior and we are aggressively going after it. We are committed to eradicating this behavior and mindset from our force, and have recently done so in the following ways:

- Conducted Navy-wide, small-team discussions about “No Bystanders,” and our expectations for online conduct
- Reviewed and re-issued online policies and guidelines for Sailors to ensure expectations for online behavior is well established, and is consistent with our high standards and expectations for all other means of treating each other with respect and dignity
- Expanding the extent to which we address online behavior in our continuing sexual assault / sexual harassment campaign plan
- Reviewing and expanding initial recruit and officer accession training
- Executing a Leader Development Framework that outlines how the Navy will develop leaders who demonstrate both operational excellence and strong character

In the beginning of FY2016, we continued our Fleet-wide training series with *Chart the Course* focused on creating culturally aware and educated Sailors and an environment intolerant of sexual assault and other destructive behaviors. This year, we launched *Full Speed Ahead*, training that continues our efforts to combat all types of destructive behaviors across the Fleet, while reinforcing core attributes of the Navy, and signature behaviors, as the foundation of a resilient and professional force. Continuing on our training efforts, *Full Speed Ahead* blends scenario-based videos with facilitator-led discussions to focus on all Sailors, with a unique emphasis on the critical role of mid-level leaders in addressing and preventing destructive behaviors and their associated effects on individuals, work centers (micro-climates) and commands.

We are reviewing and evaluating our Sexual Assault Prevention and Response prevention strategy, program training content, dosage and periodicity, to ensure the training is having the desired impact, such as knowledge transfer, issue awareness and intervention skills. Understanding that changing behavior is an evolving science, we continue collaboration with

academia and other organizations, such as the Centers for Disease Control, to investigate research-informed and evidence-based prevention strategies to reduce and ultimately eliminate destructive behaviors. We are pursuing expertise in the field of behavioral science, which will allow us to address the complex societal issues that affect Sailors and impact readiness levels. We are maturing our capability to use data analytics to understand more fully the nature of incidents that result from destructive decisions and allow more targeted prevention efforts.

Prevention strategies must exist with a strong response capability, with investigations into suspected misbehavior, and accountability for individuals who violate the standards both criminally and administratively. We remain committed to ensuring victims are treated with compassion and receive quality care, conducting investigations with a high-level of competence and timeliness, and providing a fair and equitable system of appropriate accountability to promote justice and assist in maintaining good order and discipline in the Navy. Consequently, all Navy websites have been updated to provide the NCIS text and tip line, and we are reviewing the Uniform Code of Military Justice and Navy policy governing administrative separation. Additionally, through Navy's partnership with the Office of the Secretary of Defense and other Services, we are executing a strategy to prevent and respond to retaliation, by better-understanding the prevalence of retaliatory behavior, which includes reprisal, ostracism and maltreatment.

Fleet and Family Support programs are a critical component in enhancing mission readiness and Navy's 21st Century Sailor initiative. Family support programs assist commanding officers, Sailors and their families in managing the unique demands of the military lifestyle, balancing military commitment with family life. Navy Fleet and Family Support Centers ensure military families are informed, healthy, and resilient through robust programs to include relocation assistance, non-medical and family counseling, personal and family life education, personal financial management services, information and referral services, deployment assistance, domestic violence prevention and response services, exceptional family member liaison, emergency family assistance and transition assistance. Navy child and youth programs provide the highest quality childcare. Navy morale, welfare, and recreation programs provide core fitness and recreation for Sailors and their families to enhance quality of life and encourage life-long positive and healthy leisure pursuits. We extended hours of operation at fitness centers and child development centers in response to the demand signal from Sailors and their families, which positively influences decisions to remain in the Navy and improves our ability to meet fleet readiness requirements.

Navy education programs including credentialing remain in high demand. In FY2016, Navy executed 100 percent of tuition assistance and funded every credentialing request by eligible sailors. Navy Credentialing Program continues to evolve with a recently launched Navy COOL app. Navy is constantly exploring and adding to the over 1,875 funded credentialing opportunities currently available for enlisted, active and reserve. Navy Credentialing Program catalogs and defines information on occupational credentials correlating to every applicable Navy rating, job, designator, and collateral duty/out of rate assignment.

To support implementation of the Blended Retirement System, Navy is implementing the DoD opt-in training to assist current Sailors in their decision-making, and developing new

accession training for those entering the Navy after the transition to the new retirement system. To support Financial Literacy Education, we developed financial readiness programs using a military lifecycle approach that begin at the entry level, are reinforced at the first duty station, and progress throughout a Sailor's military career lifecycle, to assist them in identifying their individual financial training needs at required touch points.

Navy Alcohol and Drug Abuse Prevention programs support enhanced Fleet, Family, and Personal Readiness through aggressive alcohol abuse and drug abuse prevention. Substance abuse places lives and missions at risk, undercuts unit readiness and morale, is often involved in other destructive behaviors, and is inconsistent with Navy's ethos and core values of *Honor, Courage and Commitment*.

The *Keep What You've Earned* campaign seeks to foster improved decision making to protect a Sailor's career investment by creating an environment that encourages the responsible consumption of alcohol in the Navy. This campaign teaches Sailors practical methods to drink responsibly, educates about the consequences of poor decisions regarding alcohol use, promotes and encourages alternatives to drinking alcohol, enables leadership to assist with Sailor education, and creates partnerships between Navy and civilian programs focused on Sailor well-being.

Navy's policy on drug abuse is zero tolerance. Detection, deterrence, and prevention are key elements in combating drug abuse. Our expanded urinalysis program detects prescription drugs and synthetic drugs. As a result, detections of wrongful prescription drug use have climbed, while positive synthetic drug results have declined. We continue our "Prescription for Discharge" campaign to educate Sailors on the proper use of prescription drugs. Our goal is to provide Sailors with the support network, health care, and skills, needed to overcome adversity and make responsible decisions.

### VIII. CONCLUSION

We must continue to attract, recruit, develop, assign, and retain a highly skilled Navy workforce. The Navy's manpower, personnel, training and education, and support programs are postured to bolster Sailors and their families and increase their resilience. I look forward to working with you as we continue to shape the Navy to meet current and emerging requirements. On behalf of the men and women of the United States Navy and their families, thank you for your sustained commitment and unwavering support.

**5/27/2016 - Present**  
**Vice Admiral Robert P. Burke**

Vice Adm. Robert Burke grew up in Portage, Michigan, and holds bachelor's and master's degrees in electrical engineering from Western Michigan University and the University of Central Florida.

Burke's operational assignments include service aboard both attack and ballistic missile submarines, including USS Von Steuben (SSBN 632), USS Maryland (SSBN 738) and USS Bremerton (SSN 698). He commanded USS Hampton (SSN 767) in Norfolk, Virginia, and was commodore of Submarine Development Squadron (DEVRON) 12 in Groton, Connecticut. Burke was recognized by the United States Submarine League with the Jack Darby Award for Leadership in 2004 and the Vice Admiral James Bond Stockdale Award for Inspirational Leadership in 2005.

His staff assignments include tours as an instructor and director for the Electrical Engineering Division at Naval Nuclear Power School, junior board member on the Pacific Fleet Nuclear Propulsion Examining Board, submarine officer community manager/nuclear officer program manager; senior Tactical Readiness Evaluation Team member at Commander, Submarine Force, U.S. Atlantic Fleet; the deputy director for Operations, Strategy and Policy Directorate (J5) at United States Joint Forces Command; the division director, Submarine/Nuclear Power Distribution (PERS-42); and director, Joint and Fleet Operations, N3/N5, U.S. Fleet Forces Command.

As a flag officer, Burke has served as deputy commander, U.S. 6th Fleet; director of operations (N3), U.S. Naval Forces Europe-Africa; commander, Submarine Group 8; and most recently as director, Military Personnel Plans and Policy (OPNAV N13).

He assumed duties as the Navy's 58th chief of naval personnel, May 27, 2016. Serving concurrently as the deputy chief of naval operations (Manpower, Personnel, Training and Education) (N1), he is responsible for the planning and programming of all manpower, personnel, training and education resources for the U.S. Navy. He leads more than 26,000 employees engaged in the recruiting, personnel management, training and development of Navy personnel. His responsibilities include overseeing Navy Recruiting Command, Navy Personnel Command and Naval Education and Training Command.

His awards include the Defense Superior Service Medal, the Legion of Merit (five awards) and various campaign and unit awards.

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HOUSE ARMED SERVICES COMMITTEE

STATEMENT  
OF  
LIEUTENANT GENERAL MARK A. BRILAKIS  
DEPUTY COMMANDANT FOR MANPOWER & RESERVE AFFAIRS  
UNITED STATES MARINE CORPS  
BEFORE THE  
SUBCOMMITTEE ON PERSONNEL  
OF THE  
HOUSE ARMED SERVICES COMMITTEE  
CONCERNING  
MILITARY PERSONNEL POSTURE  
ON  
17 MAY 2017

NOT PUBLIC UNTIL RELEASED BY THE  
HOUSE ARMED SERVICES COMMITTEE



Lieutenant General Mark A. Brilakis, USMC  
Deputy Commandant for Manpower and Reserve Affairs

Lieutenant General Mark Andrew Brilakis is currently assigned as the Deputy Commandant for Manpower and Reserve Affairs.

He graduated from Franklin and Marshall College, Lancaster, Pennsylvania, and was commissioned through the Platoon Leaders Class in May 1981.

Assignments in the Operating Forces include: Battery Officer, 1st Battalion, 10th Marines; Battery Commander, Battalion FDO, and S-3, 5th Battalion, 10th Marines; Naval Gunfire Control Officer and Assistant Supporting Arms Coordinator, Amphibious Group Two; Future Operations and MAGTF Planner, G-3, II MEF; Executive Officer, 10th Marine Regiment; Commanding Officer 1st Battalion, 10th Marines; Commanding General, 3d Marine Expeditionary Brigade, Deputy Commanding General, III Marine Expeditionary Force, and Commanding General, 3d Marine Division.

Assignments in the Supporting Establishment include: Company Officer and Commanding Officer, Company A, and Course Developer, MCI Company, Marine Barracks, Washington DC; Commanding Officer, Weapons Training Battalion, Training Command; and the Commanding General, Marine Corps Recruiting Command.

Headquarters and Staff assignments include: Status of Forces Officer, Plans, Policies, and Operations Department, HQMC; Head, Program Development Branch, Programs and Resources Department, HQMC; Director, European Liaison Office, Headquarters, U.S. European Command, Deputy J-3, United States European Command, and Assistant Deputy Commandant (Programs), Programs & Resources Department, HQMC.

Military Education: Amphibious Warfare School; Command and Staff College; School of Advanced Warfighting; and CMC Fellow, Center for Strategic and International Studies. Masters in Military Studies, Marine Corps University.

## INTRODUCTION

Chairman Coffman, Ranking Member Speier, and distinguished Members of the Subcommittee, it is my privilege to appear before you today to provide an overview on Marine Corps personnel.

Since our founding in 1775, Marines have answered our Nation's call, faithfully serving the American people and maintaining a standard of military excellence. Your Marine Corps is, and will continue to be, our Nation's expeditionary force in readiness. We are ready to rapidly respond to crises around the Globe to ensure the continued security of the American people and to protect the interests that underpin our Nation. Marines will be *always faithful* to the trust which the American people have vested in them.

## OUR PEOPLE

Marines are the foundation of the Marine Corps. They are the Corps' most critical resource, and always have been. Your Marines are recruited, educated, trained, and retained to win our Nation's battles. They are smart, resilient, fit, disciplined, and able to overcome adversity. Recruiting high quality youth and retaining those whose past service and future potential continues to make the Corps stronger are our highest priorities. Today, through the hard work and diligence of our recruiting force we continue to identify high quality men and women of character who desire to take up our challenge to serve this great nation as United States Marines.

## End Strength

The Marine Corps operating forces are currently averaging, in the aggregate, deployment to dwell ratio below 1:2. This tempo is not sustainable as it does not provide options to train to our full mission sets and puts unreasonable strain on our Marines and families.

We thank you for the increased end strength authorization to 185,000 in the FY17 National Defense Authorization Act. This increase will allow us to strengthen our capabilities to meet warfighting requirements. Our Marines want to deploy, serve our Nation, and protect our country from threats overseas. We owe our Marines and their families the appropriate deployment-to-dwell time to allow them to re-focus, learn from their most recent deployment, and train for the next deployment or contingency.

Fiscal instability impacts our ability to plan and challenges our current and future readiness. Operating under continuing resolutions (CR) increases risk and interferes with our ability to accurately plan and execute critical programs, to include paying for military personnel pay raises and the higher end strength goal mandated in the FY17 National Defense Authorization Act (NDAA). Passing the Appropriations Bill early in the fiscal year allows us to better manage our military personnel entitlements to include discretionary funding for recruiting and retention.

#### **Recruiting**

All recruiting efforts for the Marine Corps (officer, enlisted, regular, reserve, and prior-service) fall under the purview of the Marine Corps Recruiting Command. Operationally, this provides us with tremendous flexibility and unity of command, facilitating efforts to meet accession requirements. The Marine Corps applies, evaluates, and refines proven, time-tested officer and enlisted recruiting policies and procedures that are reflected in the high mental, moral, and physical standards of our applicants, such as SAT, ACT, and ASVAB testing; pre-enlistment physical screening and fitness tests; and security background checks and pre-enlistment screening.

Last fiscal year, we successfully achieved all enlisted and officer recruiting goals for both the Active and Reserve Components. Our FY17 enlisted mission is 32,500 regulars (active component) and 5,302 reservists. We expect to achieve our annual recruiting 'shipping' mission (i.e. new accessions sent to recruit training) and quality goals. The Department of Defense requires

90 percent of enlistees to have a high school diploma or equivalent. Last year, the Marine Corps achieved 99.9 percent and expects to be at or near this level for FY17.

Our officer accession mission for FY17 is 1,600 active duty and 105 Reserve officers. We are well on our way toward these goals and foresee no issues meeting them.

Incentives, such as our enlistment bonuses, allow us to ship new recruits at critical times to balance recruit loads at the recruit depots and meet school seat requirements. It is important to note that only eight percent of new Marine Corps recruits receive an enlistment bonus. We appreciate Congress' support for these priority programs that assist our contracting high quality Marines.

To meet future challenges in the current recruiting environment, it is imperative that we maintain our high standards both for our recruiters and those who volunteer to serve in our Corps. Recruiting quality young individuals ultimately translates into higher performance, reduced attrition, increased retention, and improved readiness for the operating forces. Our actions, commitment, and investments in recruiting today ensure a high state of readiness in our Corps tomorrow.

#### **Retention**

As the Marine Corps manages its 185,000 force, the challenge to keep high-quality Marines in the service in a competitive civilian job market continues. We will retain the very best Marines capable of fulfilling our leadership and operational needs. This is accomplished through a competitive career designation process for officers and a thorough evaluation process for enlisted Marines, both of which are designed to measure, analyze, and compare our Marines' performance and accomplishments.

Marine Corps retention models, systems, policies, and processes emphasize consistency of leadership, personnel stability, and sustained readiness across the force. Officer career designation incorporates a board system that enables leaders to examine officer records and accomplishments.

After designation, the promotion process continues the evaluation of Marine officers. It is a primary tool by which we retain only the best and most qualified Marines.

A tiered rating system for enlisted Marines takes into account a number of quantifiable performance factors and includes both immediate and higher leaders' input. It helps to set achievable goals for Marines as they compete for retention. After initial reenlistment, the evaluation and continued retention of high quality enlisted Marines is supported by a detailed and continual performance evaluation system which is fully integrated with the promotion process. Those Marines with the best proven records are promoted and retained.

Incentive pays remain critical to our retention effort, allowing the Marine Corps to fill hard to recruit positions, such as cyber security technicians and counter intelligence specialists. Similarly, Selective Reenlistment Bonuses (SRBs) allow us to shape our career force. SRBs target critical MOSs and support lateral movement of Marines to these MOSs. We appreciate the committee's continued support to ensure we have the resources required to meet our retention goals.

#### **Marine Corps Reserves**

Your Marine Corps Reserve will be at its authorized end strength of 38,500 Marines by the end of FY17. We foresee no challenges in meeting this goal. Our reserve unit personnel readiness stands at its highest level in a generation. Unit personnel readiness has increased from 71 percent in June 2013 to over 85 percent in April 2017. Higher enlisted retention rates have also improved significantly. For example, our Staff NCO manning has increased 12 percentage points from September 2013 to the present.

While these are welcome and positive trends, we are always looking for ways to improve personnel readiness. We have implemented a comprehensive manpower management plan to provide full service support to our Reserve officers and Staff NCOs for their career management. Beginning in FY18, we will expand this plan to provide full-service manpower management

support for the entire Selected Reserve. This is a talent management initiative that will help our NCOs, Staff NCOs, and officers move between commands to enhance their development and military career goals. This initiative will enhance our active and reserve units with the “right Marine, at the right place, at the right time.”

Our reserve officer manning has vastly improved as well. In fact, officer manning reached a record high of 94 percent in March 2017. This increase has been driven by two major sources: officers transitioning from the Active Component, and the Reserve Officer Commissioning Program. Bonuses and incentives have been effective in attracting more Marines from the Active Component. Additionally, the Reserve Officer Commissioning Program (ROCP) has produced a total of 1,171 lieutenants for the Marine Corps reserves since its creation in 2006. As a result, our ground company grade officer manning has increased from 21 percent in 2013, to 90 percent today. In FY17, we ensured that all ROCP lieutenants were offered the chance to complete an active duty experience tour, the opportunity to serve on active duty for one year with counterparts in the Active Component. This tour professionalizes the force by developing these officers’ occupational and leadership skills, through practical operational experience in the active component, and by facilitating the integration of the Total Force.

Beginning in FY16, your Marine Corps Reserves has increased the number of Reserve Marines activating under the 12304b mobilization authority for pre-planned training missions supporting Combatant Commander requirements. Several provisions addressing reservists benefits under 12304b were included in the initial draft FY17 National Defense Authorization Act (NDAA), but were not in the final bill. We look forward to working with Congress on this important issue.

#### **Blended Retirement System**

The Marine Corps is diligently preparing for the new Blended Retirement System (BRS) that goes into effect on January 1, 2018. As you are well aware, the new system is a significant

change from the legacy retirement system and, while it confers a monetary benefit on the large majority of Marines who do not reach retirement eligibility, we remain concerned on the potential impact on retention behavior of the force. With over 184,000 Marines – both active and reserve - having to make an “opt-in” decision during CY18, will be closely monitoring the BRS for any these and other impacts.

In 2017, the Marine Corps is focused on training those current Marines who may elect to enroll in the BRS during calendar year 2018. Headquarters Marine Corps subject matter experts recently concluded visits to major bases and installations, briefing over 2,000 officer and enlisted leaders on the tools available to educate their Marines. The Marine Corps has implemented an integrated communications plan employing administrative messages and a website with training links, videos, and robust reference material. We have utilized the Marine Corps' social media platforms to increase awareness and knowledge regarding the BRS and the associated training requirements. We will continue to closely track BRS training progress throughout 2017 and work to ensure that all Marines who are eligible to enroll in BRS are properly trained and postured to make an educated decision on their futures.

#### **Marine Corps Integration**

As our Commandant testified to last year, executing a successful gender integration plan is key to sustaining readiness, as well as ensuring we afford all Marines the greatest opportunity to succeed as valued members of the Corps. The Marine Corps is fully committed to sustaining the most combat effective force by capitalizing on the knowledge, skills, abilities, demonstrated performance, and potential of every Marine.

The Marine Corps Integration Implementation Plan (MCIIP) addresses both short-term and long-term tasks intended to ensure the efficient and effective integration of female Marines into newly-opened Military Occupational Specialties (MOSS) and units. These tasks are either complete

or in place as enduring efforts, to include a comprehensive, longitudinal assessment. Female Marines are now represented in all previously-restricted occupational fields. Because the MCIIP is still early in execution, the number of female Marines working in newly-opened MOSs and units remains relatively small thus far. Implementation is proceeding and the Marine Corps is committed to its long-term success. As we evaluate progress and success of our integration efforts, we will focus on three underlining priorities: (1) combat effectiveness; (2) health and welfare of individual Marines; and (3) talent management.

#### **Civilian Marines**

Our Civilian Marines support the mission and daily functions of the Marine Corps and are an integral part of our Total Force. They exemplify our core values; they embrace esprit de corps, teamwork, and pride in belonging to our Nation's Corps of Marines. Serving alongside our Marines throughout the world, in every occupation and at every level, our civilian appropriated-funded workforce remains by far the leanest of all services, with a ratio of one civilian to every ten active duty Marines.

Approximately 95 percent of our appropriated funded civilians work outside the Washington, DC, beltway; they work at fifty-seven bases, stations, depots, and installations around the world. Sixty-nine percent are veterans who have chosen to continue to serve our Nation; of those, eighteen percent are disabled veterans. Our civilian non-appropriated funded workforce steadfastly continues to provide vital support to our Marines, reserve Marines, their families, and our wounded, ill and injured.

Already lean, we are in the midst of reducing our 17,500 Civilian Marine appropriated fund workforce to 15,800 by the end of FY17, and are working to implement the Management Headquarters Activities provision in the FY16 NDAA. We are actively seeking ways to achieve



these goals through attrition and various voluntary workforce-shaping flexibilities; our intent is not to implement any service-wide reduction in force (RIF).

The last few years have not been easy on our Civilian Marines, with limited pay raises, furloughs or threat of furloughs, and the recent hiring freeze. Throughout all of this uncertainty, our civilians have truly showed themselves as Semper Fidelis as they kept our Marines and their families in the forefront. For that, they have my personal admiration. During these challenging times, it is imperative that we continue to keep faith with our workforce, else we risk losing enormously talented and dedicated professionals.

#### **TAKING CARE OF MARINES AND THEIR FAMILIES**

Taking care of Marines and their families is a key element of overall readiness and combat effectiveness. The adage “we recruit Marines, we retain families” remains as true today as ever. Our comprehensive package of services seeks the holistic fitness and readiness of our Marines and families – body, mind, spirit, and social.

#### **Behavioral Health**

The Marine Corps Behavioral Health Program is an integrated community-based service model focused on family advocacy as well as the prevention and intervention of suicide, substance abuse, and combat operational stress. When addressing behavioral health care, we typically see Marines, family members, and attached Sailors, with multiple stressors or conditions. Because behavioral health issues are complex and involve common stressors and factors, the Marine Corps operates with a holistic view of prevention.

The Corps introduced a number of initiatives over the past 5 years designed to support Marines in the prevention of behavioral health issues. For example, PWYE (“*Protect What You’ve Earned*”) is a simple decision-making framework for Marines and Sailors to consider consequences

of their personal behavior and actions, including but not limited to impacts on prestige, respect, admiration, rank, compensation, benefits, and veteran status. The focus of PWYE is the individual Marine or Sailor and what he or she values most. The intent of PWYE is to reinforce the Marine's inherent desire to safeguard those life-long investments and hard-earned achievements, specifically upholding the title "Marine."

To support our Marines, attached Sailors, and families, the Marine Corps offers world-class prevention and counseling services at each installation. All behavioral health programs provide free confidential services offered by licensed, credentialed professionals. Professionals conduct comprehensive assessments and individually tailor counseling sessions to address substance abuse, relationship difficulties, domestic violence, child neglect, and other stress related concerns before more serious conditions develop. These services are available to individuals, couples, families and children. During FY16, Behavioral Health programs at Marine Corps installations provided nearly 15,000 assessments and more than 101,000 counseling hours to Marines and their families.

#### **Suicide Prevention**

One of the highest priorities of our behavioral health program is suicide prevention. Preventing suicide has proven to be a very challenging task given the complex nature of the problem. We are constantly evolving and assessing our programs to leverage best practices.

A focus of our suicide prevention efforts is the Marine Intercept Program (MIP). It is a combined effort between service members, commanders, installation Community Counseling Programs, and Headquarters Marine Corps. MIP provides care coordination, regular telephone check-ins, and suicide assessment for Marines and attached Sailors with a reported suicidal ideation or suicide attempt. MIP is a targeted intervention for Marines identified at increased risk for suicide. Services include risk assessment safety planning and care coordination. Caring contacts are made after an event for a minimum of 90 days. In 2016, the Marine Corps had 1,329 reports of

suicide ideations or attempts that were referred to MIP; 81 percent of Marines who were offered MIP accepted the services. Based on a preliminary review of early MIP data, Marines receiving MIP services accessed care 2.5 times sooner, missed fewer appointments, and engaged in specialty care at higher rates.

The Marine Corps DSTRESS line provides anonymous, 24/7/365 phone, chat and Skype support with a duty to warn if danger is imminent. Since its inception in 2010, DSTRESS has helped save 39 lives. It also helps increase the total fitness of our Marine Corps families by providing them with live support to effectively cope with the wide spectrum of challenges of life in the Corps. Marines contact DSTRESS for many reasons including relationship issues, stress management, post-traumatic stress, depression-suicidal ideation, and sexual assault.

The Marine Corps utilizes suicide prevention social media campaigns. The message is a "Call to Action" - asking Marines to take steps and pay attention to individuals experiencing emotional distress or may be expressing suicidal thoughts on social media. The social media posts highlight the DSTRESS Line, and instruct individuals to use social media suicide prevention tools to report concerns. To date, over 700,000 individuals viewed and shared these social media posts and Armed Forces Network (AFN) Public Services Announcements worldwide.

#### **Sexual Assault Prevention & Response**

The fight to prevent sexual assault is an ongoing effort. We are encouraged by FY16 survey data indicating a 30 percent decrease in the prevalence of sexual assault since FY14, continuing a steady decrease in prevalence since 2012. While we are making progress, we recognize that there is still more to be done. To fully support all who are impacted by sexual assault, the Marine Corps provides advocacy and support resources to dependents and eligible civilians, in addition to service members. Any Marine who comes forward to report a sexual assault will receive support, no matter when the sexual assault occurred. For those service members who experienced a sexual assault

prior to their military service, the Marine Corps often provides the first opportunity to seek professional support and care. We track and report these incidents as we do those incidents in service so that we account for the full scope of our response effort.

Fiscal Year 2016 data show that we have sustained levels of reporting. This level of reporting suggests continued confidence in our response system. Reporting is the catalyst for victim care and offender accountability. In FY16, the Marine Corps also saw an increase in the number of reports from male Marines, a population traditionally reluctant to report. This coincided with a concerted effort to reach out to male service members. We employed an extensive communication strategy that focused on awareness, outreach, prevention, and supportive services. Our posts on official Marine Corps social media pages reached more than 1.6 million people.

Sexual assault is a complex problem with many facets. The Marine Corps recognizes that destructive behaviors like alcohol abuse and sexual assault can be interrelated. Therefore, in 2016, we developed a Professional Military Education (PME) titled "*Join the Conversation*" which encourages participants to identify potentially destructive behaviors, confront biases, and intervene appropriately when necessary. We have carried the momentum from this effort forward, developing a campaign on Marine Corps social media and in print that shares methods to identify and respond to destructive behaviors. Additionally, we organized two symposiums in April 2017 to better understand the nature of gender bias and the problem of social media misconduct. Drawing on researchers, public health representatives, law enforcement officers, and Marine subject matter experts, the symposiums facilitated dynamic and collaborative discussions on social media misconduct and gender bias.

In coordination with DoD and our sister Services, we have also worked to combat retaliation. The Marine Corps takes allegations and acts of retaliation very seriously. Retaliatory behavior - whether on duty, on liberty, or online - is detrimental to victims, unit cohesion and

readiness. The way ahead for combatting retaliation, as it relates to sexual assault or sexual harassment, is engaged leadership, enhanced training, and improved communication to the fleet.

#### **Personal and Professional Development**

As Marines transition to civilian life, it is imperative that we ensure they have the right preparation to reach personal goals and effectively translate their military experiences to a successful civilian life.

One way to ensure Marines will be successful in transitioning is for their military skills and work experience to be transferred into civilian employment. The Marine Corps Credentialing Opportunities On-Line (COOL) is part of that initiative. COOL links Marines with civilian certifications related to their Military Occupational Specialties. It is a public website, accessible to all current Marines, as well as veterans, spouses, potential employers, enterprises, credentialing agencies, and associations. A credential translates Marine Corps technical skills into marketable language recognized by employers and may make the post-service job search easier. Marines are able to choose from 943 certifications depending on their Military Occupational Specialty or by the name of a specific credential or agency. The Marine Corps will pay for examination fees and annual maintenance for enlisted Marines to earn civilian/industry credentials closely aligned with the Marine's Military Occupational Specialty.

Our Marine For Life Cycle is a career-long process that helps Marines prepare for transition. The Marine Corps strives to provide a continuum of tangible learning or experienced-based opportunities at nine different Action Points to ensure that every Marine is transition-ready throughout their career. Emphasis is placed on three primary action points where Marines will be asked to devote specific time and energy to transition readiness: First Permanent Duty Station, promotion to Corporal, and at the Transition Readiness Seminar.

At their First Permanent Duty Station, Marines complete the Personal Readiness Seminar within 90 days of arrival to the installation. This seminar provides an overview of Personal and Professional Development services to include Voluntary Education, Career Technical/Credentialing, Personal Financial Management, Family Member Employment Assistance, and Information and Referral; the seminar also emphasizes financial readiness awareness.

As an element of “Leading Marines,” “Your Readiness” training is required for promotion to Corporal. This online, MarineNet training provides an overview of Personal and Professional Development services; the reenlistment process, transition readiness, developing the Individual Transition Plan (ITP), and an introduction to available resources and support provided at our installations.

Approximately 12-14 months prior to separation or 24 months prior to retirement, Marines complete the Transition Readiness Seminar. The week-long program seminar includes a mandatory standardized core curriculum followed by three two-day track options to align with their individual future goals and aspirations. Available track options are Accessing Higher Education, Career and Technical Training, or Entrepreneurship.

No later than 90 days prior separation, Marines meet with their commanding officer for Capstone. During Capstone, the commanding officer will validate whether the Marine has met their career readiness standards. If a Marine does not meet their career readiness standards or have a viable transition plan, a warm handover will be provided to Department of Labor or Veteran Affairs partner agencies for additional post-transition assistance. After separation, our nationwide network of Marine For Life representatives provide reach back support to Marines via the Marine For Life Network.

The Marine For Life Network formally extends our commitment to “take care of our own” by growing and sustaining a self-perpetuating, Marine-friendly network to inform Marines and their families of resources identified through the network in order to assist with the transition to civilian life and pursuit of lifelong goals. In order to build a robust virtual community, we are currently expanding our online presence on LinkedIn and Facebook. Our goal is to have an online community and network of Marines and friends of Marines to help transitioning Marines identify opportunities in the civilian marketplace.

#### **Wounded Warrior Care**

The Marine Corps’ Wounded Warrior Regiment (WWR) continues to execute our service’s recovery coordination program in support of wounded, ill, or injured Marines and their families, in a manner that greatly facilitates their recovery and upholds our enduring commitment to “keep faith” with those who have incurred life changing impairments in service to our Nation. Regardless of the origin of affliction, our Marines supporting operations in or near combat zones, those requiring continued support for PTS and TBI, and those with complex care needs as the result of severe non-combat illnesses require and genuinely deserve access to the comprehensive recovery care available through the WWR.

WWR Recovery Care Coordinators, in coordination with medical providers and unit leaders, help WII Marines develop and execute their individual Comprehensive Recovery Plans, which provide the road map for a successful transition. WII Marines with complex care coordination needs are assessed for post-separation support requirements. When appropriate, those Marines and their recovery needs are transferred to a Department of Veterans Affairs (VA) designated Lead Coordinator prior to their medical discharge to prevent gaps in support. WWR maintains faith with our Marines through our District Injured Support Coordinators and the Sergeant Merlin German

Call Center, which conducts outreach calls to those Marines and receives and responds to calls for assistance 24 hours a day, seven days a week.

Since our WWR was established in 2007, thousands of WII Marines and family members transitioning from active service have benefitted from a full spectrum of support services that focuses on post service employment and education opportunities and connects them to the benefits and services available through the VA and local civilian community resources. Particular emphasis is placed on ensuring those in need have access to behavioral health support post separation.

Marines and their families, members of Congress, and the public at large can be assured that the Marine Corps, through the WWR, will continue to expertly provide recovery care coordination support in times of war and peace.

#### **Marine Corps Exchange Services**

The Marine Corps delivers a myriad of quality of life programs via an integrated Marine Corps Community Services (MCCS) construct that combines Morale, Welfare and Recreation (MWR); Marine Corps Exchange (MCX); Warfighter and Family Services; and Child Development Programs. This integrated model is unique within DoD and provides many operating efficiencies, including consolidated non-appropriated fund back-office support, e.g. human resources, finance and accounting, procurement, construction, and information technology. The MCX is a self-sustaining retail operation, providing critical non-appropriated fund dividend support for MWR programs. These revenue contributions remain an essential and mission critical asset to the Marine Corps.

Our MCX is an integral business component of MCCS, delivering products and services in garrison and expeditionary environments. Marines and their families can count on real savings when they shop at the MCX. The September 2016 market basket survey showed an average savings



of approximately 25 percent. Further, our MCX is proud to employ military family members, representing approximately 33 percent of our workforce.

Transformation and innovation are the fabric of MCCC as we continue to investigate new program and service delivery models by leveraging technology, partnerships, and sponsorships. These efforts will transform our critically important businesses and enhance the overall services provided to Marines and their families. The Marine Corps is also an active participant in the Defense Resale Business Optimization Board chartered to seek efficiencies, while preserving the valued quality of life benefits provided by both commissaries and exchanges.

### **CONCLUSION**

The Marines of our Corps represent the American people who have stepped forward and sworn to defend and protect our Nation. Through recruiting, training, education, and retention of men and women of character who take up our challenge to become one of “the Few and the Proud,” we will enhance the quality of our Corps and our overall combat effectiveness. By ensuring that we take care of all Marines and their families, we fulfill our responsibility to keep faith with the honor, courage, and commitment they have so freely given.

Our individual Marines are our most precious asset. They are proud of what they do. They are proud of the “Eagle, Globe, and Anchor” and what it represents to our Nation. With your support, a vibrant Marine Corps will continue to meet our Nation’s call.

Thank you again for the opportunity to present this testimony.

## FY18 AF/A1 HASC MILPERS POSTURE STATEMENT

### **INTRODUCTION**

America's Air Force—and American Airmen—are “Always There” to provide Global Vigilance, Global Reach, and Global Power to our Joint and coalition partners and the American public. Our Airmen, 660,000 Active, Guard, Reserve, and civilian have been globally engaged for the last 26 years in combat operations across the domains of air, space, and cyberspace. Day in and day out—our Airmen provide America with air and space superiority; intelligence, surveillance and reconnaissance; rapid global mobility; global strike; and command and control. To meet sustained and emerging mission demands, these critical capabilities demand resources and time for Airmen to train for a full-spectrum fight against violent extremism and a near-peer adversary. Our Airmen must be organized, trained and equipped to be combat-ready for current and future Combatant Command requirements. To continue a 70 year tradition of breaking barriers, we must continue to attract, recruit and retain the required number of Airmen needed to support, train for, and execute our missions.

### **WHERE WE ARE NOW**

In 2017, our Air Force Human Capital Enterprise faces three distinct challenges for the future: the need for increased end-strength to support current mission requirements, a national pilot crisis, and the needs of our Airmen and their families to include preventing all forms of interpersonal violence.

#### **End-Strength**

The Air Force's top priority is increasing Total Force end-strength. Our Airmen, both military and civilian, are our most important asset. Our Airmen are the support personnel, maintainers, and operators of advanced and complex air, space, and cyber systems. Without the professionalism, experience, and expertise of American Airmen, those systems would be useless.

We remain steadfast in our support of today's joint fight despite a continual reduction in the Air Force's proportion to the size of the joint force. Despite minor active component growth in fiscal year 2016, the Air Force has made steep cuts in overall end-strength over the last 10 years. Even as mission requirements grew to meet emerging mission demands, we cut nearly 40K active duty Airmen since 2006. This reduction in Airmen resulted in a significant loss of overall capability, capacity and readiness.

The lack of required personnel affects our readiness and capability to respond to global crises. The high operational tempo levied on remaining personnel removes the time required to train for future, and potentially very different, conflicts. At current force structure levels, the operational tempo and deployments your Air Force maintains to support the joint force simply does not allow time for personnel to adequately train for future conflicts. An entire generation of Airmen has prioritized operations over training.

Congress' steadfast support in Air Force manpower growth will continue to help improve and maintain readiness, increase training capacity and maintenance accessions, and provide the manpower needed to sustain legacy airframes (A-10, EC-130, U-2, and RQ-4 Block 40) and onboard new weapon systems (F-35, KC-46, and B-21). Additionally, growth provides more capability within our remotely piloted aircraft enterprise; nuclear command, control and communications; intelligence and cyber missions.

## FY18 AF/A1 HASC MILPERS POSTURE STATEMENT

The Air Force appreciates the FY17 NDAA support for Air Force end-strength growth to 321K active duty Airmen. The Air Force's FY18 President's Budget (PB) continues to leverage the Total Force to support ongoing operations and future missions based on global security and joint force requirements. These new missions, coupled with existing operational needs, drive manpower requirements even higher. Our FY18 PB requests 675K Total Force Airmen—325.1K active duty, 106.6K Guard, 69.8K Reserve, and 173.8K civilians.

### Pilot Crisis

Our Air Force pilot shortage is part of a larger Nation-wide shortage. Demand for pilots across the commercial, military, and cargo sectors is outpacing the Nation's ability to produce qualified pilots. Within the Air Force, our pilot crisis results from multiple factors including sustained high operational tempo over many years, quality of life and quality of service issues. Additionally, the commercial aviation industry has a current and projected high-level demand for pilots with an inability to rapidly increase production. At the end of FY 2016, the Total Force (active, reserve, and guard components) was short 1,555 pilots across all mission areas (608 active, 653 guard, 294 reserve). Of this amount, the Total Force was short 1,211 fighter pilots (873 active, 272 guard, 66 reserve). Our greatest concern is the active fighter pilot shortage that is projected to exceed 1,000 by the end of FY 2017.

Though our end-strength decreased 40K since 2006, we experienced significant growth across several mission areas. Additionally, a quarter-century at war has strained the force through reduced sortie rates and training availability. At current force structure levels, the operational tempo and deployments the Air Force maintains to support the joint force severely limits the time available for Airmen to adequately train for future conflicts.

Personnel shortages are not limited to the pilot community and other career fields' shortages exacerbate our pilots' ability to train. Maintenance shortages directly impact our ability to generate the required sorties needed to fully train our aircrews. In the aircraft maintenance field, we ended FY15 with nearly 4,000 less maintainers than required. By the end of FY16, we reduced that shortfall to 3,400. As our FY16 accessions graduate from training pipelines in FY17 and report to their units, we expect the shortfall to drop to around 1,500. By the end of FY18, we anticipate being short by less than 1,000. The maintenance manning gap should be nearly closed by the end of FY19. We will then have a fairly inexperienced force needing both training and time to fully recover required readiness levels.

Another issue complicating our pilot crisis is the active recruitment of our rated Airmen by civilian aviation companies. Air Force pilots are highly attractive because of their proficiency, diverse experience, and the standardization and quality of military aviation training. A 2016 RAND study, requested by the FY16 NDAA and endorsed by OSD, projected a large growth in airline industry hiring over the next decade. This increased hiring will require the Air Force to significantly increase retention efforts. RAND modeled major airline hiring levels between 3,200 – 3,800 pilots per year and an average 13 percent increase in airlines salaries. In reality, actual airline hiring and salary increases are already surpassing those predictions. According to Future and Active Pilot Advisors, major airlines hired more than 4,100 pilots last year and salaries increased by 17 percent. These annual hiring levels are expected to continue for the next 10-15 years.

### FY18 AF/A1 HASC MILPERS POSTURE STATEMENT

Civilian job prospects are not the sole reason the Air Force is losing talent. A 2015 exit survey revealed additional motives for separation, highlighting negative impacts to the quality of life and quality of service of our aviators and their families. Pilots are also influenced to leave the service when daily, non-flying requirements impede their ability to fly and train. This includes performing duties not directly related to their primary flying job such as creating the daily flying schedule, vault security duties, ancillary training, and administrative support. Other quality of life issues include difficulties maintaining a homestation work-life balance when not deployed. This combination of high operational tempo, civilian airline pilot demand, and increased non-flying duties have created a perfect storm—one the Air Force is acting quickly to address. The Air Force's action plan to mitigate these pilot shortfalls is three-pronged: reduce non-flying requirements, increase pilot production and increase retention.

The Air Force is taking numerous steps to manage requirements by prioritizing operational unit assignments and implementing additional initiatives to mitigate shortages on staffs, deployed positions, and in the training enterprise. We also instituted programs to leverage our Total Force by providing opportunities for Air Reserve Component members to fill staff and training positions. Additionally, the Air Force is exploring opportunities for Air Reserve Component members to volunteer for 179- and 365-day deployments.

The Air Force recognizes the need to increase pilot production and has taken steps to expand Undergraduate Pilot Training to maximize training capacity. Future increases in throughput requires additional manpower, infrastructure, and operations and maintenance resources above what's in our budget. The Air Force is also actively pursuing additional ways to increase production across the entire training enterprise. This includes creating two new F-16 Formal Training Units, increasing the number of Total Force active-associate units, leveraging opportunities to increase active duty fighter pilot training at Air National Guard fighter units, and exploring a specific helicopter track for undergraduate pilot training to increase capacity for fixed wing pilots.

Given the American taxpayer investment and the substantial time required to train and season an Air Force pilot, it is vital our nation retains this talent. The Air Force employs a variety of monetary and non-monetary force management initiatives to produce the right mix and number of experienced Airmen. We are appreciative that with Congressional assistance, the Air Force is set to implement the first increase in the Aviation Bonus in 18 years. We are using a tiered model to tailor the bonus to our areas of greatest need. We are also exploring a variety of incentives for less-desired, hard to fill assignments that have traditionally produced high separations.

We realize that retaining our pilot force goes beyond financial incentives...it's about culture. The Air Force is implementing many non-monetary efforts to strengthen the culture and improve the quality of life and quality of service for our Airmen. We reduced additional duties, removed non-mission-essential training courses and outsourced select routine administrative tasks. All of these efforts allow our pilots to focus on their primary duty—flying. Furthermore, we increased the transparency and flexibility of the assignment process to promote family stability. We are also exploring additional options that provide for active duty pilots to work for the civilian aviation industry through the Career Intermission Program and then return to the active force to better balance individual, civilian and military needs and achieve long-term retention.

## FY18 AF/A1 HASC MILPERS POSTURE STATEMENT

### **Building and Sustaining Resilient and Ready Airmen and Families**

Foundational to Air Force culture is building and sustaining resilient and ready Airmen and Families. We are committed to providing the resources and programs to meet the needs of our families and to ensure we are improving the performance of our Airmen to meet and exceed readiness demands.

Resilience enables readiness. The Air Force recognizes this and is enhancing its Resilience Skills Program by increasing the number of Master Resilience Trainers (MRTs). MRTs are selected by installation commanders and provide peer-to-peer support and instruction to their units. By the end of this summer, we will have more than 3,000 trained and qualified MRTs. Additionally, the current Resilience Skills curriculum taught to all Airmen—from Basic Trainees to Senior Leaders—will be evaluated in FY18 to ensure we continuously adjust to the resiliency needs of Airmen.

The resilience of our Airmen is critical—especially for those returning from a deployment. We ensure redeploying Airmen who have seen combat or traumatic events downrange are afforded reintegration and decompression preparation at the Air Force's Deployment Transition Center (DTC). The DTC program at Ramstein Air Base, Germany, eases reintegration back into home units and families.

To better understand the needs and challenges of military families the Secretary and Chief of Staff of the Air Force hosted an Air Force Spouses forum in October 2016. 60+ spouses attended in person with 1,700 attending virtually. Their concerns focused on the Exceptional Family Member Program, child development centers, spouse employment and deployment support. As a result of their concerns, we partnered with the Office of Secretary of Defense to establish a working group with the National Governor's Association to advocate for reciprocity of spouse licensure and credentialing. This can vary from state to state and bar many of our highly qualified spouses from seeking employment. Additionally, we are providing 44 additional Exceptional Family Member Program-Family Support coordinators as well as engaging with parents of Exceptional Family Members in quarterly webinars.

### **Prevention of Interpersonal and Self-Directed Violence**

The Air Force acknowledges that any form of interpersonal and self-directed violence is a detriment to our Airmen, our culture, and our core values. We are deeply committed to the prevention of any such violence in our Air Force. Each year we have more than 100 sexual assaults at the Air Force Academy and 2,000 sexual assaults across our Air Force. Any number is a number too many. Currently, only 1 in 4 of these individuals will report the crime. The Air Force initiated a multi-pronged sexual assault prevention strategy that focused on systematically addressing risk factors for sexual assault using proven approaches and building prevention infrastructure and capacity.

The supporting elements of our prevention strategy include leveraging resources such as an assessment tool used during recruitment to begin screening for individuals whose responses indicate an extraordinarily high propensity for perpetrating assault. We're using evidence-based sexual assault prevention approaches—like our bystander intervention strategy—that has been proven to dramatically reduce sexual assault through culture change and resetting norms.

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Additionally, we invested in fostering healthy relationships through a life skills training program that will be evaluated in a trial at the United States Air Force Academy in 2017.

We also know that individuals who experienced sexual assault or abuse prior to military service are at heightened risk for sexual assault re-victimization in the Air Force. To address this risk, the Air Force embarked on formative research to adapt evidence-based programs used in college settings for use at our Basic Military Training (BMT). This part of our strategy will be evaluated at BMT in 2018. Finally, one of the keys to the successful execution of this strategy includes establishing strong integrated primary prevention infrastructure and professional staff at all levels. Primary prevention requires a unique and dedicated capability. In 2016, the Air Force began hiring violence prevention integrators for our installations and training them in a public health approach to violence prevention through an agreement with the Centers for Disease Control and Prevention. These Violence Prevention Integrators will collaborate with other professionals to develop and execute local strategies to prevent sexual assault.

The Air Force has established critical sexual assault response infrastructure with more effective supporting processes, accountability, and transparency. However, the most recent prevalence and response assessments show there is still more to accomplish to prevent sexual assault, increase reporting, and ensure the best response support for Airmen and commanders.

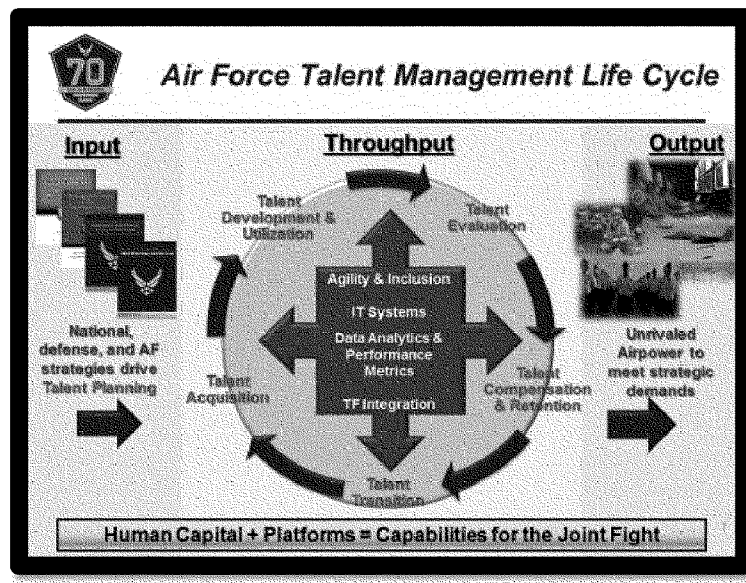
The Air Force prevalence trend for sexual assault between 2014 and 2016 remains at approximately 2,400 Airmen. The FY16 Annual report on Active Duty Sexual Assault in the Military showed the Air Force received 1,355 reports of sexual assault during fiscal year FY16. Sexual assault reporting (in the year of occurrence) declined from 617 in 2014 to 563 in FY16. The majority of assaults reported were blue on blue with the perpetrator known by victim. 30% of sexual assault reports within the year remained restricted. Alcohol use and prior victimization are some of the highest risk factors for behavior and vulnerability.

Violence is not always physical. In our digital age, forms of violence have bled into social media. The AF launched a social media working group to holistically assess existing guidance, policies, training and authorities. While we identified significant social media guidance already existed, we concluded our Airmen would benefit from consolidating that guidance into a single document. We also concluded Airmen would benefit if that guidance clearly established expectations and standards of behavior related to social media. This new guidance is currently in development and coordination, will be punitive and will be completed and issued in the next 60 days. Given we had existing guidance and training we are being less reactive and more deliberate in our actions. We also identified various levels of ongoing social media training within all our accession pipelines, officer and enlisted, as well as refresher training, although not always standardized. Once our social media guidance is revised, we plan to use it as the basis for updating all Air Force social media training to include ensuring appropriate revisit rates at various touch points throughout an Airman's career. Our updated guidance and training material will be provided to all commanders so they can personally engage with their Airmen to ensure clear understanding of social media use expectations. Finally, in coordination with the other Services, the Air Force is assessing existing UCMJ authorities to hold airmen accountable. Collectively, we will pursue enhancement to the UCMJ, as warranted.

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### **WHERE WE ARE GOING**

Our human capital challenges are significant, but I am confident we will overcome them and continue to provide the world's most capable Air Force. To take the next steps into the future, we built a comprehensive human capital strategy to deliberately manage and execute the interdependent processes of our talent management system to include talent planning, acquisition, development and utilization, evaluation, compensation and retention, and transition. Our talent management strategy will allow us to best leverage available talent, maximize efficiencies, and increase human performance to produce Joint warfighters and Air Force leaders for today and tomorrow. Our talent management strategy will synchronize Total Force solutions across the Regular Air Force, Guard, and Reserve components for our officers, enlisted and civilian Airmen.



### **Talent Planning:**

Our workforce planning is based on national, defense, and Air Force strategies. It drives our end-strength requirement and demand signal for talent acquisition and retention. More specifically, we are ensuring our human capital requirements are sized properly through this lifecycle to include looking at our training pipeline accounts (STP), incorporating process improvements in the requirements determination process, and ensuring our Airmen are able to focus on their primary duties. To ensure this focus, we are currently working initiatives to eliminate additional duties and provide more robust commander support staffs within squadrons. Across our lines of effort for talent planning, we apply agility and inclusion, ensure our IT

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systems are capable, account for opportunities for Total Force Integration, and develop performance metrics.

### **Talent Acquisition:**

The Air Force is experiencing mission growth, a resource-constrained environment, an improving economy, and a rapidly changing global environment. As an all-volunteer force, less than 1% of Americans will raise their hand to answer the call to support and defend the Nation against all enemies. It is imperative our Air Force be seen as an attractive employer to the nation's best prospects. To do so, we must appeal to Americans from across our broad and diverse society. We need to provide opportunities to fulfill their dreams while they effectively contribute to the Air Force mission. Success in this endeavor rests squarely upon providing the right Airmen—who are sufficiently developed, equipped, and organized—to defend national interests through airpower. To find the right Airmen, marketing and advertising are essential to ensure our Air Force brand is in the marketplace. We need to reach not only those that traditionally have a propensity to serve, but also to reach populations that might not be considering service in the Air Force today. This means increased investment in marketing and advertising, increases in recruiting manpower, investments in infrastructure, and changes to policies and processes. This is particularly important as we surge to grow our active force. In the last two years, we maximized our recruiting and accession enterprise bringing in more than 30K non-prior service enlisted Airmen and another 4.5K plus officers. To help sustain this workload, we added 75 recruiters in FY16 and FY17 and plan to add another 130 or so in FY18 and beyond.

A successful recruiting program requires an assortment of recruiting tools. We are working to supply our recruiters with the latest technology that will allow them to successfully engage with and recruit the best talent for service in the Air Force.

The Air Force also knows we must capitalize on the strategic, asymmetric advantage of a diverse force. It is a national security imperative that we leverage the full spectrum of talent our Nation has to offer. No other Nation can match our natural diversity. We must skillfully apply our diverse human capital to create a strategic military advantage. In 2016, 40 percent of new enlisted Airmen came from just six states (California, Florida, Georgia, Ohio, Pennsylvania and Texas). This data is indicative of a need to cast a wider net in our recruiting efforts.

To widen our aperture of potential recruits, we began examining our accessions policies. We have already made changes to our tattoo policy and medical accession waivers for Eczema, Attention Deficit Hyperactivity Disorder, and Asthma. Our recruiters reported that nearly half of all recruits had tattoos of which approximately 18% required a review to meet our previous tattoo policy. Our new policy eliminates a specific percentage of the body where tattoos may exist while restricting tattoos above the neck or on the hands. Additionally, in conjunction with our Surgeon General, we streamlined the waiver processes for our three biggest medical disqualifiers—Eczema, Attention Deficit Hyperactivity Disorder, and Asthma. Each of these policy changes increases our ability to attract and assess the most talented and qualified Airmen our country has to offer.

As emerging threats to our data and security systems increase, the demand signal for an experienced cyber workforce to protect our Air Force networks and information systems has never been higher. To address these concerns, we have taken successful steps to robust our



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civilian cyber force. In August 2015, the Department of Defense issued DoD Directive 8140.01 which defined the cyber workforce. This cyber workforce includes information technology specialists, cybersecurity, and cyber-focused intelligence functions. From the DoD definition, our Air Force Cyber and Intelligence Functional Leaders have identified more than 800 civilian mission critical cyber positions. The Air Force also stood up a special talent management team of recruiters to actively recruit for and fill these positions. We are using a variety of hiring flexibilities and recruitment incentives to grow our new civilian cyber workforce. Building and maintaining ready forces and capabilities to conduct cyberspace operations is a high priority and strategic goal of the Air Force.

Finally, the Air Force launched a pilot to test a Total Force Outreach and Recruiting Capability. This pilot focuses on data sharing, inter-operable IT systems, and lead generation among our active military, air reserve component, and civilian recruiting teams. The ability to address potential recruits in a one-stop manner while being able to share data among the complete Total Force team allows the Air Force to leverage resources and increase recruiting success across all areas.

Our recruiting budget includes funding for day-to-day operations, personnel costs and advertising activities necessary to the successful accomplishment of the recruiting mission. Funding for these areas is critical as we continue our growth. Our recruiters are normally the first interaction the general public has with the military. A fully funded program is critical to our ability to sustain our All-Volunteer Force and enable the Air Force to be “Always There.”

#### **Talent Development and Utilization**

Once we acquire talented Airmen, talent development and utilization ensures we train, educate, and effectively use those skill sets to produce capabilities needed for the joint fight. Air Force capabilities are fundamental to the success of current and future joint military campaigns. It is imperative we build joint leaders with the tools, experience, and training to both support and lead joint teams. We must prepare our Airmen now for their role in a complex, rapidly evolving future fight across multiple domains. Through a deliberate evolution, we must be ready to operate in a transforming security environment by developing leaders and structures that consistently think, plan, fight, and lead in a joint environment.

We must continue to build an inclusive culture in our service, so we may leverage the broadest possible set of human resources to produce the maximum number of strategic options in our operations. We are implementing several initiatives in the coming months to continue our work in breaking down barriers for talented Airmen. The use of diverse slates will provide hiring authorities with better visibility of the talent they have available from which to fill key positions. Career field managers will actively encourage female and minority Airmen to pursue operational career fields where they are currently underrepresented. Female Airmen will have more time to make a decision on whether they can balance the responsibilities of an Air Force career and motherhood before requesting separation. Implementing unconscious bias training at key times will help our leaders understand such bias can lead to flawed talent management decisions and will give them tools for mitigating their own biases.

Our Force Development structure provides a governance body for functional communities to determine career field management and development practices. Our Functional Development Teams are a vital component of the Force Development Structure. They are charged with

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deliberately developing the right Airmen—both military and civilian—to lead the Air Force and counter complex, global challenges. We will continue to develop Airmen who can work across the whole of government and who have the right skills and experience necessary for joint and multi-domain operations. We are increasing opportunities to develop these key skill sets by utilizing joint and inter-agency assignments and rotations. The Development Teams have made great strides in developing our Airmen with a focus on 3 lines of effort: (1) continued standardization of the processes across functional communities; (2) continued identification and removal of barriers that inhibit Airmen from developmental opportunities; and (3) strategic focus on education vectoring, commander selection, and development opportunities.

In an effort to better connect Airmen to mentoring and career management resources, we rolled out MyVector last year. MyVector is a web-based application that supports mentoring, development and career management across the Total Force. This evolving IT platform underpins force development and mentoring efforts for all Airmen and allows our Airmen to be actively involved in their career development process. Currently, more than 160K Total Force Airmen and civilians are registered on MyVector and greater than 15K Airmen have matched mentoring connections.

In August of 2016, the Headquarters Air Force Deputy Chief of Staff for Manpower, Personnel and Services initiated the Talent Management Innovation Cell (TMIC). The TMIC is comprised of a small full-time staff and is augmented by a cross-functional team of action officers from across the Air Staff. The TMIC focuses primarily on opportunities to make rapid and impactful changes congruent with strategic objectives. The team has evaluated numerous ideas and is rapidly testing and fielding several capabilities to improve the way we execute assignments. The system currently being tested focuses on increasing transparency and participation among our Airmen as well as the gaining commanders and hiring officials. We are also exploring tandem applications of this system with our ability to offer incentives such as guaranteed assignments, training, stability and monetary incentives. The intent is to produce better assignment matches and reduce the separations often associated with filling less desirable assignments.

The TMIC team has also tested changes that reduce administrative burdens associated with officer promotion processes without compromising the thoroughness, quality, and equity associated with our promotion process. Once fully implemented, we believe this change could save upwards of 60K man-hours each year and further reduces the administrative workload at the Wing and Squadron levels.

#### **Talent Evaluation:**

Talent evaluation is used as an equitable and repeatable method to capture and measure performance. Effective evaluation allows the Air Force to leverage and reward high performance and improve or separate low or unsatisfactory performance.

In 2015 and 2016, we launched a full overhaul of our enlisted evaluation system to ensure performance could be delineated, recognized, and rewarded when evaluating or promoting enlisted personnel. The system places job and mission related performance at the forefront and is supported by a comprehensive feedback system. This foundation provides evaluators a solid mechanism to establish expectations, develop and support their Airmen, and relay how well expectations are being met. The feedback is conducted utilizing Airman Comprehensive Assessments and is directly tied to the formal evaluations conducted annually. The evaluations

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also provide commanders a tool to assign a promotion recommendation to all eligible Airmen under their purview. This promotion recommendation is based heavily on performance. As designed, our results show those receiving higher promotion recommendations are getting promoted at higher rates. We have now spent nearly two full years under the new system and we believe it has incentivized improved performance and talent evaluation in our enlisted force. Another key function of the enlisted evaluation system is the use of a future roles function, which allows commanders to provide recommendations for future roles, positions and duties where the Airman should serve in next. It is our intent in the near future to use this data to develop a pool for filling key developmental and key leadership positions.

The current Officer Evaluation System (OES) has served us well and has helped to produce, grow, and retain strong Air Force leadership. However, it is a dated system that has not kept up with current capabilities, workload, and the needs of our Airmen. Therefore, we are working to develop a system that will produce even stronger officers, a greater retention rate, and incorporate current technology. The OES system will become a streamlined process and improve all aspects of our force. There are several OES initiatives underway--including evaluating, streamlining and reducing the workload associated with developing promotion recommendation forms for our officers along with analyzing ways to improve our promotion boards, officer performance reports, and stratifications.

For our civilian force, the Air Force successfully transitioned approximately 80K employees to the New Beginnings Defense Performance Management and Appraisal Program (DPMAP) on 1 April 2017. We expect another 40K to transition under DPMAP between June-September 2017. We welcome this comprehensive and transparent multi-level performance management system that links performance expectations with organizational goals and missions. DPMAP provides for regular on-going feedback and allows meaningful distinctions in performance. It moves the majority of Air Force civilians from a 2-level pass/fail rating pattern to a 3-level rating pattern with the ability to rate performance elements as "Outstanding" and thus provide civilians meaningful distinctions in their performance. This shift in focus on communication and distinctions in performance allows the Air Force to fully realize a culture that embraces and supports a high-performing workforce. Additionally, DPMAP emphasizes the importance of employee engagement and places increased emphasis on leadership behaviors and supervisory responsibilities in an effective performance management system.

#### **Talent Compensation and Retention:**

Talent planning, acquisition, and evaluation are factors in compensation and retention strategies. Our focus is to align compensation to incentivize retention of required talent while supporting transition of talent excess to current or future needs.

To support this effort, we look forward to conducting a thorough assessment of compensation to ensure the most effective and efficient use of taxpayer dollars. We must also always be cognizant of the special demands and requirements of military service. Any compensation package implemented must provide the necessary incentives to recruit and retain the talent the Air Force needs to remain the premier fighting force it is today.

Air Force bonus and pay incentive programs are a critical element in enabling the retention of our most highly trained and experienced Airmen. These Airmen are required to execute ongoing operations the Air Force participates in every day. These programs are particularly important as

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we continue to grow the force and add new, inexperienced Airmen. Special and Incentive (S&I) pays are one of our most flexible and responsive force management tools. Accordingly, our FY18 budget includes approximately \$1B in S&I pays, which includes \$281.6M in Selective Reenlistment Bonuses, \$8.8M in Critical Skills Retention Bonuses and \$101.36M in Aviation Bonus. The Air Force will use these retention bonuses, along with the full suite of S&I pays, to deliberately shape the force with a focus on maintaining the number of Airmen needed in some of our most critical specialties. Officer retention challenges exist for maintenance, special operators, intelligence, contracting, select health professionals, and pilots—especially fighter pilots. For the enlisted force, specialties facing retention challenges include cyber defense, battlefield airmen, intelligence, explosive ordnance disposal and select nuclear enterprise specialties.

The Air Force appreciates the support we received in raising the annual cap authorized for the Aviation Bonus in the FY17 NDAA to \$35K per year. The Air Force developed a business case model that on an annual basis factors manning levels (current and trend), retention levels (current and trend), timeline for generating replacements, and costs to train and generate replacements. This model allows us to target the areas of greatest need and ensure effective use of these resources. We will review the success of the current program and based upon the findings will determine the need to request Congressional support for additional authority.

One outlier I want to address is our Remotely Piloted Aircraft (RPA) pilots—specifically, our enlisted RPA pilots. First, I am proud to announce the first three enlisted RPA pilots graduated on May 5<sup>th</sup> and are headed to their next training to fly the Global Hawk. While these personnel will not be eligible for a bonus until the expiration of their initial pilot commitment in 2023, we are determining the bonus level needed for all RPA pilots to ensure equitable treatment of all.

In addition to monetary compensation, the Air Force is implementing many non-monetary efforts to improve the quality of life and quality of service for our Airmen. We reduced additional duties, removed non-mission-essential training courses and outsourced select routine administrative tasks where possible. These efforts allow our Airmen to better focus on their primary duty. The Chief of Staff of the Air Force chartered a team to examine actions the Air Force can take to improve readiness, effectiveness and morale across the Total Force. The team is in the process of visiting 23 locations to identify and disseminate best practices, remove unnecessary impediments, and ensure the right authorities and responsibilities are at the right levels. This effort has already impacted enlisted professional military education and brought about ancillary training reductions. Additionally, the team is looking at how to improve preparation and support for squadron leadership teams in all of their mission and force development responsibilities, as well as examining how squadrons are organized and resourced for their missions.

#### **Talent Transition:**

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Finally, when time or circumstance warrants our Airmen to transition out of the Air Force, we will be prepared to facilitate that transition to another Total Force component or to life as a retiree or veteran—to include support for post-service care for Wounded Warriors, retirees, and veterans.

The Air Force Wounded Warrior Program orchestrates a comprehensive continuum of care to meet the non-medical needs of wounded, ill, and injured Airmen. Our focus is caring for every seriously or very seriously ill or injured Airman and their families to meet personal and professional needs. Helping our Airmen understand and adapt to their future, regardless of their medical condition, is a key principle of our efforts. We refined our regional adaptive sports events to include strengthening tools to enhance employability and their skills as peer-to-peer mentors. We also now have activities for caregivers. As we look to the future, we recognize we have a long way to go in understanding and meeting the needs of our Airmen with invisible wounds. We will continue seek resources for and implement solutions as we strengthen our continuum of care.

Data shows approximately 3 out of 4 Airmen separate before 20 years of service—leaving with no retirement plan. The Air Force, as part of a comprehensive DoD effort, is educating our Airmen about the new Blended Retirement System prior to its initiation and the beginning of the opt-in election period in 2018. Our 350K-400K Total Force eligible Airmen have a variety of opportunities, to include face-to-face counseling, to learn about the new retirement system. We are confident our Airmen are receiving the information they need to make the right decision for themselves and their families based upon their personal circumstances. Our Personal Financial Managers (PFMs) at Airman and Family Readiness Centers are in the initial phase of assisting our Airmen and we are adding 99 more PFMs across the Air Force to augment our financial education effort. Finally, to better gauge the potential impact of the implementation of the new system, we now include questions on the new retirement system in our exit and retention surveys. This will enable us in the future to assess the program to better inform execution and implementation.

As a final point, in an effort to increase agility across our talent transition programs, the Air Force is using the authority granted for the Career Intermission Program (CIP). The intent of the program is to keep top performers and talented Airmen rather than lose them to premature separation. Upon return, we expect those Airmen will bring greater experience, education, knowledge, commitment and passion to their career. Since CY14, 87 Airmen have entered CIP. The key to the success of CIP is an Airman's seamless return to active duty. Since program inception, fourteen Airmen returned to duty and we are actively monitoring their progress to assess effectiveness. We are executing our CY17 program using two six week application windows to provide greater flexibility for our Airmen. We will continue this trend in CY18, providing even more flexibility by expanding the application window to three annually. While we continue to evaluate the CIP, we are appreciative of the additional authority provided by Congress in the FY16 NDAA. In 2016, the Air Force removed the limit on the number of participants since Congress lifted the previous restriction of 20 officer and 20 enlisted participants.

### **CONCLUSION**

The demand for air, space and cyber capabilities will only grow in the future. Resilient, ready and trained Airmen are the foundation of these missions. America's Airmen must be ready to

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fight alongside the Army, Navy, Marines, and Coast Guard—the joint military team—to meet national security obligations. In every mission, in every domain, and in every location... Airmen are essential to our nation's success. Your continued support for personnel authorities enabling effective talent management is essential to the Air Force meeting strategic demands now and into the future.

### **Lieutenant General Gina M. Grosso**

Lt. Gen. Gina M. Grosso is the Deputy Chief of Staff for Manpower, Personnel and Services, Headquarters U.S. Air Force, Washington, D.C. General Grosso serves as the senior Air Force officer responsible for comprehensive plans and policies covering all life cycles of military and civilian personnel management, which includes military and civilian end strength management, education and training, compensation, resource allocation, and the worldwide U.S. Air Force services program.

General Grosso entered the Air Force in 1986 as a Reserve Officer Training Corps distinguished graduate from Carnegie-Mellon University, Pittsburgh, Pennsylvania. She has held several command and staff positions throughout her career. As a staff officer, she served as an operations analyst, personnel programs analyst, Air Staff and Office of the Secretary of Defense action officer, Major Command Director of Manpower and Personnel, Director of the Air Force Colonel Management Office, Director, Manpower, Organization and Resources, and Director of Force Management Policy. Her command tours include a Headquarters Squadron Section, Military Personnel Flight, Mission Support Squadron, command of the Air Force's sole Basic Military Training Group, and as Joint Base and 87th Air Base Wing commander at Joint Base McGuire-Dix-Lakehurst, NJ. Prior to her current assignment, she was the Director of the Air Force Sexual Assault Prevention and Response (SAPR), Office of the Vice Chief of Staff, Headquarters U.S. Air Force, Washington, D.C.

#### **EDUCATION**

1986 Bachelor of Science, Applied Mathematics and Industrial Management, Carnegie-Mellon University, Pittsburgh, Pa.  
 1992 Master's degree in business administration, College of William and Mary, Williamsburg, Va.  
 1993 Squadron Officer School, Maxwell AFB, Ala.  
 1997 Air Command and Staff College, Seminar  
 1999 Master's degree in national security and strategic studies, Naval Command and Staff College, Newport, R.I.  
 2000 Air War College, Seminar  
 2004 Fellow, Weatherhead Center for International Affairs, Harvard University, Boston, Mass.

#### **ASSIGNMENTS**

1. October 1986 - October 1988, Operations Analyst, followed by Commander, Headquarters Squadron Section, 554th Range Group, Nellis AFB, Nev.
2. November 1988 - April 1992, Personnel Programs and Force Programs Analyst, Deputy Chief of Staff, Personnel, Headquarters Tactical Air Command, Langley AFB, Va.
3. May 1992 - May 1993, Executive Officer, Directorate of Personnel, Headquarters Air Combat Command, Langley AFB, Va.
4. May 1993 - July 1993, Student, Squadron Officer School, Maxwell AFB, Ala.
5. August 1993 - May 1995, Commander, Military Personnel Flight, 6th Mission Support Squadron, MacDill AFB, Fla.
6. June 1995 - January 1997, Chief, Personnel Policy, followed by Deputy Chief, Support Division, Air Force Colonel Matters Office, Pentagon, Washington D.C.
7. January 1997 - July 1998, Member, Chief of Staff of the Air Force Operations Group, Headquarters Air Force, Pentagon, Washington D.C.
8. July 1998 - July 1999, Student, Naval Command and Staff College, Newport, R.I.
9. July 1999 - July 2001, Commander, 51st Mission Support Squadron, Osan Air Base, South Korea
10. July 2001 - May 2002, Assistant Director, Enlisted Plans and Policy, Office of the Secretary of Defense, the Pentagon, Washington D.C.

11. May 2002 - July 2003, Military Assistant, Deputy Under Secretary of Defense for Military Personnel Policy, Pentagon, Washington D.C.
12. July 2003 - July 2004, Fellow, Weatherhead Center for International Affairs, Harvard University, Boston, Mass.
13. July 2004 - July 2006, Commander, 737th Training Group, Lackland AFB, Texas
14. July 2006 - July 2007, Director, Manpower and Personnel, Headquarters Pacific Air Forces, Hickam AFB, Hawaii
15. July 2007 - March 2009, Director, Air Force Colonels Management Office, the Pentagon, Washington D.C.
16. March 2009 - June 2011, Commander, Joint Base and 87th Air Base Wing, Joint Base McGuire-Dix-Lakehurst, N.J.
17. June 2011 - August 2012, Director, Manpower, Organization and Resources, the Pentagon, Washington D.C.
18. August 2012 - January 2014, Director, Force Management Policy, the Pentagon, Washington D.C.
19. February 2014 - October 2015, Director, Air Force Sexual Assault Prevention and Response Office, Office of the Vice Chief of Staff, Headquarters U.S. Air Force, Washington, D.C.
20. October 2015 - present, Deputy Chief of Staff, Manpower, Personnel and Services, Headquarters U.S. Air Force, Washington D.C.

#### **SUMMARY OF JOINT ASSIGNMENTS**

1. July 2001 - May 2002, Assistant Director, Enlisted Plans and Policy, Office of the Secretary of Defense, Pentagon, Washington D.C., as a lieutenant colonel
2. May 2002 - July 2003, Military Assistant, Deputy Under Secretary of Defense for Military Personnel Policy, Pentagon, Washington D.C., as a lieutenant colonel
3. March 2009 - June 2011, Commander, Joint Base and 87th Air Base Wing, Joint Base McGuire-Dix-Lakehurst, N.J., as a colonel and brigadier general

#### **MAJOR AWARDS AND DECORATIONS**

Defense Superior Service Medal  
 Legion of Merit with two oak leaf cluster  
 Meritorious Service Medal with three oak leaf clusters  
 Army Commendation Medal  
 Air Force Commendation Medal  
 Joint Service Achievement Medal  
 Air Force Achievement Medal with one oak leaf cluster  
 Air Force Outstanding Unit Award with one oak leaf cluster  
 Air Force Organizational Excellence Award with three oak leaf clusters  
 National Defense Service Medal with bronze star  
 Global War on Terrorism Medal  
 Korean Defense Service Medal  
 Humanitarian Service Medal

#### **OTHER ACHIEVEMENTS**

Tactical Air Command, Deputy Chief of Staff, Personnel, 1990 CGO of the Year  
 Tactical Air Command, 1991 Junior Personnel Manager of the Year  
 Distinguished Graduate, Squadron Officer School, 1993  
 6th Air Base Wing Lance P. Sijan Leadership Award, Junior Officer Category for 1995  
 Headquarters Air Force, Senior Personnel Manager of the Year for 1996

#### **EFFECTIVE DATES OF PROMOTION**

Second Lieutenant Oct. 2, 1986  
 First Lieutenant July 17, 1988  
 Captain July 17, 1990  
 Major Aug. 1, 1996  
 Lieutenant Colonel July 1, 1999



Colonel Aug. 1, 2003  
Brigadier General April 1, 2011  
Major General July 24, 2014  
Lieutenant General Oct 15, 2015

(Current as of October 2015)



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**WITNESS RESPONSES TO QUESTIONS ASKED DURING  
THE HEARING**

MAY 17, 2017

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## RESPONSES TO QUESTIONS SUBMITTED BY MR. COFFMAN

General McCONVILLE. Applicants are not allowed to access into the Army unless they are deemed physically qualified by the Military Entrance Processing Command Chief Medical Officer. In addition to confirming that applicants are medically qualified to succeed in training, the Army instituted the Occupational Physical Assessment Test (OPAT) in 2017 to predict a recruit's aptitude for performing physical tasks in the Army's most physically demanding occupations. Applicants are contracted for specialties only when their performance on the OPAT indicates they will succeed. [See page 23.]

General McCONVILLE. The Army has 11,932 Soldiers serving as recruiters in the Regular Army, Army Reserve and Army National Guard. [See page 23.]

Admiral BURKE. Navy currently has a recruiting cadre of 6,096 Sailors, composed of 4,855 production recruiters and 1,241 support and command staff. [See page 23.]

General BRILAKIS. The Marine Corps has historically maintained a low rate of unintended attrition outside of our total force model compared to the other services. Approximately 7% of enlisted Marines do not complete boot camp and 13% do not complete their initial contract for a variety of reasons to include medical, misconduct, and performance. Currently, the average annual non EAS attrition rate is 4.5% of the total enlisted force. [See page 24.]

General GROSSO.

### Active Duty First Term Enlistment Category Involuntary Discharges—from FY 2012 thru FY 2017

FY	# First Term Inventory	# First Term Involuntary Discharges	%
2012	121,671	1,410	1.2
2013	123,528	1,250	1.0
2014	120,595	1,333	1.1
2015	121,960	1,060	0.9
2016	130,108	976	0.8
2017	138,349	1,015	0.7

[See page 24.]

General GROSSO. Medical Screening—Air Force recruiters do a good job of asking questions during the interview process to try and identify any previous medical concerns, unfortunately potential trainees have the ability not to disclose medical conditions and/or may not know they have a medical condition. Our MEPS Medical staff does a good job during the physical to identify disqualifying conditions, etc., but again, potential trainees do not always disclose ailments. Then when the trainee arrives in the training environment, some of those ailments then become more apparent due to additional physical activity, added stresses, etc. or trainees then start identifying these “hidden” issues as a way to drop out because of the stress of Basic Military Training. We also have some trainees that make it beyond their 180-day mark and then start bringing attention to known or unknown medical conditions. We also ensure trainees meet the “additional” Air Force Specialty Code (AFSC) requirements some career fields have to enter that specialty, flight physical, etc.

Occupational Screening—In reference to some of our higher attrition career fields (e.g. Explosive Ordnance Disposal, Pararescue, SERE, and TACP), we provide fact sheets which are required to be understood and signed by applicants in conjunction with being contracted for those positions. Our Battlefield Airmen/Combat Support (BA/CS) career fields utilize contracted developers who conduct the physical agility

and stamina qualification tests, as well as provide ongoing development until the applicant leaves for Basic Military Training. We utilize the Air Force Enlisted Classification Directory and additional manual Air Force Specialty Code qualification checks for all of our career fields. We also have initiated the AF-WIN pilot which is a career self-exploration tool that gives Air Force recruits an opportunity to identify “good fit” enlisted Air Force careers based on a series of simple job interest questions. [See page 24.]

### RESPONSES TO QUESTIONS SUBMITTED BY MS. SPEIER

General McCONVILLE. 1. How much was spent on marketing and advertising overall in FY16: \$189.8M

2. How much was spent on specific subset areas of marketing:

—Sports marketing: \$10.37M

—Non-sports sponsorship in FY16: \$3.15M (Education, Diversity)

—Advertising (media (broadcast and on-line)): \$71,734,488

3. How much was spent on fly-overs in FY16: \$0.00

[See page 25.]

General McCONVILLE. The Army is very interested in reducing attrition, both for readiness and resourcing reasons. This is an area that we monitor closely. It is essential to screen recruits, before they ever sign a contract or ship to training. Current screening tools are very useful, but we still lose 12% of recruits while they are in initial entry training. The Army is testing the redesigned Tailored Adaptive Personality Assessment System (TAPAS), a non-cognitive assessment which helps predict the assimilation to Army life, job satisfaction, and risk of attrition to include misconduct attrition. Additionally in 2017, the Army implemented the Occupational Physical Assessment Test (OPAT) for all new recruits. This assessment is used to determine if a recruit will be able to meet the physical requirements of a particular MOS. Screening for physical aptitude in the most demanding combat arms occupations will improve MOS training and reduce injury related attrition. Initial results already show a decrease in attrition over the first six months of implementation. The Army would like to see continued Congressional support of TAPAS and OPAT to reduce attrition now and in the future. [See page 26.]

Admiral BURKE. Navy spent \$71.4 million for Marketing and Advertising in fiscal year (FY) 2016. Navy spent \$5.1 million on direct sports marketing and advertising in FY2016. Additionally, we purchased cable and broadcast media packages that run ads on various television networks. In FY2016, 28 percent of the ads were run on sports networks at a cost of \$9.1 million. Approximately \$500 thousand was spent to execute the Department of Defense-regulated maximum of 40 flyovers in FY2016 (nearly all in support of sporting events). In addition to sponsorship of diversity and Science, Technology, Engineering, and Mathematics (STEM) organizations, Navy continues to sponsor the ESPN Winter and Summer X-Games, the Southern Heritage Classic, and the Army-Navy football game. [See page 25.]

Admiral BURKE. Navy has entered a “War for Talent” and we are working to pull every available force management lever to maximize retention and reduce attrition of highly skilled Sailors. Forthcoming initiatives include:

- expanding high-year tenure length-of-service gates for Sailors in pay grades E-3 through E-6, which will allow them to remain in the Navy longer and will provide them with additional advancement opportunities.
- initiating several pilot programs at Recruit Training Command to improve the physical and mental fitness of Sailors during initial recruit training. On January 1, 2018, we will institute a minimum physical fitness standard that recruits must meet before beginning training.
- working with Military Entrance Processing Command (MEPS) to reduce attrition at Recruit Training Command, by streamlining pre-service identification of disqualifying medical conditions that typically arise during initial recruit training.
- revising our Physical Readiness Program separation policy by eliminating the requirement to process Sailors for separation due to Physical Fitness Assessment (PFA) failures. Under the revised policy, enlisted Sailors will be retained for the duration of their enlistment contract, and officers will be retained through completion of their minimum service requirement.

Following PFA failure, Sailors will enroll in a Fitness Enhancement Program that will offer focused care and the opportunity to work towards compliance with fitness standards and eligibility for continued career progression. Each year, Navy recruits, processes, and trains, nearly 40,000 Sailors, and sends that same number home. Even if budgets were unlimited, this turnover is inefficient, in terms of cost and

time. We must continue to find better ways to retain, and repurpose, the talent in which we have already invested, and avoid incentivizing Sailors to walk out the door. [See page 26.]

General BRILAKIS. Per your request, the Marine Corps' recruitment advertising program requirement exceeds \$100 million annually.

Total Marine Corps Recruiting Command Marketing and Advertising spend in FY16 was \$79.7 million. Total sports advertising and marketing spend: \$15,419,357 Total sports advertising and marketing percentage of spend: 19.35%

Advertising alone (Traditional media: scale media/TV, digital, mobile, et al) spend for FY16: \$12,558,725 Advertising percentage: 15.76%

The Advertising program's key investments and measurable objectives include:

1. Achieving DOD's JAMRS-validated, advertising industry baseline levels of awareness. Specifically, exposing 50% of our prospect audience, three times quarterly, to our advertisements via scale TV/media investments. This accounts for approximately 50% of the Marine Corps' advertising program spent. Beyond setting the conditions for long-term mission effectiveness, scale TV/media spent has proven to directly impact the amount of qualified leads and contracts the program delivers and influences annually.

2. Delivering more than 20% of the command's net new contracts via lead generation efforts. The three primary drivers of our lead generation efforts are the web (which includes Marines.com), paid search, and direct mail.

3. Delivering on-time essential recruiter support. Examples include (but are not limited to) contracting for lead generating enhanced area canvassing events that put our recruiters face-to-face with the prospect market in communities across the nation. adequate collateral sales material to facilitate informed discussions with prospects and influencers, as well as promotional and incentive items intended to drive contracting and advocacy for the Marine Corps.

Marketing spent (engagement activities with prospect youth that are face-to-face) for FY16: \$2,860,632

Marketing percentage: 3.59%

National-level spend: \$821,169

National percentage: 1.03%

Region/District-level spend: \$2,039,463

Region/District percentage: 2.56%

[See page 25.]

General BRILAKIS. The Marine Corps has historically maintained a low rate of unintended attrition outside of our total force model compared to the other services. Approximately 7% of enlisted Marines do not complete boot camp and 13% do not complete their initial contract for a variety of reasons to include medical, misconduct, and performance. Currently, the average annual non EAS attrition rate is 4.5% of the total enlisted force. [See page 26.]

General GROSSO. The AF Recruiting Service Commander issued guidance severely restricting AF recruiting units from executing contracts with professional sporting teams/organizations that might present the appearance of impropriety or misuse of government funds. As a result, AFRS did not execute any marketing or advertising with professional sporting organizations (NFL, MLB, NBA, MLS, etc.) in FY16.

In FY16 HQ AFRS did execute five contracts that could be considered sports related. Those contracts totaled \$2,371,700.

- a. Formula Drift Racing—\$201,200

- b. International Series of Champions snowmobile racing—\$178,000

- c. Steve Scheuring Speed Sports snowmobile racing—\$127,500

- d. For Inspiration and Recognition of Science and Technology Robotics competition—\$275,000

- e. Richard Petty Motorsports—\$1,590,000

In FY16, AFRS spent \$68.4M on marketing and advertising for recruiting purposes broken down as follows:

Category	Expense Amount	Description
Recruiter Support Systems	\$15.2M	Web sites, data mgmt, lead collection, 1-800#, promo items
Advertising	\$18.7M	On-line ads, Direct Mail, Social Media, Theater ads, print ads
Television	\$17.9M	Paid TV advertising
Public Engagement Events	\$16.6M	Partnerships*, mobile tours, professional convention space
<b>Total</b>	<b>\$68.4M</b>	

During fiscal year 2016, Air Force units volunteered to provide aerial support at 87 collegiate- and professional-level sporting events. Each flyover is incidental to a previously programed training mission and are flown in conjunction with training objectives, specifically time-over-target and low-level visual flight requirements. Be-

cause of this, the flyover program is run at no additional cost to the government in accordance with 10 U.S.C. §2012 (d). More information regarding flyovers and other community relations activities can be found in a September 2016 GAO report (GAO-16-794), titled “Community Relations DOD’s Approach for Using Resources Reflects Sound Management Principles” which can be found at <http://www.gao.gov/assets/680/679912.pdf>. [See page 25.]

General GROSSO. Basic Military Training attrition since 2012 averages approximately 6% per FY. So far this FY we have brought in 22,589 Active Duty Airmen and lost 1,107 through attrition (4.5%). The consistent top reasons for attrition from FY12-16 include medical discharge, mental health, fraudulent enlistment, drugs/drug fraud, and marginal performance. All top five categories remained consistent in terms of percentages of actual trainee discharges from FY 16-17, we are seeing a real drop in total numbers that takes into account that we still have a full third of FY17 left.

The Air Force changed the accession process earlier this year. We adjusted how we ask about pre-service drug use, focusing more on the type of drug and tendency for future use vice a hard number. Air Force Recruiting Service undertook a major program to educate their recruiters on the importance of having potential recruits be open and honest, and working waivers at the pre-accession level. Basic Military Training introduced a pilot program in FY17 in 2 of their training squadrons (through a grant with University of the Incarnate Word) to work with trainees and Physical Training Noncommissioned Officers to focus on preventative injury activities to lower attrition related to stress fractures and other exercise-related issues. The 559th Medical Group (associated with Basic Military Training) recently undertook a major study in FY17 (looking back at least 10 years) to look into why trainees were attriting as the result of mental health issues. Those efforts identified two key areas: (1) non-disclosure of prior to service mental health history; and (2) trainees using reports of suicidal ideations as a means to self-eliminate from Basic Military Training. As a result, recruiter training was modified to address prior-to-service mental health history and ongoing manpower studies to provide additional preventative support to trainees to reduce instrumental suicidality as a means of self-elimination. [See page 26.]

