

NOT FOR PUBLICATION UNTIL RELEASED BY THE  
HOUSE ARMED SERVICES COMMITTEE

STATEMENT OF

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AND

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BEFORE THE

HOUSE ARMED SERVICES COMMITTEE  
SUBCOMMITTEE ON MILITARY PERSONNEL

ON

THE FORCE REQUIREMENTS DETERMINATION PROCESS

JANUARY 30, 2007

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## **I. Introduction**

Chairman Snyder, Congressman McHugh, distinguished members of the subcommittee, thank you for this opportunity to appear before you to discuss the Marine Corps Force Requirements Determination process. As a Corps, we remain true to our congressionally-mandated mission “to be most ready when the Nation is least ready;” thus providing the Nation a two-fisted capability—adept at counterinsurgency as well as major contingency force operations. On behalf of all Marines, we thank the Committee for your continued support and commitment to the health of your Marine Corps. Your support has made us more effective in the fight, saved lives, and helped us prepare for an uncertain future.

## **II. Right-size our Corps**

Our Commandant has articulated the importance of being able to adapt to broad strategic conditions and wide-ranging threats. To meet the demands of the Long War and remain prepared for the inevitable contingencies that will arise, our Corps must be sufficiently manned, effectively trained, and properly equipped. Like the Cold War, the Long War is a continuing struggle that will not be measured by the number of near-term deployments or rotations. The Corps’ personnel policies, organizational construct, and training must be correctly sized and resourced for three main reasons. First, to alleviate strain on the individual by ensuring our structure supports adequate homestation dwell time for our Marines. Second, to alleviate strain on units by allowing adequate time for training and maintenance. And third, to ensure Marine Air Ground Task Forces are prepared to support Combatant Commanders’ efforts to fight both irregular and conventional future threats.

### **A. Strain on our Individual Marines**

Despite an unparalleled Personnel Tempo, the morale of our Marines and their families remains high. However, the Marine Corps is concerned about the impact of a continued high tempo, and the associated stress, on our individual Marines. To avoid an adverse toll on our Marines and their families, and to prevent a decrease in readiness, we established a 1:2 deployment-to-dwell ratio goal for all Active Component forces. The goal is for every seven

months a Marine is deployed, he or she will be back at home station for fourteen months—providing needed rest, family time, and the opportunity to train for an assortment of missions.

## **B. Strain on the Institution**

Current wartime deployments dictate a singular focus to prepare units for their next rotations and the conduct of counterinsurgency operations. This focus and the current 1:1 deployment-to-dwell ratio of many units threatens the individual / unit skills needed for Marine Corps missions such as combined-arms maneuver, mountain warfare, amphibious, and jungle operations. To fulfill our mandate as the Nation's Force in Readiness, our deployment cycles must not only support training for irregular warfare, but also provide sufficient time for recovery and maintenance as well as for training for other contingency missions. By increasing the dwell time for our units, we can accomplish the more comprehensive training needed for the sophisticated skill sets that have enabled Marine Air Ground Task Forces to consistently achieve success in all types of battle. Our goal is to increase dwell time and achieve a 1:2 deployment-to-dwell ratio for our active forces.

## **III. Force Requirements Determination**

### **A. Methodology**

The Marine Corps uses the Total Force Structure Process (TFSP) to transform strategic guidance, policy constraints, and commander-generated recommendations into the integrated capabilities required to execute Marine Corps missions. The TFSP relies on a detailed, integrated examination of doctrine, organization, training, materiel, leadership, personnel, and facilities (DOTMLPF), ensuring that no aspect of the enterprise is ignored when new requirements for the Corps are identified—either from the top-down or from the bottom-up. Figure (1) is a pictorial representation of the process:

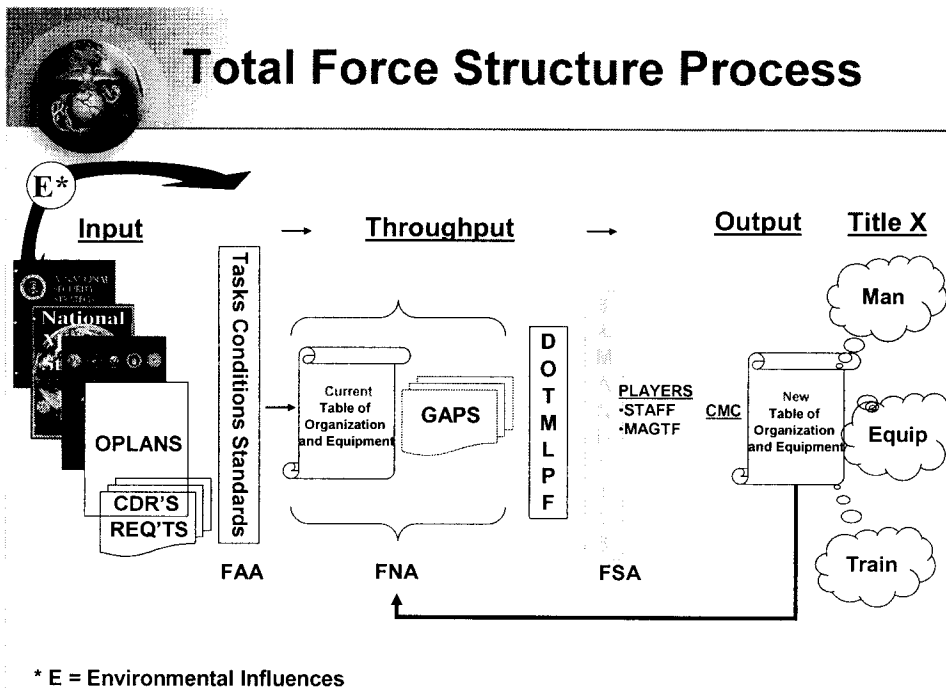


Figure (1)

Strategic, or top-down, guidance is introduced to the process through in-depth analysis of documents such as the current National Security Strategy, National Defense Strategy, National Military Strategy, Joint vision, and Commandant of the Marine Corps guidance. A functional area analysis of this guidance produces tasks, conditions, and standards that must be met for the Marine Corps to successfully accomplish its missions in support of national security. The next step in the TFSP is a functional needs analysis, identifying the gaps created when tasks, conditions, and standards are not satisfied by existing Marine Corps force structure. After we identify these gaps, subject matter experts, representing a cross-section of the Marine Air Ground Task Force, analyze the DOTMLPF implications of the gaps and recommend possible non-materiel or materiel solutions to fill the identified gaps.

If a functional gap can be satisfied by addition or deletion of force structure, we examine that force structure requirement through the DOTMLPF process. Authorized endstrength, modeled against the new structural requirement, provides leadership a picture of the human resource cost of the initiative. This proposal is then presented, against other competing priorities, to the Commandant's Marine Requirements Oversight Council (MROC). It is the responsibility of this body of leadership to either accept the risks of manning the force structure at current

levels, make internal Marine Corps priority adjustments to satisfy the requirement, or to ask for more resources.

Similarly, operational commanders are encouraged to influence the Corps' force structure requirements determination process. Commanders provide the bottom-up input to the Commandant based on their constant assessment of operational and supporting establishment units. Our commanders' recommended changes come in two forms—compensated and uncompensated. The former is a recommendation for which the commander offers up force structure compensation from his own unit, or another unit, to support his new requirement. The latter is a recommendation for which the Commandant, through the MROC, decides if the change in manning levels due to the uncompensated growth is acceptable. Compensated and uncompensated organizational change requests flow upwards through the chain of command to the Deputy Commandant for Combat Development and Integration where DOTMLPF analysis is conducted prior to decisions being made by the senior leadership of the Corps. The balance between strategic changes to force structure, the needs of Marines in combat, and policy constraints produce the Corps integrated capabilities captured in its table of organization and equipment. This product becomes the basis for all resource decisions.

While this process may appear linear, we never hesitate to look at ourselves in the mirror "mid-stream" and ensure that our organizational construct is in tune with strategic direction. Changing circumstances, new administrations, new Combatant Commanders, combined with the changing face of our enemy, requires that we have a capability to inject changes into this process easily. Recent history provides two examples of this. The 2004 Force Structure Review Group (FSRG) used endstrength cap as its policy constraint to shape the Marine Corps to meet the higher operational tempo that accompanied Operation Enduring Freedom (OEF) and Operation Iraqi Freedom (OIF). The 2006 Capabilities Assessment Group (CAG) still utilized endstrength as its constraint, but looked beyond the Long War and made recommendations to the Commandant about future force constructs to defend this nation in a rapidly changing global environment. Both the FSRG and the CAG brought together a cross-section of the Marine Air-Ground Task Force, outside the normal "cycle," to look through the DOTMLPF lens at the operational needs of our Corps. Both contributed ideas that are in implementation today. This flexibility has been, and continues to be, the hallmark of America's force in readiness.

The TFSP has been key to the Commandant in determining the Corps' evolving force requirements and in articulating to the President the most recent endstrength increase request. As is the hallmark of the TFSP, the product of this most recent analysis was a fusion of top-down guidance and bottom-up recommendations. Strategic guidance from the administration was combined with operational requirements from the Combatant Commanders and guided by the Department of Defense's 1:2 unit deployment-to-dwell ratio policy. For example, guidance contained in the National Defense Strategy and the 2005 Quadrennial Defense Report emphasized the nation's defense is now subject to a broader range of emerging threats. This top-down guidance requires the Marine Corps to ensure it is fully prepared to support the Combatant Commanders in preventing and responding to future challenges in the Long War and other emerging threats. In addition to the Defense Department's guidance to maintain a 1:2 unit deployment-to-dwell ratio policy, Marine commanders have indicated their concern with the stress being placed on individuals and units by the current fight. Moreover, the Commandant recognized that the demands of the current fight preclude commanders from training in core competencies that will prepare Marines to meet the future demands of the Long War and unique challenges of irregular warfare. Accordingly, we have utilized the TFSP, with its reliance on DOTMLPF integration and assessment, to determine Marine Corps force requirements for balancing the need to improve the 1:2 dwell-deployment ratio with our need to train in our core competencies to ensure we are ready to meet the challenges of the future. It is this process that leads us to determine that a Marine Corps of 202,000 Marines is right for the nation and to ensure success in the war on terror.

## **B. Process Output**

Figure (2) shows how we will apply the proposed endstrength increase fixing those units most stressed by a high deployment tempo, and how this application will increase the 'tooth' of the Marine Corps by placing more capacity in the Operating forces. We are planning to allocate relief across the Marine Air-Ground Task Force, since our habitually high-operational tempo units do not reside exclusively within the Ground Combat Element. Note also that the Supporting Establishment has not been ignored, with increases being applied primarily to our recruiting and training commands.

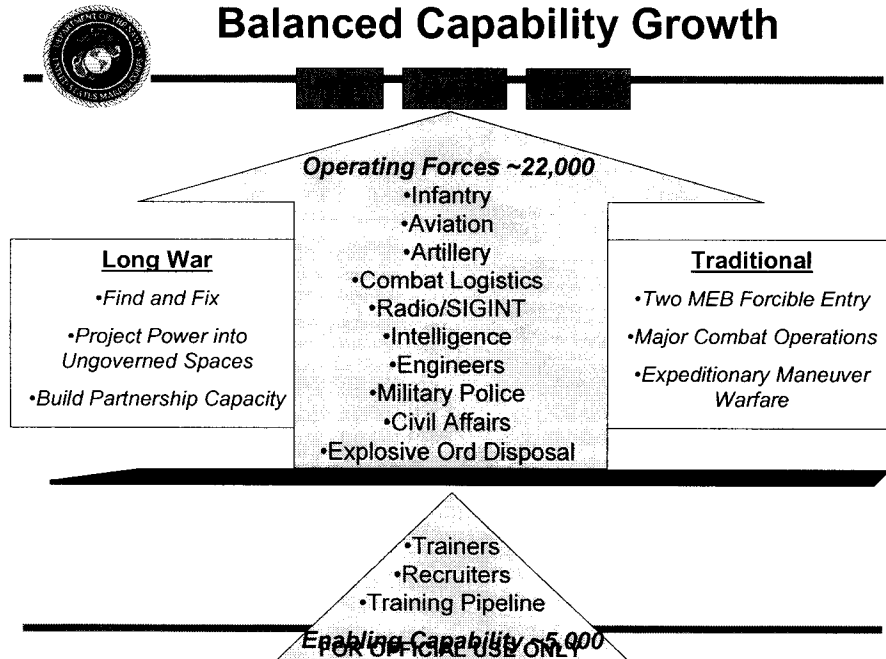


Figure (2)

### C. Training

Marine training is built along a continuum that is well defined, well structured, and of which we are extremely proud. During 2005, the Marine Corps established the Pre-Deployment Training Program (PTP) to train Marine Air Ground Task Forces bound for Iraq and Afghanistan. The Training and Education Continuum for Marines deploying to Iraq or Afghanistan begins with entry level training, ascends through formal schools, home station training, Professional Military Education, and culminates with a final unit PTP exercise / assessment such as Mojave Viper, Desert Talon, or Mountain Warrior. This ascending-levels-of-competency approach is fully integrated with the Marine Corps Lessons Learned System to ensure a rapid infusion of emerging tactics, techniques and procedures and ensures Marines of all ranks are trained to standard on the right tasks, at the right level, at the right time, and the right place.

More and more we are going to need to out-think our enemies, and find our advantages and victories in the human factors. This intimate killing ground where the enemy has chosen to

fight his wars -- among the people -- requires tactical cunning and intangible factors, to include cultural and language skills, plus brilliance in the basics of small unit soldiering.

The Marine Corps will maintain these high standards for training as we grow in endstrength. To ensure our ability to meet these demanding standards, we have identified a requirement for over 1200 additional Marines in the training establishment as part of our endstrength increase. These additional trainers, along with physical improvements to some of our training facilities, will ensure we meet the increased training requirement associated with growing the Marine Corps without lowering our standards.

#### **D. Materiel and Facilities**

##### **1. Equipment**

In order to best equip proposed endstrength increases, the Marine Corps has a phased approach across Fiscal Year 2008-11 that is synchronized with increases in personnel. We have conducted the necessary analysis in order to procure high demand and long lead time items early in the process. While the vast majority of required equipment will be the procurement of additional existing weapon systems, when it makes sense, we will procure next generation equipment to keep pace with technological improvements.

##### **2. Facilities**

Recent decisions to stand up MARSOC, reinvest in aging infrastructure, and realign structure to better support the operating forces have maximized the use of existing facility capacity at our bases and stations. We have worked through a number of challenges to provide the necessary facilities for a 202,000 force structure. Based upon the composition of the additional units, we first determined the bed down locations and rate at which we would phase in this manpower. Using these results, we generated standard planning estimates for the types and sizes of additional facilities needed to support these forces, estimating timelines for completing necessary environmental documentation, planning, design and construction to develop budget requirements. Finally, given the expectation that in many locations Marines will arrive before final construction is complete, we planned for and defined resources to provide interim support facilities via lease/rental/purchase of temporary facilities. Because of this rapid, but rigorous planning process, we have developed a plan and budget that will ensure adequate facilities are available to support the phase-in and Final Operating Capability of a 202,000 Marine Corps.



## **E. Personnel**

### **1. Recruiting**

An important factor in sustaining a viable force is continuing to recruit qualified young men and women with the right character, commitment, and drive to become Marines. With over 70 percent of the proposed Marine Corps end strength increase comprised of first-term Marines, recruiting efforts will be challenging. A major part of this effort will involve increased funding for the Enlistment Bonus Programs and advertising. We will need the strong support of Congress to achieve continued success.

While maintaining Department of Defense quality standards, we continue to recruit the best of America into our ranks—in Fiscal Year 2006, the Marine Corps achieved over 100 percent of our Active Component accession goal. The Marine Corps Reserve also achieved 100 percent of its recruiting goals, but reserve officer numbers remain challenging because our primary accession source is from officers who leave active duty. We appreciate the continued authorization for a Selected Reserve Officer Affiliation Bonus in the Fiscal Year 2007 National Defense Authorization Act—it continues to contribute in this critical area.

We forecast that both active and reserve recruiting will remain challenging in Fiscal Year 2007, particularly when viewed through the lens of new accession missions to meet the increased end strength of the Marine Corps. We appreciate the continued support of Congress for strong enlistment bonuses and other recruiting programs, such as advertising, which are essential for us to continue meeting these growth challenges.

### **2. Retention**

Retention is the other important part of building and sustaining your Marine Corps. I am pleased to report that in Fiscal Year 2006, the Marine Corps achieved 101.9% of its First Term retention goal and an impressive 115.8% for the Career Force. We achieved both goals in June 2006, three months before the end of the fiscal year.

For Fiscal Year 2007, we expect to exceed our retention goals again. Our continuing success can be largely attributed to two important enduring themes: Marines want to stay Marines because of the superb leadership in our officer and staff noncommissioned officer ranks, and Marines desire to remain part of a 'band of brothers.' In addition, the Marine Corps makes wise use of the Selective Reenlistment Bonus (SRB), funding for which Congress provides us.

### **3. Reserve Component End Strength**

Our efforts in the Long War have been a Total Force effort, with our Reserves once again performing with grit and determination. Recent policy changes within the Department of Defense will allow us to access the Reserve forces as they were structured to be employed—to augment and reinforce our Active Component forces. To this end, our goal is to sustain a 1:5 deployment-to-dwell ratio within our Reserve Component. Our Reserve Component end strength of 39,600 is under review to ensure that the right capabilities continue to reside within the Marine Forces Reserve units and the Individual Mobilization Augmentee program. As our active force increases in size, the reduced reliance on our reserve forces should allow us even more “buffer” as we work to maintain the proper deployment-to-dwell ratio for our Reserves.

### **IV. Conclusion**

Thank you for the opportunity to report to you on behalf of the valiant men and women of your Corps. They remain committed to their mission and know that the American people and its government support them in their endeavor. Your Corps stands ready to serve in any clime and place, but your continued support remains a vital and appreciated foundation to this Service.