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COMMITTEE

STATEMENT OF  
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BEFORE THE  
HOUSE ARMED SERVICES COMMITTEE  
SUBCOMMITTEE ON READINESS

ON  
TRAINING AND EQUIPPING OF SAILORS  
IN COMBAT AND COMBAT SUPPORT ROLES

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Mr. Chairman, distinguished members of the Subcommittee, thank you for the opportunity to appear before you today to discuss the adequacy of training and equipping and the employment of our Sailors in combat support roles outside their traditional operating environment, and the impact on service readiness by using these forces “in lieu of,” as individual augmentees to, or as “ad hoc” replacements for soldiers and Marines.

## **INTRODUCTION**

This war is not about the Army or the Marine Corps, it is a joint effort that requires the contribution of all our services. While the brunt of this war is being conducted by our ground forces, the Navy continues to provide Individual Augmentees, principally to relieve those ground forces where it makes sense. The Navy’s contribution will continue as long as this effort requires it. Aside from our core mission areas, we are not creating combat/ ground soldiers; however we are providing personnel to Combat Support and Combat Services Support missions who are making significant contributions. Additionally there are emerging missions that are not necessarily organic to any specific service that, with additional training, Navy accomplishes with great success.

Today, over 10,000 Navy augmentees continue to make significant contributions to the Global War on Terror. Prior to the fall of October 2004, the Navy had very few “in lieu of” / “ad hoc” missions. Most missions entailed embarked security teams for shipboard security for USNS logistics ships, called Operation Vigilant Mariner, Port Security Operations and the use of Naval Mobile Construction Battalions “in lieu of” US Army Engineers. In planning for Operation Iraqi Freedom and Operation Enduring Freedom 05-07, Army projected shortfalls in some Combat Support and Combat Services Support areas. Army addressed the majority of this shortfall through internal re-missioning and cross-leveling. Navy assessed ability to fill the remaining projected shortfalls in categories based on our core competencies resulting in “existing match,” “minor modification,” “major modification,” and “new core capability.” Areas such as Medical, Engineering, Explosive Ordnance Disposal and Intelligence were assessed as “existing match” while “minor modified mission” areas include Cargo Transfer Units, Military Police Confinement Detachments and Postal Platoon Detachments. “Major mission modifications” took existing core capability and added extensive training to provide non-traditional mission areas such as Air Ambulance, Counter Rocket Artillery and Mortar, Shadow Tactical Unmanned Aerial Vehicle (TUAV) Platoon and Counter Improvised Explosive Device. More recently, emerging missions have Navy providing new capabilities to include Civil Affairs, Provincial Reconstruction Teams and Embedded Training Teams. The Joint Staff considers a full range of sourcing solutions across all services and the Navy has supported the joint force needs with support to a wide range of mission areas. By leveraging core skills and tailored training, Navy is able to provide the Joint Staff with a range of sourcing solutions. It is worth noting, approximately 75 percent of Navy augmentees are employed using their core Navy competencies. Navy will continue to focus with near match to core skills and expects this level of support to continue assuming no new requirements.

## **PERSONNEL**

Navy takes into account several factors when selecting members to source augmentation requirements and reserve mobilizations. Navy selects Sailors who meet required skills and skill sets identified during coordination of the joint sourcing plan for “in lieu of” and “ad-hoc” missions. Central Command (CENTCOM) identifies the required skills (MOS, experience, etc) in the Unit Request Form (URF) and/or the Request for Forces (RFF) documents that are submitted to the Joint Staff. Through Naval Personnel Development Command, Navy is able to determine which specific Navy designator/rating or Navy Enlisted Classification System code (NEC) best meets the required skills. Navy then works with Army Headquarters/Forces Command/Training Commands to identify and plan additional training required to meet the specific joint mission and the unique skill identified by the supported component commander. Most positions tasked to Navy require basic skills in supply, administration, engineering, medical or intelligence. After establishing the required skill set, volunteers are given priority and both Navy Personnel Command and Reserve Forces Command maintain a comprehensive and up-to-date volunteer list. Members must have the proper rating/designator and possess the required skill-sets, experience, clearance, and sub-specialty (if required). Additionally, all requirements are filled taking into consideration the member’s professional and personal circumstances and any potential readiness impact(s) on the sourcing commands.

Active Duty Personnel Specifics: The actual individuals are selected by their parent commands. US Fleet Forces is responsible for assigning appropriate tasking across all Navy commands. Budget Submitting Offices (BSO), which are Navy’s most major commands are assigned requirements to fill, which are then sub-tasked to subordinate commands to identify augmentees. Each individual command first asks for volunteers and then makes assignments based on skill set requirements. Additionally, Navy Personnel Command maintains a volunteer web site and passes volunteer data to all BSOs on a weekly basis.

Reserve Personnel Specifics: For all missions, volunteer drilling Reservists who have not been previously mobilized are considered first, followed by previously identified Sailors who were deferred/delayed but are now available. After volunteers have been considered, non-volunteers assigned to supporting reserve units (if applicable) and who have not been previously mobilized are considered, then finally the applicable community managers are asked to nominate qualified Sailors. In addition to skill requirements, other factors considered when selecting a Sailor include experience, EAOS, and Mobilization Availability Status (MAS) codes. After several years of emphasis on providing a Total Force solution, using reserve force military and civilian skill sets and capabilities, our Navy Reserve along side our Active component Sailors are providing integrated operational expertise to support a full range of operations.

## **TRAINING**

All Navy personnel, Active and Reserve, with orders to OIF/OEF receive training

designed to meet CENTCOM Combined Land Forces Component Command (CLFCC) theater specific requirements. The type of training Sailors receive is based on the requirement they have been sourced to fill as determined by CENTCOM specific mission requirements, theater generated training requirements, and service mission analysis. Simply put, training is tailored to the projected operational environment and feedback between Army, Navy and theater ensure that the prescribed training is appropriate for the mission and the threat. Further, very few of the Navy personnel have ground combat experience and self-defense is the only capability that is expected of them - Navy is not creating combat soldiers. All Sailors receive basic combat skills required to meet theater specific requirements and the Navy provides web based training to include Anti-Terrorism/Force Protection fundamentals; Survival, Evasion, Resistance, Escape (SERE-100), Code of Conduct in addition to health related topics. CENTCOM missions that operate “outside the wire” receive expanded Combat Skills Training focusing on self-defense in addition to a comprehensive package of “warrior skills” training and associated drills.

Personnel are trained at a variety of Army locations leveraging existing infrastructure and training expertise. Some of the theater specific training is conducted at Army Training and Doctrine Command (TRADOC) Army school houses. Some medical training is conducted by the Army Medical Center and School, and other training is conducted by Forces Command’s Army Power Projection Platforms (PPP). Civil Affairs training has been conducted by the US Army Special Forces Command. All training is coordinated by US Fleet Forces. PPPs that are being used to conduct this training are Fort McCoy, Camp Atterbury, Camp Shelby, Fort Dix, Fort Bragg, Fort Riley, Fort Hood, Fort Bliss, Fort Sill, and Fort Lewis. In addition, TRADOC conducts the Navy Individual Augmentation Combat Training (NIACT) at Fort Jackson. NIACT curriculum oversight is coordinated by the Navy Personnel Development Command (NPDC) Center for Security Forces (CSF) to meet the minimum CLFCC combat skills requirements. Navy has not developed infrastructure to support Individual Augmentee and Ad Hoc Sailor training. All of this training is conducted using the same facilities that are used to train deploying Army forces.

Coordination of this training is part of the US Joint Forces Command (JFCOM) Joint Sourcing Training Oversight (JSTO) process which includes Army, Navy, USMC and Air Force. Initially, Navy Personnel Development Command conducts an analysis to compare Army skills to Navy ratings. This process defines Navy’s ability to source and what technical skills are necessary for the mission. Training consists of a combination of technical mission and combat skills training. The Army’s TRADOC instructors are trained and certified by TRADOC that they meet Army standards and are fully qualified to instruct the material that is required. Forces Command uses two commands to conduct training. First Infantry Division conducts training for transition teams and First Army conducts the training for all non-transition team Navy personnel. The Navy’s Expeditionary Combat Readiness Center (ECRC) provides liaison personnel on site, to oversee and confirm that all JSTO agreed to training is completed. Where required, training is assessed by Mission Rehearsal Exercises (MRE). Unsuccessful completion of an MRE results in additional training. For units completely under Navy control (C-RAM Battery, Shadow TUAV platoons), Navy observes or conducts the MREs. For NIACT trained personnel, additional training in theater is provided during Reception, Staging,

Onward Movement and Integration (RSOI) including additional instruction on weapons, live fire and counter IED training. This ensures all NIACT trained Sailors have the most recent information on IED and tactics, techniques and procedures on weapons. Training for “ad hoc” personnel is routinely documented by a Navy Enlisted Classification Code (NEC) developed by NAVPERS.

CNO has designated US Naval Forces Central Command (NAVCENT) as the command responsible for tracking Navy requirements, and ensuring adequate support to all Sailors in the CENTCOM AOR through coordination with ECRC detachments. ECRC has established a theater presence in Kuwait, Iraq and Afghanistan. While the ECRC detachment acts as Sailor Advocates, they are also a direct conduit back to US Fleet Forces when training issues are identified. Detachment personnel routinely travel throughout the country to assess Sailors in augmentation requirements in terms of skills set compatibility and also combat skill adequacy. Detachment personnel liaise directly with Army in theater when necessary to provide required theater training as well as the Navy chain of command of findings requiring changes in the training process. Currently ECRC conducts post training surveys just prior to deployment and at the 90 day mark in theater. These surveys primarily focus on the assessment of received mission and combat skills training just after course completion, and again once the Sailor is acclimated to his/her final billet position. This data is collated and forwarded to Navy Expeditionary Combat Command (NECC) and US Fleet Forces for assessment of the current training packages. Army maintains an extensive lessons learned database which is routinely reviewed by Army trainers as well as direct theater feedback to incorporate any changes in training which are required. CENTCOM publishes the training requirements by mission requirements. JFCOM conducts coordination meetings and Department of the Army publishes its Execution Order to its Major Commands directing that the training be conducted. JFCOM hosts a bi-weekly teleconference which overviews all of the training ongoing with the services and ECRC. Training changes, modifications (based on new theater information) and execution status is discussed for the Services. Army Major Commands maintain documentation of the training that has been conducted and theater feedback supports the adequacy of training. The process is dynamic and each JSTO rotation overviews and modifies the training based on updated CENTCOM requirements.

## **EQUIPPING**

All Navy augmentees are equipped to meet the same CFLCC requirements as all other CENTCOM ground forces. The Army equips Navy personnel with the same individual and collective gear/equipment that is issued to Army personnel assigned to similar Combat Support/Combat Service Support missions. Army combat forces receive additional gear required to support the more tactical nature of their mission. Navy augmentees are not assigned to ground combat missions, and do not receive these combat mission-specific items.

There is no difference in the level of Individual Body Armor (IBA) protection gear provided to Army and Navy personnel. Both Navy and Army personnel receive the same IBA protective plates, contained within outer coverings of the Desert Camouflage Uniform (DCU) or Army Combat Uniform (ACU) color pattern. There are slight differences, mainly in coloration, between the uniforms issued to Army and Navy

personnel. The Navy predominately wears DCUs unless specified by the theater commander and both uniforms provide the same level of protection and performance. The majority of Sailors receive a qualification and issuance of the M-16 weapon for deployment. There are a small number of requirements that receive dual weapons (M-16 and M-9) as well as a small number of billets that receive an alternate to the M-16 (i.e. M-4). All weapons assignments are based on the billet requirements designated by the Component Commander in theater and all personnel are qualified on their assigned weapons.

## **IMPACTS**

Navy's current readiness remains excellent. Congressional support has been critical in this regard and, as a result, Navy units and individual augmentees deploy combat ready – properly trained and properly equipped. Navy stands ready to respond to security and humanitarian contingencies while continuing its present support to the Global War on Terror.

The Navy believes that the current level of effort is sustainable. Currently, augmentation numbers represent approximately three percent of the Total Force and two percent of the Active Component Force. Fleet manning projections and readiness indicators are continuously assessed. Navy Personnel Command has also undertaken a series of regular surveys and assessments to monitor for potential indications that the increased deployment/workload demands may be adversely impacting retention or “health of the Force.”

In these six years of conflict the Navy has made significant strides in Sailor and Family support to ensure readiness and ability to maintain quality personnel. Under the guidance of Task Force Individual Augmentation (TFIA), a collaborative effort was undertaken within our service to improve: Individual Augmentation processing; deployment support; Sailor recognition; career development; Sailor notification time to deploy; and family support. The establishment of ECRC within NECC, enabled this command to serve as a primary interface with Individual Augmentees and their families. The Navy has implemented numerous initiatives that recognize, support, reward and provide a net positive effect for Sailors who complete assignments in hazardous combat zones. Individual Navy commands are actively involved in the selection process of each augmentee and will consult with detailers (career managers) if there is a potential negative career impact associated with an individual assignment decision process and if career milestones are not met. In general, all milestones are being met but at the expense of supporting GWOT requirements by additional deployments between sea tours without a standard length shore assignment. Officer Selection Board precepts clearly designate the value of serving in GWOT Support Assignments for both promotion and milestone screening within each community. Similarly, from an enlisted perspective, the net effect is positive as long as Navy does not divert Sailors from a career milestone to fill a requirement. Additionally, at the discretion of the operational commander, opportunity to take advancement examinations could be delayed by up to one year due to service in a combat environment, however, Sailors have the opportunity to take the exam after their deployment. To date, there have been no visible negative effects on advancement.

The Navy has initiated a number of efforts to support and sustain the members

and families of the Active and Reserve communities during this time of war. The challenge within Navy is that Reserve members are activated individually, often from middle America without a natural support network. To alleviate this, the Navy has developed three Individual Augmentation handbooks targeting the Sailor, Family and Command. Widely distributed and available online, these handbooks are excellent resources to support families and Sailors of both Active and Reserve communities. This is coupled with on going efforts by Commander, Navy Installations Command (CNIC), establishing Family support network and outreach programs. With the stand up of the ECRC, they have provided programs to include Family Support Group meetings at our Fleet Concentration Areas and a variety of web based family support information to include Family Care Lines.

Additionally, ECRC provides liaison teams to provide direct assistance to sailors at pre-deployment training sites. They provide updated information used to support augmentees and family members during training and deployment. ECRC's Individual Augmentee Family Support Program serves as a conduit for IA Family access to information and direct support throughout the military member's deployment. Family readiness is the key enabler to the success of our Navy.

## **CONCLUSION**

The Navy will continue to accomplish our traditional maritime missions as well as supporting the non-traditional missions as part of a joint sourcing solution. Also, the Navy will continue efforts to enhance predictability and stability for Individual Augmentees and their families. Mr. Chairman, I would like to conclude my remarks by quoting The Chief of Naval Operations, Admiral Mike Mullen, "The brunt of this war has been borne by the ground forces. I want to be very clear. We will continue the Individual Augmentation process to principally relieve those ground forces. This is a national effort. It's not a Marine war, or an Army war."