Honorable Dennis M. McCarthy
Assistant Secretary Of Defense For
Reserve Affairs

Before the

House Armed Services Committee
Subcommittee on Personnel

Supporting the Reserve Components
as an Operational Reserve

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Introduction

Chairwoman Davis, Ranking member Wilson, and members of the subcommittee; thank you for your invitation to present the capability of America's Reserve component (RC) forces to meet current and future operational requirements. This is my first appearance before this committee in my current role, and I would like to recap where we've been and where I think we need to go. The House Armed Services Committee has always been very supportive of our National Guard and Reserve Forces. On behalf of those men and women, our Citizen Warriors, their families and employers, I want to publicly thank you for all your help in providing for them as they have stepped up to answer the call to duty. We will do everything in our power to merit your continued support.

Preface

The office I hold was specifically mandated by Congress because of recognition that sustaining the Reserve components was essential to the success of the All Volunteer Force. The statutorily mandated mission of the Assistant Secretary of Defense for Reserve Affairs (ASD/RA) in title 10 section 138 is, "…the overall supervision of Reserve component affairs of the Department of Defense." I take this responsibility very seriously because our Guard and Reserve perform vital national security functions and are closely interlocked with our states, cities, and communities. I have very specific guidance from the Undersecretary of Defense for Personnel and Readiness to focus on the readiness of our Reserve components, and to measure our success by our contribution to maintenance of the All Volunteer Force. I know from first hand conversations with the

men and women who comprise our National Guard and Reserve that this is a most welcome message. They too are focused on readiness and have every intention of being fully ready for whatever mission their country may assign them.

I believe the goal for the Reserve components should be to become; a force that is sustainable, seamlessly integrated with the Active components, and complementary in its capabilities to our overall national security requirements. Achieving this goal will require a coordinated effort between the Legislative and Executive branches.

Where we've been

I try to consistently speak about a few central themes that I believe are particularly relevant as the Department actively plans for the next few years. But first, let me briefly recap where we've been. In recent years, as you know, we have seen an unprecedented reliance on the Reserve components – since 9/11, over 761,000 Citizen Warrior mobilizations have occurred; of that number over 232,000 Selected Reserve members have been activated two or more times. Their service has been magnificent, fully accessible, participating across the full spectrum of missions, absolutely outstanding. I have visited the CENTCOM AOR several times and have witnessed first-hand the seamless integration of our forces in the field.

During the Cold War, the Reserve components were basically a force held in Reserve. The typical RC member trained for approximately 38 days a year and had little expectation of being mobilized. If he/she were called to duty, the expectation was that there would be plenty of time to mobilize, train and deploy - an event that might happen perhaps once in a career. I think we can all safely say "This is not your father's,

mother's, or even your older brother's Reserve component anymore." Today's Citizen Warriors have made a conscious decision to serve, with full knowledge that their decision may involve periodic recalls to active duty under arduous and hazardous conditions. They know this is no longer a "one week-end a month" organization, and they didn't join up just for the college tuition. Also, it is clear that we have left the old model of, "maybe once in a lifetime mobilization" behind. In the nineties, the Active component (AC) and RC end strength drew down, but the world continued to be a dangerous place, so we increasingly relied on the National Guard and Reserves to support military mission requirements in the first Gulf War, Bosnia, Kosovo, Multinational Force and Observers (MFO) Sinai, air operations in and around Iraq, as well as daily operational support requirements. Even before 9-11, we were evolving toward a total transformation in the way the Reserve component was being utilized.

Recognizing this change, the Department set about transforming the Guard and Reserve from a purely strategic force to a sustainable Reserve force with both operational and strategic roles. Effective management of the Guard and Reserve as an operational force required changes in numerous policies, including: mobilization, force structure rebalancing, personnel management, training, readiness, equipping, and family and employer support. These changes have been critical to our success during what is now the largest mobilization of the Guard and Reserve since the Korean War, in a war that has lasted longer than World War II. It is important to note that in addition to these expanded operational capabilities, the Reserve components still provide strategic depth to meet

U. S. defense requirements across the full spectrum of conflict. Additionally, the indisputable fact of high enlistment and retention rates in all services and components clearly demonstrates this generation's commitment to service; they are convinced that their service is valuable, and that it is valued. The six DoD Reserve components combined achieved 104% of their recruiting goal for FY09 and retention is high. As a result, end-strength expectations are being met.

Where we're going

Writing the next chapter in the history of our nation's use of its Reserve components begins with the Quadrennial Defense Review (QDR) and other strategic planning processes, to include the findings and recommendations of the Commission on the National Guard and Reserves (CNGR). The Department continues to work the 53 CNGR recommendations the SECDEF approved in his November 2008 memo. While much work still needs to be accomplished, there have been several high points. This includes improvements in the oversight of equipment readiness and transparency of Reserve component procurement funding and establishment of the Yellow Ribbon program. The FY 2011 budget provides about $50 billion for pay, training, equipping and facilities to support the RCs. The funds provide about 43 percent of the total military end strength for nine percent of the total base budget.

The CNGR recommendations that the SECDEF approved will continue to be a high priority for me until they are fully implemented. The implementation of those recommendations will enable the proper utilization of the National Guard and Reserve, reducing the burden on all forces -- a Presidential priority. Effective utilization of the

Guard and Reserve increases the strategic capacity of the Total Force. We have authored mobilization policies which institutionalized "judicious use" as the core principle of Reserve component participation, and are the foundation of predictability (one-year mobilization and 1:5 utilization goals) for the Operational Reserve. This principle is widely supported by military members, families, and employers alike.

Another important concept emphasis in the CNGR is Continuum of Service (CoS). This phrase often appears in testimony and documents; however, there is little concrete description of what CoS actually is. CoS is an important aspect of retention that allows Service members to easily transfer from one component (Regular, Guard, Reserve or civilian) to another. The CoS program provides greater flexibility and predictability for retaining valuable skills over a lifetime of service to the nation. In the future, DoD will seek necessary legislative changes to assist in duty status reform.

CoS initiatives have had a positive impact on our Service members. The Air Force initiated an on-line CoS Tracking Tool that provides a single comprehensive information source for capturing and monitoring Total Force CoS initiatives. This tool was incorporated by the Army and is now being adapted for use throughout the Department of Defense. Based on NDAA 09 authorization, the Navy initiated a Career Intermission Pilot Program allowing a break in service from active duty to the Non-Participating Individual Ready Reserve for up to three years for personal or professional reasons. The Army and Air Force are now implementing this pilot program to retain valuable experience and training of our Service members who might otherwise be lost to permanent separation.

For Reserve components, CoS is an important force multiplier for balancing people and mission to ensure the right member to the fight.

I would note that the budget supports preparation of both units and individuals to participate in missions, across the full spectrum of military operations, in a cyclic or periodic manner that provides predictability for the Combatant Commands, the Services, Service members, their families, and civilian employers; potentially increasing the Department's overall capacity while reducing costs.

We now have a policy of notifying members 180 days prior to mobilization whenever possible. The services are also striving to provide alerts to units one year or more in advance. In addition, this subcommittee helped provide a change in statute which doubled from 90 to 180 days the period prior to mobilization in which reservists are eligible for healthcare. I believe this change will have a positive impact on individual medical readiness. As the services perfect their rotational readiness models, it will be increasingly common to notify units of upcoming missions up to two years in advance. We have streamlined the mobilization and pre-deployment training processes, and these and other changes are sustaining the Reserve components during this extensive mobilization period. In addition we are implementing a "train-mobilize-deploy" construct, as opposed the old Cold War model of "mobilize-train-deploy," this means that the RCs must be ready, manned, trained, medically prepared, and equipped when their scheduled availability comes up, and they must be funded accordingly.

Clearly, your changes in compensation and benefits that recognized the increased operational role of the Guard and Reserve, as well as the pride they take in serving their

country in these challenging times, are major factors in improving our abilities to recruit and retain a quality force.

Over the past eight years, we developed a rebalancing effort in the Active and Reserve components that initially transitioned 89,000 billets in less-stressed career fields to more heavily used specialties. From 2003 until now, we have rebalanced over 180,000 billets and working with the Services, have planned and programmed an additional 121,900 billets for rebalancing between FY 2010 and 2015. Although the amount and type of rebalancing varies by Service, key stressed capability areas include: Engineers, Civil Affairs, Intelligence, Special Operations, Military Police, Infantry, Aviation, Space and Combat Air Superiority. By 2015, we expect to have rebalanced over 302,000 billets. Rebalancing is a continuous and iterative process. The Department will continue to work closely with the Services as they review and refine their rebalancing plans to achieve the right mix of capabilities and alignment of force structure. For that reason, the QDR and the defense budget will continue the efforts the Secretary started, to rebalance the military's forces and programs to meet the current threats and to reform the way the Defense Department does business. The Under Secretary of Defense for Policy recently testified, “If the QDR has a bumper sticker it would be ‘Rebalance and Reform’.” This will greatly help reduce stress and increase support to the Active and Reserve operational force by providing a deeper bench for those skills that are in high demand. However, easing the stress on the force is more than just rebalancing, judicious use and notification.

“Rebalance and Reform” also means sustaining the readiness of our forces. One such program is the Innovative Readiness Training (IRT) Program. This program

provides mission essential training opportunities for our National Guard and Reserve sustainment units while providing a critical link between the military and underserved civilian communities. The IRT program's focus is to provide a venue for Mission Essential Task List (METL) training requirements in engineering, health care, diving, and transportation. Each year new training opportunities are presented by federal, state or local government agencies or non-profits. The IRT program's goal is to strive to ensure a varied and challenging menu of training opportunities that result in interoperability and ensure readiness training is available for our military personnel. Examples of IRT activities include, constructing rural roads and runways, small building and warehouse construction, and providing medical and dental care to Native Americans, Alaska Natives and other medically underserved communities. IRT continues to evolve to meet the challenges of DoD transformational priorities to strengthen joint war-fighting capabilities while ensuring our Nation maintains a fully capable National Guard and Reserve.

How we get there

We need a roadmap to list the waypoints, to foster dialog and change some widely held traditional beliefs. Extracting full value from our Reserve components will require a fundamental shift in the way many in DoD currently envision these forces. During the Cold War, military planning generally viewed the Guard and Reserve as essentially a "force of last resort," to be used after all possible Active component solutions have been attempted. Going forward, I believe the Services should not hesitate to use National Guard and Reserve formations as the "force of first choice" for requirements for which

they are well suited. This will require many minds to transition from “what was,” to “what is,” then “what should be.”

Predictability is perhaps one of the most important keys to tapping into the reservoir of Guard and Reserve capabilities. The process by which roles and missions are assigned to the Reserve and Guard should be characterized by a belief that these forces can, and frequently should be, the first choice for recurring or predictable missions within their capabilities, because they are and have been fully accessible. In this context, predictability encourages anticipatory planning – thinking ahead, not just in terms of the type of mission, but the timing and duration of the mission as well. Predictable missions create lead time for proper planning and training. That kind of anticipatory thinking can’t be done when the Reserve components are used as the “last option.” The other important parts of this “best advantage” equation are the assignment of challenging and relevant missions to the National Guard and Reserves, and ensuring that resources are available in order to set the conditions for their success.

Using the Reserve components on a rotational basis, especially where the cycle can be pointed toward a predictable mission, maintains their readiness and expands their availability and capability. The rotational availability models in use today --the Army Force Generation (ARFORGEN), or Air Force Expeditionary Force (AEF), etc.-- are essential to ensuring that the Guard and Reserve are trained and ready when needed.

We must also ensure that the visibility, transparency and accountability of National Guard and Reserve equipment, from planning, programming and budgeting, through acquisition and fielding, occurs at all levels. In addition, resetting the force is

absolutely essential because it integrates the transformation, reconstitution, rebalancing, modernization, and recapitalization into a common action with a focus on the contribution to the Services' roles and missions. The Commission on the National Guard and Reserves had two specific recommendations to address this challenge. The Deputy Secretary of Defense directed, and agreed to an implementation plan that we have been executing since August 2009. The Reserve component of each Military Department must be properly equipped not just to deploy, but to also sustain itself as a trained and ready force. The design of the Reserve component equipping strategy is envisioned to procure and distribute required equipment; to maintain a degree of readiness that is responsive to the Combatant Commanders' request; while sustaining capabilities to respond when called upon here at home. This strategy takes into account the Department's support to each State's Homeland Defense mission, while maximizing equipment availability throughout the force.

Our ultimate goal is for the RC to be a ready force, equipped and supported with facilities, ranges, and simulators to succeed in fulfilling their domestic and overseas missions. Our efforts include the development of strategies and processes to ensure RC equipment readiness levels are not adversely affected by losses from "stay-behind" equipment, cross-leveling, and reset policies. We are striving to ensure the RCs have the right equipment, available in the right quantities, at the right time, and at the right place to support the "Train-Mobilize-Deploy" model for an Operational Reserve. We are expanding the use of simulators that increase proficiency while at the same time reducing equipment costs and range utilization. An effective "Train-Mobilize-Deploy" force must

not encounter modern equipment for the first time after mobilization or after arriving in theater. We also support the RC in their Homeland Defense and civil support role. This is a Total Force responsibility, and one in which we are making considerable progress. Identifying and procuring critical dual use equipment (equipment that is used in both domestic and war fighting missions) is another effort that has realized tremendous dividends. As the Department embarks on a new RC equipment strategy, we are working hand-in-hand with the Services to improve the transparency of equipment from the appropriation of funding to the delivery of that equipment.

There is a direct correlation between readiness and facilities, particularly in the RC. The move from a Strategic Reserve to an Operational Reserve doesn't change the fact that we owe our Guard and Reserve member's quality facilities in which to work and train. The FY 2011 Military Construction (MILCON) program request for the Reserve components has increased, and will help alleviate some facility deficiencies. We continue to pursue joint construction opportunities as a way to combine the space and functional requirements of two or more Service components into one facility, thereby eliminating the need to build separate buildings. The benefits of doing this go far beyond cost savings by promoting cooperation, building trust, and providing opportunities for joint training.

Record levels of Guard and Reserve mobilizations over the past eight years have highlighted a critical shortfall in facility requirements, re-emphasizing the need for meticulous analysis of funding and investment in order to fill the capability gap to support rotational readiness requirements, such as transient training facilities. The Army

has developed an Operational Readiness Training Complex (ORTC) concept to provide permanent facilities in centralized locations that will improve unit cohesion, the efficient use of limited training time, and quality of life for members of the Guard and Reserves. The challenges in getting priority funding for these ORTCs have prompted us to engage with the Army in an analytical effort that documents current transient training facility status, assesses the current ORTC implementation plan, recommends changes/improvements in design, and develops a synchronized strategic communications plan in order to gain support for increased and accelerated ORTC funding in the Army budget formulation process.

We can't accomplish any of the foregoing without the support of the families and employers of our men and women. That support is critical to any endeavor the Department attempts. We have seen that where assigned missions are anticipated, planned in advance, and matched with the right supportive resources, families and employers will step up to support their Citizen Warriors. We must continue to engage and support families and employers through well planned and well resourced efforts such as: unit family readiness programs, the Yellow Ribbon Re-integration process, and the National Committee for Employer Support of Guard and Reserve.

The Yellow Ribbon Program (YRP) originates from the 2008 National Defense Authorization Act. It is a DoD-wide effort to help National Guard and Reserve Service members and their families connect with local resources before, during, and after deployments, especially during the reintegration phase that occurs months after they return home. Commanders and leaders play a critical role in assuring that Reserve

Service members and their families attend Yellow Ribbon events where they can access information on health care, education/training opportunities, financial, and legal benefits. The DoD works in conjunction with Federal partners, including the Department of Veterans Affairs and the Department of Labor, to provide up-to-date and relevant information to Service members and their loved ones. This program has met with great success and continues to fill a definite need. In fiscal year 2009 the Yellow Ribbon Program conducted the following events:

	National Guard	U.S. Army Reserve	U.S. Marine Corps Reserve	U.S. Navy Reserve	U.S. Air Force Reserve	Total
Number of Events	906	180	120	145	93	**1,444**
Service members served	54,472	11,701	2,500	18,313	4,115	**91,101**
Family members served	72,316	11,631	3,037	12,757	3,280	**103,021**

Employer Support of the Guard and Reserve (ESGR) engagement has grown significantly in recent years, ESGR's vision is, "to develop and promote a culture in which all American employers support and value the military service of their employees with ESGR as the principal advocate within DoD." The ESGR mission is "to develop and promote employer support for Guard and Reserve service by advocating relevant initiatives, recognizing outstanding support, increasing awareness of applicable laws, and resolving conflict between employers and Service members." ESGR has a footprint in all 50 States, U.S. Territories, and DC with over 4,600 volunteers assisting employers and

Service members on a daily basis. In striving to enhance employer support, ESGR relies on recognition programs, including the Service member-nominated Patriot Award and the Secretary of Defense Employer Support Freedom Award, where 15 employers are honored for their outstanding support of Guard and Reserve Service members annually. With current ongoing global operations, combat-related and humanitarian, the support of employers and families has never been more critical to our national defense. The data below shows the improving trend of the ESGR programs/activities over the last three fiscal years.

ESGR BY THE NUMBERS

	Employers Briefed	**Service members Briefed**
FY07	69,614	232,808
FY08	148,463	341,953
FY09	162,849	443,833

	USERRA Inquiries	**Cases Mediated**	**Average Mediated in Days**
FY07	13,116	1,742 = 73.4%	19.9
FY08	13,090	1,899 = 71.3%	14.2
FY09	15,870	1,982 = 80.1%	6.7

Despite all of the good work done by our National Committee for Employer Support and by the Defense Advisory Board for ESGR, I believe more must be done. Historically, our efforts in this area have been to sustain and maintain existing employment relationships. But in today's very tough job environment, some Citizen Warriors return from a deployment to find their jobs sharply curtailed or gone entirely. All of us involved in the ESGR effort are looking for ways to support job development. This will not only help our Citizen Warriors, it will help those American businesses that

are looking for the kind of high-skill, high integrity people who serve in the Reserve and National Guard.

We also have the unique opportunity to support the President's education agenda and manage two youth outreach programs in order to achieve our National Security objectives. The President's Budget request continues to support the DoD STARBASE and National Guard Youth Challenge Programs. Both programs leverage the knowledge, experience, and skills of our DoD civilian and military members to help prepare our youth to become productive and contributing citizens of our society.

The President has made the learning of science, technology, engineering, and math (STEM) a national priority. The DoD STARBASE Program supports this effort and provides elementary and middle school students with real-world applications of STEM through experiential learning, simulations, and experiments. The STARBASE Program utilizes instructional modules with high benchmarks linked to State standards. Teamwork and goal setting are also integrated into the curriculum. The FY11 budget will support over 65,000 students participating in the program from approximately 1,250 schools and 350 school districts, which includes schools from Native American communities in Mississippi, Oklahoma, and South Dakota. Since the program's inception, over 560,000 youths have attended the program, pre and post testing showed a significant improvement in student's understanding and interest in STEM, and a desire to pursue further education. Currently, there are 60 DoD STARBASE Program sites on military facilities in 34 states, the District of Columbia, and Puerto Rico.

Many of you may also be aware of the President's 2020 education goal of being first in the world in college completion, and how an important piece of work is re-engaging high school dropouts. I am working with General McKinley, Chief of the National Guard Bureau, and the State Adjutants General to provide oversight, but more importantly to support the National Guard Youth Challenge Program so that every qualified high school dropout has an opportunity to attend a program. The National Guard Youth Challenge Program is currently operating at 32 sites in 27 states and Puerto Rico, and is one of several ways the Administration is approaching the dropout crisis. The goal of the Program is to improve the education, life skills, and employment potential of America's high school dropouts. This is accomplished by providing quasi-military based training, supervised work experience and advancing the program core components. The core components include assisting participants to obtain a high school diploma or equivalent, developing leadership qualities, promoting fellowship and service to community, developing citizenship, life-coping and job skills, and improving physical fitness, health, and hygiene. Since the program's inception over 90,000 students have successfully graduated from the program, with 80% earning their high school diploma or GED. The average cost per Challenge student is approximately $16,800. The FY11 budget will support increasing annual enrollment and/or start up new programs in states that have the fiscal resources to match the cost-share funding requirements and to sustain the program's viability in states that have budget limitations. These two successful DoD youth outreach programs provide the Department an opportunity to connect with the American public and work with our nation's most valued resource – our young people.

What constitutes success

With appropriate advanced planning and proper support, Guard and Reserve forces have the potential to greatly increase the Department's capacity both traditional and emerging mission areas. The long term, recurring, and predictable nature of many of the requirements we face in the contemporary strategic environment are ideally suited for the National Guard and Reserve. Such missions include post-hostility stabilization tasks, theater security cooperation requirements, and engagement activities that are essential to dissuade or deter potential foes and build partnership capacity.

A major factor in shaping the 2010 Quadrennial Defense Review was the realization that the complexity of the current security environment and the uncertainty of future threats requires the nation to have "…a broad portfolio of military capabilities with maximum versatility across the widest possible spectrum of conflicts," as Defense Secretary Robert Gates testified on 2 February 2010.

Achieving the defense strategy articulated in the QDR requires a vibrant National Guard and Reserve, seamlessly integrated within the Total Force. If the National Guard and Reserve are utilized in a deliberately planned way, and are seamlessly integrated as members of a true Total Force, the nation will reap the benefits deserved. We must recognize:

- RC Service members volunteered to serve with the expectation that they would be judiciously used, and they do not want to return to being exclusively a "Strategic Reserve."

- The National Guard and Reserves are cost-effective. Using a force in its one year of "rotational availability" permits a five year preparation with personnel costs that are only a fraction of a force on full time active duty, and without most of the support infrastructure and sustainment costs of active duty units.
- Using the National Guard and Reserve increases Active component dwell to deployment ratio, and helps to sustain that force for future use.
- Using the National Guard and Reserve allows us to take full advantage of unique skills and capabilities resident in our Reserve components. Guardsmen and Reservists bring valuable professional, technical and managerial skills from the private sector that match well with many current and anticipated DoD requirements.
- Homeland Defense and Defense Support to Civil Authorities are Total Force responsibilities. Reserve components, particularly the National Guard, are the center of gravity for DoD Homeland Defense response operations. RC roles continue to evolve in this complex environment, but one thing is certain – the community basis of the Guard and Reserve have them already "forward deployed" in this critical AOR. They have the local knowledge necessary to succeed in times of greatest stress on local people and institutions.
- We can achieve higher utilization rates of expensive assets by increasing the use of equipment and facilities that are shared between Active and Reserve component units. In particular, increasing the Active and Reserve crew and maintainer ratios of our most modern and expensive aircraft seems to me to make good sense, and could be an immediate benefit.

- We must recruit and retain prior-service personnel – a proven capability of both the National Guard and Reserves – thereby preserving the expensive training costs invested in these personnel while they served on active duty. This is often an under-appreciated return on investment that must be taken into account when we calculate the cost and value of the Reserve components.
- When they are used correctly, there is a cumulative and positive readiness impact on Guard and Reserve forces that will pay immediate dividends if they are called to respond to an unanticipated contingency and helps the Active components also.
- As a community-based force, the Reserve and National Guard provide a unique connection to the American people that facilitates an awareness and engagement on key national security issues. This connection is essential to maintaining the nation's commitment to our armed forces.
- I ask your support of the legislative proposals that will enable the Department to accomplish many of the ideas promoted here:
    - The extension of bonuses and special pays
    - Authority to allow Service members to designate the best person to travel to Yellow Ribbon events
    - Special assignment of dual status military technicians
    - Revised structure and functions of the Reserve Forces Policy Board

We need your support of those proposals, particularly the increase in full-time support which forms an increasingly important part of the manning for the Reserve components. With more frequent unit mobilizations, the Guard and Reserves need more

non-deploying full-time positions to perform those enduring “home station” administrative, maintenance, fiscal and support functions which otherwise are disrupted if performed by a military member who must be absent for a deployment.

The 2010 QDR calls for a comprehensive review of the future role of the Reserve component, including an examination of the balance between Active and Reserve forces. Effective use of the Reserve components will act as a force multiplier, increasing the capacity and expanding the range of available capabilities; thus enhancing and preserving the All-Volunteer Force. Force multiplication is generated through lower overall personnel and operating costs, a right mix and availability of equipment, a more efficient and effective use of defense assets, and an increased sustainability of both the Active and Reserve components. The National Guard and Reserves have capability and capacity to continue if properly funded and equipped.

Conclusion

As we reinforce policies, implement strategies and continue to call upon our Reserve components, we must remember that judicious use is still the watchword. The National Guard and Reserve continue to be a mission-ready critical element of our National Security Strategy. Because our Reserve components will be asked to continue in their role as an operational force, we must ensure a Total Force Policy exists that supports employment of the Reserve components in both an operational and strategic role. Working together, we can ensure that the Reserve components are trained, ready and continue to perform to the level of excellence that they have repeatedly

demonstrated. Thank you very much for this opportunity to testify on behalf of our Guard and Reserve.