

**NOT FOR PUBLICATION UNTIL RELEASED BY
THE COMMISSION ON THE NATIONAL GUARD AND RESERVES**

**STATEMENT OF
LIEUTENANT GENERAL RONALD S. COLEMAN
UNITED STATES MARINE CORPS
DEPUTY COMMANDANT, MANPOWER AND RESERVE AFFAIRS
BEFORE THE
COMMISSION ON THE NATIONAL GUARD AND RESERVES
ON
21 JUNE 2007**

**NOT FOR PUBLICATION UNTIL RELEASED BY
THE COMMISSION ON THE NATIONAL GUARD AND RESERVES**



Lieutenant General Ronald S. Coleman

Deputy Commandant for Manpower and Reserve Affairs



Lieutenant General Ronald S. Coleman is the Deputy Commandant for Manpower and Reserve Affairs.

General Coleman joined the Navy in April 1968 and was discharged upon his return from Danang, Republic of Vietnam in June 1970. Upon graduation from Cheyney State University in 1973, he was commissioned a Second Lieutenant in December 1974. Following the Basic School in 1975, he reported to Camp Lejeune with 2d Marine Regiment and served as the Regimental Supply Officer, Platoon Commander, and S-4A.

In November 1977, he transferred to 3d Force Service Support Group, Okinawa, Japan, and deployed with Landing Support Unit Foxtrot.

In November 1978, he reported to Officer Candidate School and served as the S-4, Supply Officer, Candidate Platoon Commander and Director, Non-Commissioned Officer School. He attended Amphibious Warfare School during the 1981-82 academic year and was then transferred to HQMC Officer Assignment Branch, and served as a company grade monitor and Administrative Assistant to the Director, Personnel Management Division. In August 1985, Major Coleman was assigned as an Instructor at Amphibious Warfare School. In 1987, he attended the Marine Corps Command and Staff College.

In 1988, he returned to Okinawa and served as the Operations Officer, 3d Landing Support Battalion; Executive Officer, 3d Maintenance Battalion; and Commanding Officer, Combat Service Support Detachment 35, Contingency Marine Air Group Task Force 4-90.

In June 1991, he reported to HQMC and served as the Logistics Project Officer and Head, Maintenance Policy Section, Installations and Logistics Branch. He was promoted to Lieutenant Colonel in May 1992.

In June 1993, he assumed duty as Commanding Officer, 2d Maintenance Battalion, 2d Force Service Support Group, and in December 1994, was reassigned as the Group Deputy Operations Officer. In August 1995, he reported to the Industrial College of the Armed Forces, National Defense University.

In 1996, he reported to the Pentagon in the Logistics Directorate J-4, as Deputy Division Chief, Logistic Readiness Center.

He was promoted to colonel in July 1997 and returned to Camp Lejeune in 1998 for duty with the 2d Marine Division as the Assistant Chief of Staff, G-4. In April 1999, he deployed to the Balkan Region and served as J-4, Joint Task Force Shining Hope. He assumed command of 2d Supply Battalion in July 1999. In June 2001 he reported to HQMC as the Assistant Deputy Commandant Installations and Logistics (Facilities) and was promoted to brigadier general in November 2002.

General Coleman reported to 2d Force Service Support Group in June of 2003 and deployed in support of Operation Iraqi Freedom as Commanding General Special Purpose MAGTF until November 2003. He deployed again from February 2004 until June 2004 as Commanding General, Combined Joint Task

Force Haiti, in support of Operation Secure Democracy.

General Coleman was assigned as the Director, Personnel Management Division on 1 July 2005 and was frocked to Major General in May 2006.

On 29 September 2006, General Coleman was assigned to his current position and appointed to the rank of Lieutenant General.

Major General Punaro, Secretary Ball and other distinguished members of the committee, thank you for giving me the opportunity to speak with you on the status of the Marine Corps Reserve manpower and personnel within the Total Force Marine Corps.

INTRODUCTION

As the Deputy Commandant of the Marine Corps for Manpower and Reserve Affairs, I am charged with day-to-day Service-level leadership and management of arguably the most integrated Department within Headquarters, U. S. Marine Corps. As one of the five Divisions within Manpower and Reserve Affairs Department, Reserve Affairs Division is an equal partner in the Total Force development and management of our Marine Corps manpower and personnel programs, policies and systems. Moreover, Reserve Affairs Division is my primary conduit into our senior Reserve Headquarters, Marine Forces Reserve (MARFORRES), on all things pertaining to manpower and personnel.

The Marine Corps continues to answer the call because of our individual Marines and the support they receive from their families, the Nation, and Congress. The individual Marine is the most effective weapon system in our arsenal. Our ranks are comprised of intelligent men and women representing a cross-section of our society and this is amplified even greater within our Marine Corps Reserve by their geographical dispersion across the Country. Our Marines must think critically and stay one step ahead of the enemy despite an uncertain operating environment; their lives and the lives of their fellow Marines depend upon it. Accordingly, our manpower and personnel plans must support the accession and retention of this vital resource. The current manpower fight is difficult and competitive as we strive to maintain our authorized Reserve end strength of 39,600 Selected Reserve Marines; however, morale and commitment remain high.

Marines join the Corps to “fight and win battles” and we are giving them the opportunity to do that.

CONTINUUM OF SERVICE

In the pursuit of a “true continuum of service,” the Marine Corps continues to work closely within the Department of Defense. We recognize that an individual’s service may range across a wide spectrum of the Total Force and that one’s capacity to serve may change several times throughout a career. We hold that the profession of arms is a demanding calling. The decisions our Marines make as they transition across the continuum should be supported by fair, balanced and understandable policies to help them manage their expectation of service in either the Active or Reserve Components. Moreover, we view the continuum of service as a Total Force issue that must also recognize the unique character and philosophy of each Service.

Additionally, one of the key factors for a continuum of service from the Marine Corps perspective is a fully integrated pay and personnel system for the Regular and Reserve Components. The Marine Corps has had this ability for some time with our Marine Corps Total Force System (MCTFS). MCTFS is one of our Service “crown jewels” and greatly enhances the integration of the Total Force Marine Corps by enabling Marines (Active and Reserve) to seamlessly transition from one duty status to the next without loss of pay or record of service.

DUTY STATUS CATEGORIES

The Marine Corps continues to support efforts to streamline Reserve pay, status, and benefits in close coordination with both the Office of the Secretary of Defense and the other services. The preponderance of current statute and policy has been developed in specific Active and/or Reserve Component “lanes” rather than in an integrated Total Force manner. The task to integrate these policies will be difficult, but necessary to better facilitate reduction and

streamlining of the various duty statuses. The recent efforts to integrate Reserve incentives legislation into active duty statutes is a good example of the integration effort required. From strictly a Marine Corps point of view, our previously mentioned integrated pay and personnel system (MCTFS) greatly enhances our ability to shift from duty status to duty status, but a simpler streamlined total force policy would mitigate the potential for error and confusion.

FULL TIME SUPPORT OF THE MARINE CORPS RESERVE

The Marine Corps first established its integrated full-time support to the Marine Corps Reserve in 1936. More commonly referred to as the Inspector-Instructor (I-I) Program, the Marine Corps has been committed for these 71 years to investment in the integration of our Active and Reserve components into Total Force Marine Corps. There are approximately 3,500 Active Component and 2,261 Active Reserve (AR) Marines (officer and enlisted) assigned to duty in support of the Marine Corps Reserve. These active duty Marines (both AC and AR) fill billets within Marine Forces Reserve as well as selective billets within our operating forces, supporting establishment, and Headquarters, U.S. Marine Corps; they provide essential support to the Total Force Marine Corps. Additionally, we have approximately 170 active duty (AC and RC) Navy officer and enlisted personnel assigned to provide full-time support to our Reserve.

Through the I-I Program, active duty Marines are assigned and integrated into Reserve units to ensure that Reserve Component units have the benefit of coordinated and up-to-date professional training. These Marines, dependent upon grade and Military Occupational Specialty (MOS), are assigned following a tour in the Marine Corps operating forces to ensure that they are current within their respective field of expertise. Moreover, all of our Active Component billets calling for a Lieutenant Colonel at one of our units are command screened

through the Active Component Command Screening Board, in order to ensure our best leaders are assigned duty with the Reserve.

The bottom line is that the Marine Corps views our integrated support to the Reserve Component as a critical component of Total Force Marine Corps success. It is our belief that our policy meets the spirit and intent of the Total Force policy established in 1973. It integrates the capabilities and strengths of the Active and Reserve forces in a cost-effective manner while building mutual familiarity and respect across the force.

JOINT PROFESSIONAL MILITARY EDUCATION (JPME)

The Marine Corps has been an active participant in the OSD/Joint Staff led working group comprised of representatives from the Services, their Reserve components, Joint Staff J-1 and J-7, U.S. Joint Forces Command, Office of the Assistant Secretary of Defense for Reserve Affairs, Office of the Deputy Undersecretary of Defense for Readiness, and the National Guard Bureau. A result of this working group is a new Joint Qualification System (JQS) Implementation Plan, approved by Congress for implementation 1 October 2007.

The JQS advances the concept of career-long accumulation of joint experiences, education, and training as advocated in DoD's Strategic Plan for Joint Officer Management (JOM) and Joint Professional Military Education (JPME). The JQS, is a "Total Force" system open to both Active Component and Reserve Component officers. It provides a path for attaining joint qualification through either a traditional joint assignment or by accumulating an equivalent level of joint experience, education, and training over the course of a career. It introduces a point accrual formula which takes into account the environment and intensity of the experience. The common requirement is that the appropriate level of JPME/JPME II/AJPME must be completed in order to achieve joint qualification. Governing policies will be updated in

a DoD Instruction; procedures will be incorporated in a Chairman of the Joint Chiefs of Staff Instruction (CJCSI), both currently being drafted. Concurrently, we are working on our internal service-specific policies, to include cultivating reserve opportunities and procedures for future joint education and service. We will publish our policy and procedures in accordance with those higher directives and instructions.

TOTAL FORCE RECRUITING AND RETENTION

For the Reserve Component, the Marine Corps achieved its Fiscal Year 2006 reserve enlisted recruiting goals with the accession of 5,880 non-prior service Marines and 3,165 prior service Marines. As of 1 June 2007, we have accessed 3,172 non-prior service and 2,701 prior service Marines, which reflects 50 percent and 77 percent of our annual mission, respectively. We expect to meet our Reserve recruiting goals again this year. Officer recruiting and retention for our Selected Marine Corps Reserve units is traditionally our greatest challenge, and remains the same this year. At the beginning of FY07, the Marine Corps implemented two new Reserve officer commissioning programs and modified an existing program in order to increase the numbers of junior company grade officers within Marine Forces Reserve units. In one program alone (Officer Candidate Course – Reserve), we have tripled the total amount of lieutenants we have accessed into the Reserve this year (24) vice the seven we commissioned in FY06. We anticipate potentially commissioning another 6 by the end of this summer.

Under these programs, individuals will attend Officer Candidates School, The Basic School, and a Military Occupational Specialty school before returning to their Reserve unit. Additionally, we have programmed funding to support an additional year of active service, if desired by the individual, in order to enhance their recent training and further develop their leadership skills. When coupled with the continued selected reserve officer affiliation bonus

provided in the Fiscal Year 2007 National Defense Authorization Act, we believe we will have established a baseline program to retain officers transitioning from active duty and attract qualified officer applicants into the reserve ranks.

The criticality of the Marine Corps Reserve junior officer shortfall has been recognized and we are actively engaged in officer accessions and complimentary initiatives to overcome this historical shortage.

Concerning our Reserve force retention, the Marine Corps satisfied our manpower requirements by retaining 80 percent in Fiscal Year 2006 - the fifth consecutive year above our pre-9/11 historic norm of 70.7 percent. For the current year, Reserve officer retention has thus far remained above historical norms. Enlisted Reserve retention is currently lower than has been seen in the last 2 years, and is being monitored very closely. It is important to note that higher planned retention in the Active Component in support of our end strength increase to 202K will reduce the number of personnel transitioning into the Selected Marine Corps Reserve.

Additionally, the Marine Corps anticipates greater numbers of Marines from the Reserve Component to volunteer for full-time active duty with the Active Component throughout FY07, as Reserve Component Marines take advantage of new incentives aimed at encouraging Marines to return to active duty. In order to avoid the potential of recruitment conflict with the Active Component, we are emphasizing the retention of our Selected Marine Corps Reserve Marines rather than seeing them move into the Individual Ready Reserve once they have fulfilled their initial period of contracted service.

To address the potential impact of the Active Component end strength increase and high retention, the Marine Corps Reserve is aggressively pursuing options to increase retention in Selected Marine Corps Reserve units to include increasing the number and dollar amount of

reenlistment incentives focused on units identified for future deployment in our Long War Force Generation Model. In order to accomplish this we are developing and expanding several incentive programs for enlisted Marines to stay in the Selected Marine Corps Reserve. To this end we would ask for this Commission's support in our efforts to ensure incentives provided by Congress are offered uniformly across DoD. We currently find there are some incentives that are available to one service and not the others. Given the current environment related to recruiting and retention we believe this provides a potentially unbalanced "playing field."

BENEFITS AND COMPENSATION

All Marines have benefited from the recent changes in benefits and compensation. We were at the forefront in working with DoD on addressing inequities within the Basic Allowance for Housing (BAH) regulations in regards to Active and Reserve Marines.

Healthcare remains an essential part of mobilization readiness for our reserve component. The assistance provided by Congress in this area since 9/11 has been invaluable to reserve Marines and their families who are making significant adjustments in lifestyle to effect successful mobilizations. The continuing healthcare benefits Congress authorized this fiscal year will do a great deal to ensure our Selected Marine Corps Reserve members, and their families, have access to affordable healthcare. Increased flexibility and portability of healthcare for these families assists in alleviating one of the most burdensome challenges facing families of deploying reserve Marines.

The vast majority of our personnel budget is spent on entitlements, including compensation. Compensation is a double-edged sword in that it is a principal factor for Marines both when they decide to reenlist and when they decide not to reenlist and, more recently, on whether they decide to stay a Marine or transfer to another Service. Private sector competition

will always seek to capitalize on the military training and education provided to our Marines – Marines are a highly desirable labor resource for private sector organizations. We look forward to the product of the thorough analysis being conducted by Quadrennial Review of Military Compensation review of the Defense Advisory Committee on Military Compensation recommendations.

EMPLOYER SUPPORT

The Marine Corps Reserve is an integral part of the total force Marine Corps and provides highly trained, mission-ready Marines to serve side-by-side with the active component counterparts in operations throughout the globe to meet common training, equipment, and readiness criteria.

Due to the performance and success of our Reserve Marines in these operations, we can be sure that they will continue to be needed and engaged in the future. To assure we can meet future challenges, we must retain good Marines and recruit the same. One of the most effective means of improving recruiting and retention is to increase civilian employer support of our Marines. Our Marines' civilian employers are "patriot partners" in the Global War on Terrorism and their assistance is key to accomplishing our mission.

The Marine Corps Reserve is a community-based force that requires development and maintenance of external relationships with "community influencers" that help sustain our Marines as citizens. Networking with all available community resources is a primary tenant to success. Civilian employers are the prime targets of this networking effort because of our "shared workforce." We must gain and maintain positive relationships with our civilian employers in order to obtain tangible employer commitment to Marine-employee military service. "Pinnacle Advance" is an initiative designed to facilitate the interaction and

communication between civilian employers and their Marines to better inform employers and Marines of their rights, benefits, and obligations. It seeks to establish and maintain a relationship with employers, to garner the support of employers of our Marine-citizens, and to ensure mobilization requirements are met without undue hardship on Marines, their families and employers.

As we continue to posture the Marine Corps Reserve components as an integral part of our Total Force structure, we are very much concerned with the perceived and real issues of supporting our Reserve Marines in their ever-increasing role. We are especially aware of the impact on smaller employers. We respect the contributions of major employers who have signed on as Five Star employers with the Employer Support of Guard and Reserves (ESGR) organization and have shown their commitment in other programs but we know that it is a different challenge that is faced by the small employer. The ESGR will continue to play a critical role in minimizing friction and mitigating the impact of a Reserve Marine's activation. We most sincerely appreciate the work that ESGR accomplishes on behalf of our Marines.

FAMILY SUPPORT

Family support and readiness is an essential component of mission readiness. As with everything we do, we provide for Total Force family support needs. In this regard, we use the same organizational structure and deliver the same programs to Active Duty and Reserve units. Our organizational structure is Marine Corps Community Services (MCCS). MCCS has been specifically established to provide for Total Force requirements and in this capacity uses program delivery mechanisms that support a mobile force.

Our Marine Corps Family Team Building Programs, in particular the Key Volunteer Network (KVN) and Lifestyle Insights, Networking, Knowledge and Skills (L.I.N.K.S.)

elements, have been adapted to the deployment support needs of families. The KVN supports the spouses of deployed Marines by providing official communication from each deployed Command about the welfare of the unit and their Marine. To help Marine spouses adapt to the separation and deployment aspects of the military lifestyle and understand Marine Corps history, tradition, and language, L.I.N.K.S. provides valuable training and critical mentoring of new spouses. For those who cannot attend a L.I.N.K.S. class in person, on-line training is offered. Specifically for our Reserve families, KVN and L.I.N.K.S. training guides have been updated to more appropriately address their remote access requirements.

Marine and Family Services Programs, which provide social services through prevention and intervention, are available at all Marine Corps Installations and also serve Independent Duty and Reserve units within their catchment area. It is the Installation Commander's responsibility to establish communications and coordinate delivery of services within the 100-mile radius surrounding the installation. Programs are encouraged, arranged, and conducted not only to benefit Inspector/Instructor staffs and Reservists, but also to promote interest and participation of their families. State of the art information and referral services are the cornerstone of Marine and Family Services programs. Extended support is offered through Military OneSource, a key resource for Reserve families. With Military OneSource - an anytime, anywhere resource - Reserve families have ready access to resources and counseling services such as parenting, child care, deployment coping skills, health and wellness, financial information, and education materials.

To prepare our Marines and their families for activation/mobilization, Marine Forces Reserve developed an interactive approach to providing numerous resources and services (i.e., family-related publications, on-line volunteer training opportunities, and a family

readiness/mobilization support toll-free number). Additionally, support is provided at unit Family Days and through deployment-phase specific briefs. To address catastrophic requirements, the Managed Health Network (an OSD-contracted support resource) provides surge augmentation counselors for our base counseling centers and primary support at sites around the country.

As for the child care needs of our Reservists, we have entered into important partnerships and participate in initiatives to ensure they have access to affordable, quality care. Examples include: Military Child Care in Your Neighborhood, which helps families locate, select, and pay reduced fees for high-quality child care in civilian communities where they live; Operation Military Child Care, which assists families of Reservists activated or deployed with child care fee assistance; and Mission Youth Outreach, a partnership with the Boys and Girls Clubs of America that expands youth development programs and services to school-age family members of Marines in isolated and geographically separated areas.

We will continue to lean forward to ensure our family support programs are on an appropriate wartime footing to suit the needs of our Marines and their dependents.

MARINE FOR LIFE/WOUNDED WARRIOR REGIMENT

The Marine For Life (M4L) Program, established under former Commandant General Hagee, has two basic functions: transition assistance to separating Marines; and non-medical case management for our wounded, ill and injured. M4L currently has over 100 Reserve Component Marines known as Hometown links (HTLs) geographically scattered throughout the United States serving as links between separating Marines and the civilian community. Their main purpose is to facilitate Marines leaving active duty in finding employment within the private sector. A recent Lean Six Sigma study commissioned by HQMC, determined that during

2004 and 2005, the Marine Corps saved 10.6 million dollars in unemployment insurance payments to separating service members. In addition to representing a significant return on investment, the M4L program has had a significant impact in returning Marines to productive civilian employment. The HTLs also serve the secondary function of providing non-medical case management to wounded Marines. Should the need arise, HTLs are activated and dispatched to provide on the scene assistance to Marines and their families anywhere in the United States. In this capacity, they serve as links between individual Marines and the support available through the Wounded Warrior Regiment (WWR) and Manpower and Reserve Affairs.

The current Commandant of the Marine Corps, General Conway, directed the establishment of the WWR in his Commandant's Planning Guidance in October 2006. Transition support and non-medical case management for injured Marines previously under M4L now resides with the WWR.

The bulk of the WWR organization is Reserve Component Marines who work closely with their Active Component Marines to form a unit that is a model of Total Force Integration within DoD.

To assist our injured Marines, the WWR has established a close relationship with MARFORRES to leverage the capability of Reserve units/Inspector-Instructors located throughout the country. This increases support to our wounded, ill and injured Marines located away from military facilities. This non-medical support is critical to the administrative, logistical, and leadership of our Marines. The WWR and M4L live their ethos everyday: "Taking care of our Marines".

CONCLUSION

The long-term success and sustainability of our Reserve Forces is directly related to our ability to prepare and employ our forces in ways that best manage limited assets while meeting the expectations and needs of individual Marines and their families. In an effort to ensure a well-balanced total force and address any potential challenges that may arise, we are constantly monitoring current processes and policies, as well as implementing adjustments to the structure and support of our reserve forces. Through the remainder of Fiscal Year 2007, and into Fiscal Year 2008, our Nation will remain challenged on many fronts as we prosecute the Global War on Terrorism. Services will be required to meet commitments, both at home and abroad. Marines, sailors, airmen, and soldiers are the heart of our Services – they are our most precious assets – and we must continue to attract and retain the best and brightest into our ranks. Transformation will require that we blend together the “right” people and the “right” equipment as we design our “ideal” force. Personnel costs are a major portion of the DoD and service budgets, and our challenge is to effectively and properly balance personnel, readiness, and modernization costs to provide mission capable forces. We are involved in numerous studies regarding human resources strategy to support our military, which requires that we balance the uniqueness of the individual services. In some cases a one-size fits all approach may be best, in others flexibility to support service unique requirements may be paramount. Regardless, we look forward to working with the Congress and this Commission to maintain readiness and take care of your Marines. I most sincerely appreciate the opportunity to appear before you, and thank you for the work you are doing for the Marine Corps and the other services.

Thank you and Semper Fi!