

**NOT FOR PUBLICATION  
UNTIL RELEASED BY THE  
HOUSE SUBCOMMITTEE ON  
NATIONAL SECURITY,  
EMERGING THREATS, AND  
INTERNATIONAL RELATIONS**

**STATEMENT OF  
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BEFORE THE  
COMMITTEE ON GOVERNMENT REFORM  
HOUSE SUBCOMMITTEE ON NATIONAL SECURITY, EMERGING THREATS,  
AND INTERNATIONAL RELATIONS  
CONCERNING  
COMBATING TERRORISM: TRAINING AND EQUIPPING  
RESERVE COMPONENT FORCES  
ON  
MAY 11, 2004**

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## **Introduction**

Chairman Shays, distinguished Members of the Subcommittee, I am here today to report to you on the Marine Corps' initiatives to apply lessons learned from Operations ENDURING FREEDOM (OEF), IRAQI FREEDOM (OIF), and SECURE TOMORROW (OST) in the development of improved training; tactics, techniques, and procedures (TTPs); and equipment, for both Active and Reserve forces. The Marine Corps is a Total Force organization, and I hope to impress upon you that all Marines, Active and Reserve, receive the same training and equipment when deployed in support of the Global War on Terrorism (GWOT) or any other contingency. For example, Marine Corps Reserve units are participating in all aspects of Operation IRAQI FREEDOM, providing air, ground, and combat service support as well as a large number of individual augmentees to Marine and joint staffs.

During the peak of operation ENDURING FREEDOM and Operation IRAQI FREEDOM, the Marine Corps had 21, 316 Reserve Marines on Active duty. Our Reserve force proved once again that it was ready, willing, and able to accomplish its primary mission of augmenting and reinforcing the active component by seamlessly integrating into I Marine Expeditionary Force and other organizations.

The Marine Corps' Expeditionary Force Combat Assessment Team (EFCAT), currently deployed to Afghanistan, Iraq, and Haiti continues to identify a wide variety of issues regarding training, equipment, and organizational processes that affect current, and possibly, future operations. These observations and lessons are being documented and shared with Headquarters Marine Corps, Training and Education Command, Marine Corps Systems Command, the operating forces, the supporting establishment, and the Marine-Air-Ground-Task-Force (MAGTF) Advocates who are responsible for integrating them into the Marine Corps'

Expeditionary Force Development System. These emerging lessons are proactively disseminated to deployed and deploying units. The goal is to train and equip Marine forces capable of accomplishing their assigned missions while protecting the force against traditional and emerging threats.

As combat assessment and data collection continues, adjustments to TTPs are documented and distributed through a secure web site available to units in theater and in the United States. Active and Reserve forces preparing to deploy monitor this information source for training initiatives, TTPs, and lessons learned. Ongoing assessments by the EFCAT include:

- Improvised Explosive Device (IED) and convoy TTPs
- Vehicle hardening options, effectiveness, and suitability
- Process for requesting improved equipment and training
- Relief-in-place and turnover-of-authority (RIP/TOA) procedures
- Performance of Aircraft Survivability Equipment
- Political/Military issues and empowerment of Iraqi institutions
- Developing a cadre of qualified trainers for Iraqi agencies

My command, the Marine Corps Combat Development Command, based in Quantico, Virginia, continues collaboration with the other Services and Joint Forces Command to collect and implement recommended Doctrine, Organization, Training, Materiel, Leadership, Personnel and Facilities improvements in the face of ongoing threats to forces in Iraq, Afghanistan, and Haiti. Improving force protection is an ongoing priority and we have therefore focused much of our force protection efforts on improved training. In addition to improvements in the pre-deployment training of Active and Reserve forces, the Marine Corps' Training and Education Command continues to analyze EFCAT lessons to identify areas of improvement in the Entry

Level Training pipeline and the Marine Corps Common Skills program. The Entry Level Training pipeline includes Officer Candidate School and The Basic School for developing junior officers and the Marine Corps Recruit Depots and Schools of Infantry for developing our young enlisted Marines. The Marine Corps Common Skills program is a system of Individual Training Standards directives that provide progressive, building-block skills expected of all Marines. Recent changes to the Marine Corps Common Skills program, initiated in response to OEF and OIF lessons, resulted in curriculum improvements at our Entry Level Training schools. Training and Education Command's analysis of OEF and OIF lessons validated the Marine Corps' philosophy that every Marine is a Rifleman. Overall, non-infantry Marines' basic rifleman and marksmanship skills are sufficient to allow them to perform their primary mission while contributing to the overall force protection mission. Areas for improvement include weapons handling, communications, and crew-served weapons training. Surveys completed by OIF Marines stated a requirement for more training in Military Operations in Urban Terrain and convoy operations at both The Basic School and the School of Infantry. This feedback resulted in modifications and enhancements to both school's curricula. The Schools of Infantry have included periods of instruction on Improvised Explosive Devices (IEDs) and Vehicular Ambushes. The Basic School has modified the student's "war" from the traditional offense/defense using a symmetrical battlefield to a much more intensive Stability and Support Operations (SASO) environment that encompasses urban patrolling, civil disturbance, convoy operations, and vehicle checkpoints/entry control points.

During March 2004, the greatest threat faced by U.S. Marines returning to Iraq was from IEDs to include Vehicle Borne IEDs (VBIED) and Remote/Radio Controlled IEDs (RCIED). During convoy operations, vehicles lacking armor protection are particularly vulnerable. One

enemy tactic is to trap vehicles in a kill zone for ambush through emplacement of obstacles (i.e. IEDs, disabled civilian vehicles, debris). This attack is more prevalent in Iraq where the deposition of large amounts of debris along roadways conceals IEDs. Vehicle hardening has mitigated the effects of some types of IEDs and improved the survivability of personnel riding in trucks and HMMWVs.

In Afghanistan, civilians salvage roadside items, except those located in unsafe areas such as in minefields. This, and the rural area of operations, leads to the tactic of burying IEDs, much like land mines. Tactics such as “triple-stacking” of anti-tank mines are being employed to enhance lethality. IEDs are often employed in both theaters to initiate ambushes and establish a kill zone reinforced by supporting small arms or Rocket Propelled Grenade (RPG) fire. In Iraq, there is the constant threat of suicide bombers employing IEDs against hardened coalition facilities, indigenous security forces, and civilian facilities. These are predominantly VBIEDs. Overall, suicide attacks against hardened facilities have had marginal success; however, the rare success sometimes produces significant casualties. In Iraq, this tactic is being more effectively employed against soft targets to include Iraqi security posts and civilian Non Governmental Organization facilities.

Since offensive operations began in Ramadi and Fallujah, over 75% of Marine combat deaths have been due to direct fire, with the rest being roughly split between IEDs and indirect fire. The Marine Corps is relentlessly pursuing improved TTPs and countermeasures to overcome and mitigate enemy tactics. Examples of pre-deployment training adapted to reduce casualties from direct fire weapons, indirect fire weapons, and IEDs include:

-Urban Combined Arms Exercise (UCAX): The Tactical Training Exercise Control Group (TTECG), located at the MAGTF Training Command, Twentynine Palms, CA, has adapted the

CAX training goals to emphasize lessons learned from OIF. Coordination continues with the operating forces and the lessons learned of the Army have also been incorporated.

-Basic Urban Skills Training (BUST): Between January and March 2004, six reinforced infantry battalions were trained in Stability and Support Operations (SASO 1-04) for a total of nearly 10,000 personnel. Currently underway is another round of BUST (SASO 2-04) training that will result in an additional 10,000 trained Marines and Sailors.

-Exercise DESERT TALON: Marine Aviation Weapons and Tactics Squadron One (MAWTS-1) training for aviation elements deploying in support of OIF focused on the training of Forward Air Controllers (FACs), convoy operations, and casualty evacuation in urban and desert environments. Over 1,100 Marines and Sailors were trained and 760 sorties were flown thus far in this recurring exercise.

Detection is a significant element in countering the effects of IEDs against our forces, and intelligence is a contributing element of detection. Our overall IED detection capability needs improvement. Additional human intelligence collectors and analysts experienced in techniques of link analysis, pattern analysis, and competitive hypothesis analysis are needed, particularly in Iraq, to mitigate the IED threat. These techniques would help explain relationships between individuals and insurgent groups, enemy capabilities, and intentions. Also, fielding analytical software such as “analyst toolbox” and biometric analysis tool (BAT) will improve our detection capability. Training of drivers, convoy leaders, and individual Marines to detect signs of IEDs is an effective means of avoiding threats where possible. Through a combination of extensive training prior to deployment and significant experience gained on the ground, Marines have become skilled at finding IEDs before detonation. By constantly updating our TTPs, we are finding more IEDs and forcing the enemy to repeatedly

change tactics. Through our aggressive offensive action, emplacement of hard-wired IEDs has become more risky for the enemy, so remote detonation of IEDs has increased. As Radio Frequency jamming and neutralizing technologies in theater increase, the enemy will be forced back to hard-wiring IEDs with a greater chance of being captured or killed. Other areas where we are seeing success in countering enemy IED tactics include:

- The Marine Corps is providing improved local customs and language skills training for Marines in order to develop better information from civilians.

- The Marine Corps is using secure databases to track and assess IED events and is coordinating all activities with the Army IED Task Force.

- The Army has requested designation as the DoD Executive Agent for IEDs. This will focus the efforts of over 130 separate counter-IED organizations that do not currently fall within a single DoD organizational construct.

- The Army IED Task Force focuses on counter IED TTPs and compiles and disseminates “Blue” counter-IED TTPs and corresponding “Red” TTPs through their cell at the Center For Army Lessons Learned. This TF maintains an extensive classified website of TTPs and has recently produced an IED training module CD and IED Smart Cards. The training module CDs have been made available to I MEF and over 50,000 IED Smart Cards are headed to I MEF.

- The Army IED TF and USMC IED Working Group are working with industry to ensure our needs are known and the most mature technologies are being evaluated and developed for deployment.

Additional systems being developed to mitigate the threat of IEDs include: explosive detection devices; electromagnetic jamming; remote detonation of Radio Frequency and electrical IED triggers; and the continued hardening of trucks and HMMWVs.

As Marine forces develop new training programs, TTPs, and equipment, enemy forces adapt. Enemy tactics have become increasingly sophisticated and complex. US forces are continuing to adapt by exploiting some of the inherent vulnerabilities created as the insurgents move to larger attacks requiring massing of forces and more complicated coordination.

Additionally, we continue to insert technology to meet the needs and requests of our Marines in theater, giving them enhanced combat capabilities. In addition to training at home station on new equipment, we have sent, and will continue to send, mobile training teams to Iraq to provide instruction on new technologies. Examples of new technologies include the Dragon Eye Unmanned Aerial Vehicle, Gladiator Tactical Unmanned Ground Vehicle, and the Dragon Runner Unmanned Ground Vehicle. These systems are designed to improve the ground commander's situational awareness while reducing the exposure of friendly forces to enemy direct fire weapons. We are also fielding enhanced communication equipment such as the Personal Role Radio and Multiband Inter/Intra Team Radio to deployed units. Also, the Advanced Combat Optical Gunsight has been fielded to all infantry Marines, improving their ability to identify and engage enemy targets. At the request of I Marine Expeditionary Force, we will test an over-the-horizon communication and position location system called the Expeditionary Tactical Communication System. This capability will improve the commander's ability to command and control his forces.

A critical requirement in the preparation of Marine forces for deployment is ensuring Reserve forces receive the same training and equipment as the Active forces with whom they will serve. As I stated in my opening, the Marine Corps is a Total Force organization and the Active and Reserve Tables of Organization (T/O-personnel) and Tables of Equipment (T/E-equipment) are identical for like units. The Training Allowance (T/A) of Reserve units provides

the equipment required to support monthly and Annual Training requirements. Upon reserve unit mobilization, the T/E vs T/A delta is primarily the responsibility of the Gaining Force Command for sourcing. In the case of OIF, the Gaining Force Command is I MEF, and all Reserve units have received their T/E allowance. However, units earmarked for deployment are responsible for identifying any equipment shortfalls to the Gaining Force Command. Active and Reserve units identify specific OEF/OIF requirements through the urgent Universal Need Statement (UNS) process. The urgent UNS process has provided all deploying forces with a proportionate amount of equipment beyond their T/E allowance. Also, National Guard & Reserve Equipment Appropriation funding was made available in October 2003, to fund communication assets distributed to Selected Marine Corps Reserve units prior to deployment. The ability of the Marine Corps Reserve to rapidly mobilize and integrate into the active component in response to the Marine Corps' operational requirements is a tribute to the dedication, professionalism, and warrior spirit of every member of the Marine team, both Active and Reserve.

The EFCAT has documented many lessons in support of preparing Reserve Marines for activation and deployment. In response to OEF/OIF lessons, the Marine Corps provided comprehensive pre-deployment training to Reserve personnel to ensure they are mission capable. In most cases, Reserve units were mobilized 30-45 days prior to deployment to afford them the opportunity to complete critical training. Reserve Marines returning from deployment are in turn training the units and Marines in subsequent rotations. The Gaining Force Command and Marine Forces Reserve push threat information via websites, message traffic, and mobile assistance teams to the deploying Reserve units and their personnel.

Reserve Unit Training: Subordinate commands at MCCDC, such as the Marine Corps Warfighting Laboratory, have sent representatives to Iraq to ensure that the training provided to deploying units, both Active and Reserve, reflects the most recent lessons learned by our forces currently on the ground. The Lab deployed the Marine Corps' Officer-in-Charge of Stability and Support Operations (SASO) training, which we are providing to battalions deploying to Iraq, to validate the training program and incorporate the lessons into the next training iteration. Two Reserve battalions; 2nd Battalion, 24th Marines, and 3rd Battalion, 24th Marines underwent SASO training in the early spring 2004, at March Air Reserve Base in Riverside, California. Two more Reserve battalions; 2nd Battalion, 24th Marines, and 1st Battalion, 23d Marines are scheduled to attend this training in June and July 2004. The training received by Active and Reserve units in SASO is exactly the same, and we have made Herculean efforts to ensure that the latest lessons are incorporated into preparing all Marines for deployment. In addition to their development of SASO training plans, the Marine Corps Warfighting Laboratory also publishes "X-files," which quickly disseminate proven TTPs from experimentation and assessments. These "X-files" are available to all Marine components and other services via website.

Reserve Individual Training: In order to ensure sustainability of operations, we are watching our deploying units to ensure that Marines who have previously deployed in support of GWOT are provided a reasonable break from deployment. We initially attempt to fill shortfalls in deploying units by "cross-leveling," that is by filling vacancies with Marines of similar skills from non-deploying or non-scheduled units. When "cross-leveling" does not provide sufficient manpower, we contact appropriately skilled Individual Ready Reserve (IRR) Marines to fill the personnel gaps. Thus far, we have managed to meet the preponderance of our Reserve unit personnel requirements with unit personnel and IRR volunteers; however, at the current pace of

operations, volunteers will eventually not be sufficient to meet the demands. We are initiating programs to retrain Reserve Marines in certain high demand Military Occupational Specialties (MOSs). All of our Military Police and Civil Affairs assets have deployed at least once, some more than once, so these are areas we are targeting for retraining, either through formal schools or on-the-job training. In regard to individual augmentation, billets are identified by the Combatant Commander and validated through HQMC for either global sourcing or Reserve fill. As priorities are identified to the Reserve, we perform targeted solicitation of the SMCR and IRR. Individual augmentation, rather than unit augmentation, is currently our main focus of effort. Marines qualified to perform required duties are administratively processed and trained by Marine Corps units and then sent to the Combatant Commander. We also have identified a pool of volunteers who are willing to retrain in the high-demand/low-density MOSs and subsequently deploy as individual augmentees.

Reserve Equipment: I am most pleased to report that every Reserve Marine deployed during Operation ENDURING FREEDOM and Operation IRAQI FREEDOM, is fully equipped with the most modern Individual Combat Equipment available, and every Reserve aircraft, both rotary and fixed-wing, will have the latest Aircraft Survivability Equipment installed either prior to departure, enroute - while embarked aboard amphibious shipping, or shortly after arrival in theater. In addition, we are aggressively replacing aging ground equipment to include purchasing 1162 HMMWV-A2 and 604 Medium Tactical Vehicle Replacement (MTVR) trucks. Both new vehicle systems embrace the latest sustainability and maintainability technological improvements available to the Marine Corps.

The Gaining Force Command sourcing of equipment shortfalls continues to improve with each OIF/OEF rotation. Examples:

-Blue Force Tracker was fielded to SMCR units.

-Target Laser Designation Handoff System was fielded to SMCR units.

-All SMCR forces deployed with Outer Tactical Vests and the Small Arms Protection Insert Plates.

-Several Non Lethal Weapons kits were procured via NGREA funding.

-NGREA funding was made available in October 2003, to purchase comm assets such as: AN/PRC-117; AN/PRC-150; RT-1523B for the AN/PRC-119F; Various Alternate Power Sources; a Digital Command Operations Center capability; the Secure, Mobile, Anti-jam, Reliable, Tactical - Terminal (SMART-T) - a MILSTAR satellite communications transmit-and-receive terminal; and Iridium Phones.

#### Conclusion

Overall, I am confident that Marines deployed in support of the Global War on Terrorism, whether Active or Reserve, are receiving the same training and equipment to accomplish their assigned missions. This is an area that has our priority attention and vigilance. In my capacity as the Marine Corps' chief combat development authority, I continue to work closely with LtGen Conway, the Commanding General, I MEF; LtGen McCarthy, the Commander, Marine Forces Reserve; and other senior commanders to improve on our recent successes and to correct any shortcomings. Through the support of this subcommittee, Congress, and the American people, we will achieve our objectives.