Department of the Army Historical Summary

Fiscal Year 2009

by

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Cover: *Soldiers on patrol south of Balad Ruz, Iraq, 22 March 2009. They are assigned to 1st Battalion, 24th Infantry Regiment, 1st Stryker Brigade Combat Team, 25th Infantry Division.*

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DEPARTMENT OF THE ARMY HISTORICAL SUMMARY

FISCAL YEAR 2009

1

Introduction

During fiscal year (FY) 2009, fighting the Global War on Terrorism remained the United States Army's main mission. Improving conditions in Iraq led the United States and Iraq to sign an agreement calling for the withdrawal of U.S. forces by the end of 2011. In Afghanistan, enemy insurgents appeared in growing numbers, leading to a marked increase in violence. On 20 January, Barack H. Obama was sworn in as the forty-fourth president of the United States. In assuming his duties as commander in chief of U.S. armed forces, Obama pledged to continue the drawdown in Iraq begun by his predecessor, President George W. Bush, and to augment the troop surge in Afghanistan that Bush had also undertaken before leaving office.

The Army's senior leaders designated 2009 as the "Year of the Noncommissioned Officer" (NCO). Secretary of the Army Preston M. "Pete" Geren III, Chief of Staff of the Army General George W. Casey Jr., and Sergeant Major of the Army Kenneth O. Preston made the announcement on 5 January at Fort Bliss, Texas, home of the Army's Sergeants Major Academy. In his remarks, Casey described the

Year of the NCO announcement at Fort Bliss (l to r)*: Secretary Geren, Congressman Silvestre Reyes (Tex.), General Casey, and SMA Preston.*

NCO Corps as "the glue that holds the Army together." He said the purpose of the program was to enhance NCO education, fitness, and leadership; to foster pride in service among NCOs; and to recognize the NCO Corps as a "national asset."

In April, Secretary of Defense Robert M. Gates announced that he was suspending the manned ground vehicle program of the Future Combat Systems (FCS). Two months later, Ashton B. Carter, the Under Secretary of Defense for Acquisition, Technology, and Logistics, canceled the entire FCS program and replaced it with a new program called Brigade Combat Team Modernization.

John McHugh is sworn-in as the twenty-first Secretary of the Army during a Pentagon ceremony, 21 September 2009. Administrative Assistant to the Secretary of the Army, Joyce Morrow (left)*, administers the oath of office as Anne LeMay* (center) *holds the Bible.*

On 21 September 2009, John M. McHugh was sworn in as the twenty-first Secretary of the Army, following his nomination by President Obama and unanimous confirmation by the U.S. Senate. He replaced Secretary Geren, who had served from 16 July 2007 to 16 September 2009. A former Republican congressman from New York, McHugh had served as the Ranking Member of the House Armed Services Committee. Also sworn in at the Pentagon ceremony was Joseph W. Westphal, who became the thirtieth Under Secretary of the Army. Westphal had briefly served as Acting Secretary of the Army in 2001 and as Assistant Secretary of the Army for Civil Works from 1998 to 2001.

2

Organization, Management, and Budget

Reorganizations and Realignments

During FY 2009, the Army was in the fourth year of the six-year 2005 Base Realignment and Closure (BRAC) program designed to save money by consolidating resources and eliminating excess facilities and installations. The Army earmarked $13.4 billion of its $18 billion BRAC appropriation for more than 300 major construction projects. As of 30 September 2009, the Army had completed 82 of those projects, while another 233 were in progress. In addition, BRAC remained fully funded and on track to meet its 15 September 2011 deadline.

One of the largest stateside BRAC relocations involved the Army Materiel Command (AMC), which began moving its headquarters from Fort Belvoir, Virginia, to Redstone Arsenal at Huntsville, Alabama. During the year, over 200 AMC personnel relocated to temporary offices at Redstone as construction proceeded on the command's $127 million, 603,000-square-foot building, which was scheduled for completion by the summer of 2011. The Army Security Assistance Command was also relocating to Redstone from Fort Belvoir.

In contrast with the long-distance move of AMC, the Headquarters, Civilian Human Resources Agency, relocated from Building 5440 to Building 3330 (formerly Russell Gymnasium) at Aberdeen Proving Ground, Maryland. On 10 December 2008, agency personnel held a ribbon cutting ceremony and an open house to celebrate the move into their new facility.

During FY 2009, the Army's two largest overseas commands, U.S. Army Europe (USAREUR) and Eighth Army in South Korea, were in the midst of sweeping relocations slated to take up to five years. In August 2008, the Army announced that USAREUR headquarters would convert to a deployable field army headquarters during the coming year as the command consolidated into four main operating bases in Germany at Ansbach, Kaiserslautern, Wiesbaden, and Grafenwöhr. The phased realignment was scheduled for completion by 2013.

A similar restructuring occurred in Korea, where the United States had already closed about forty small installations in the past four years and returned thirty-five others to the Korean government. The goal was to consolidate Eighth Army units at Camps Humphreys and Daegu. Headquarters for U.S. Forces Korea and Eighth Army were being moved forty miles south of Seoul from Yongsan Garrison to Camp Humphreys, which was undergoing an $8.4 billion land expansion and construction program. The Humphreys project, slated for completion in 2012, would increase the post population from 9,000 to 50,000 soldiers, Army civilians, and family members.

As the newest of the U.S. Department of Defense's six geographic combatant commands, U.S. Africa Command (AFRICOM) assumed responsibility for U.S. military relationships, programs, and activities in Africa. This three-year process under U.S. Army commander, General William E. "Kip" Ward, culminated in the establishment of AFRICOM headquarters at Kelley Barracks in Stuttgart, Germany. On 3 December 2008, the Southern European Task Force, stationed at Caserma Carlo Ederle in Vicenza, Italy, became U.S. Army Africa, the Army's component headquarters for AFRICOM.

U.S. Africa Command Shoulder Sleeve Insignia

Management

In 2005, the Army adopted the Lean Six Sigma program to improve quality and increase productivity while cutting production costs. The program combined Lean Manufacturing and Six Sigma, two business methodologies developed by Toyota and Motorola, respectively. In 2009, the Army's Lean Six Sigma program trained 1,660 senior leaders in three levels of certification: 67 master black belts, 540 black belts, and 1,053 green belts.

The application of Lean Six Sigma produced impressive results throughout the Army, especially in the Army Materiel Command's depots, arsenals, and ammunition plants. The Red River Army Depot in Texas increased its refurbishment of High-Mobility Multipurpose Wheeled Vehicles (HMMVs or Humvees) from three per week in 2004

to thirty-two *per day* by 2006, saving the Army over $30 million. At Corpus Christi Army Depot in Texas, the time taken to overhaul T700 engines for the UH–60 Black Hawk helicopter dropped from 300 hours to 81 hours, and production time fell from 261 days to 100 days, increasing efficiency by 83 percent. In addition, the lifespan of the T700 engine more than quadrupled—from 300 hours to over 1,400 hours. The assembly line for the M45 chemical-biological mask at Pine Bluff Arsenal in Arkansas increased productivity from 80 masks per day to 100 masks and improved quality control by 90 percent.

The Lean Six Sigma improvements saved AMC more than $1 billion over the past five years, according to Ronald J. Davis Jr., AMC's Deputy Chief of Staff for Business Transformation. "Lean Six Sigma is no longer a program we can stop doing at AMC," Davis said. "It is a way we do business, and it is here to stay." This was underscored by the fact that six of the eleven recipients of the 2009 Lean Six Sigma Awards were Army Materiel Command units.

Budget

The Army's base budget for FY 2009 was $140.2 billion, about $500 million less than the amount requested in the president's proposed budget for that year, but about $11 billion more than for the previous year. The base budget was the amount appropriated to keep the Army functioning. To meet its obligations, the Army received $90.8 billion in supplemental funding for FY 2009, about $31 billion less than it had received the previous year. The total Army budget was $231 billion, about 8 percent less than the budget for FY 2008. The funds were appropriated while the United States was experiencing its worst economic recession since the Great Depression (*Table 1*).

The Army devoted the largest portion of its base budget to personnel costs. The budget supported an increase of 43,000 active Army and 1,300 National Guard personnel. It also provided for a 3.4 percent across-the-board pay raise for soldiers, with further increases for certain critical skills and a 2.9 percent pay increase for civilian personnel.

The operations and maintenance section of the FY 2009 budget funded the Army's readiness programs, including basic and advanced skills training, and the reserve components' conversion to a modular force structure. This portion of the budget funded equipment, facilities, and infrastructure maintenance, as well as the Army's vital recruiting and retention programs. It also funded quality of life programs under the Army Family Covenant such as child care centers, youth programs, and other community services. Unveiled on 8 October 2007, the covenant was the Army's pledge to support soldiers' families by increasing their

TABLE 1—PRESIDENTIAL BUDGET REQUESTS, FYs 2007–2009
BY APPROPRIATION CATEGORY*

Appropriation ($ Billions)	*FY 07*	*FY 08*	*FY 09*
Military Personnel	42.6	46.2	51.3
Operations and Maintenance	32.0	37.7	40.4
Procurement	16.8	23.8	26.2
Research, Development, Testing, and Evaluation (RDT&E)	10.9	10.6	9.8
Military Construction	2.7	4.6	5.7
Army Family Housing	1.3	1.2	1.5
Base Relocation and Closure (BRAC)	3.6	4.1	3.8
Chemical Demilitarization	1.4	1.5	1.4
Army Working Capital Fund and Joint IED Defeat Fund	0.5	0.5	0.6
Total	111.8	130.0	140.7

*Totals may not add due to rounding. All columns show base funding requests only.
Source: *Army Green Top, FY 2009*, 5 Feb 2007, p.1.

accessibility to health care, improving their housing, ensuring excellence in school and family recreation services, and expanding employment and education opportunities for family members.

The procurement section of the budget supported the development of the Army's modular force structure as well as the acquisition of new weapons, aircraft, vehicles, missiles, electronics, and communications equipment. The aircraft earmarked for purchase included Black Hawk, armed reconnaissance, Lakota light utility, and new Chinook cargo helicopters as well as the C–27J joint cargo aircraft. The Army also invested heavily in mine-resistant, ambush-protected (MRAP) armored vehicles and M4 carbines for its brigade combat teams, and completed its purchase of the latest Patriot surface-to-air missile system. The procurement budget also included funding for upgrades to the Army's fleet of Abrams tanks and Bradley and Stryker vehicles.

The research, development, testing, and evaluation (RDT&E) portion of the budget provided for such expenses as the development, field testing, and delivery of unmanned aerial and ground vehicles, unattended ground sensors, and the War fighter Information Network.

TABLE 2—ARMY TOTAL OBLIGATION AUTHORITY, FY 2009*

Appropriation ($ Millions)	*FY 09 Base Enacted*	*FY 09 Supplemental Funding*	*FY 09 Total Funding*
Military Personnel	58,487.90	12,907.6	71,395.5
Army	36,454.7	11,034.1	47,488.8
National Guard	14,543.9	1,589.3	16,133.2
Reserve	7,489.3	284.2	7,773.5
Medicare-Eligible Retiree Health Care Fund	2,902.2		2,902.2
Operation and Maintenance	31,346.2	52,150.6	83,496.8
Procurement	23,157.9	13,527.0	36,684.9
Aircraft	4,886.4	846.6	5,733.0
Missiles	2,178.6	767.1	2,945.7
Weapons and Tracked Combat Vehicles	3,159.8	2,506.0	5,665.8
Ammunition	276.6	2,280.7	2,557.3
Other Procurement	9,130.6	10,652.5	19,783.1
RDT&E	12,020.3	73.7	12,094.0
Military Construction	4,692.6	1,229.7	5,922.3
Army Family Housing	962.7		962.7
Operation	716.1		716.1
Construction	246.6		246.6
BRAC	4,403.3		4,403.3
Chemical Demilitarization	1,649.9		1,649.9
Army Working Capital Fund	102.2	443.2	545.4
Joint IED Defeat Fund		3,466.7	3,466.7
Environmental Restoration	456.8		456.8
Homeowners Assistance Program	4.5		4.5
Afghanistan Security Forces Fund		5,606.9	5,606.9
Iraq Security Forces Fund		1,000.0	1,000.0
Pakistan Counterinsurgency Capability Fund		400.0	400.0
Totals	140,186.6	90,805.6	230,992.2

*Totals may not add due to rounding.
Source: *President's Budget Highlights for FYs 2007–2010.*

General Casey

The remainder of the budget was devoted to military construction, base relocation and closure, chemical demilitarization, the Army Family Housing program, and the Army Working Capital Fund.

The Army used its supplemental funding to support ongoing operations in Iraq and Afghanistan, and to reset forces returning from those operations. It also used supplemental funds to cover the costs of programs for which it was the executive agent. These included the Afghanistan Security Forces Fund, the Joint Improvised Explosive Device Defeat Fund, and the Pakistan Counterinsurgency Capability Fund.

On 7 May 2009, President Obama sent to Congress a proposed defense budget of $663.8 billion for FY 2010. That same day, the Army announced the details of its portion of the budget request. The request was for $142.1 billion, which was an increase of nearly $2 billion from the FY 2009 enacted budget. (*See Table 2.*) In addition, the service requested $83.1 billion in supplemental funding, almost $8 billion less than the amount requested for the previous year, thanks in part to the drawdown of Army units from Iraq. "This budget request keeps us on track to achieve balance by 2011," said General Casey. "We are committed to applying the lessons we've learned in today's fight to continue our transformation toward a more versatile force for the twenty-first century."

3
Personnel

Army Strength and Distribution

On 30 September 2009, the active Army's end strength totaled 549,015 personnel. Of that number, 13.4 percent were female and 37.3 percent were minorities. The active force consisted of 75,619 commissioned officers, 15,176 warrant officers, and 458,220 enlisted soldiers. In addition, 4,564 cadets were enrolled at the U.S. Military Academy, for a combined total of 553,579. This was an increase of 9,423 personnel since the end of FY 2008.

The Army National Guard's end strength for FY 2009 was 358,391: 33,140 officers, 7,526 warrant officers, and 317,725 enlisted soldiers. While this was roughly 2,000 fewer personnel than the previous year, the Army Guard nevertheless surpassed its authorized end strength by more than 5,000. Females comprised 14 percent of the National Guard force and minorities 25.4 percent.

The Army Reserve's end strength for FY 2009 was 205,297, of which 33,010 were officers, 2,970 were warrant officers, and 169,317 were enlisted soldiers. This was an increase of more than 8,000 personnel since the end of the previous fiscal year. Females comprised 23.7 percent of the Army Reserve and minorities 40.6 percent. The grand total of the active Army and Army reserve components in FY 2009 was 1,117,267 personnel.

Manning Initiatives

To meet the demands of fighting the wars in Afghanistan and Iraq, Secretary of Defense Gates approved a plan in October 2007 to expand the Army to 547,000 troops by 2010. Because of successful "Grow the Army" recruiting campaigns in 2008 and 2009, the Army completed the expansion in May 2009; however it soon became apparent to the Army's senior leadership that the target figure was too low to meet the "persistent pace" of current combat operations. In July, Secretary Gates authorized a temporary increase of 22,000 soldiers over the next three years. The addition would raise the Army to 569,000 personnel by 2012.

Enlisted Personnel

The Army surpassed its accession goal of 65,000 for FY 2009, recruiting 70,045 new soldiers. Recruiters could also be more selective than they had been in past years because of rising unemployment, the downturn in violence in Iraq, and the need for 20 percent fewer recruits than in 2008. Unemployment for September 2008 was at 9.8 percent, the highest rate since 1983. Since the start of the recession in December 2007, the number of unemployed persons had doubled, jumping from 7.6 million to over 15 million. According to a Pentagon poll, the percentage of American youth aged sixteen to twenty-one who said they would "definitely" or "probably" serve in the military in the next few years increased from 9 percent in December 2007 to 13 percent the following December. This resulted in a better-educated crop of recruits in FY 2009 than in previous years.

The Department of Defense's quality benchmark goals for recruits are 90 percent high school diploma graduates and 60 percent with above-average scores on the Armed Forces Qualification Test. In FY 2009, 95 percent of Army recruits were high school graduates, and 66 percent scored above average on the qualification test, compared with 83 percent and 62 percent, respectively, in the previous year.

By March 2009, the Army was well on its way to meeting its recruiting quota for the fiscal year, enabling it to stop granting medical and misconduct waivers. In recent years, the service had found it necessary to grant hundreds of waivers, including a record 517 in FY 2007. "We are not even going to consider applicants who test positive for drugs or alcohol or have adult felony convictions," said Brig. Gen. Joseph Anderson, Deputy Commander of U.S. Army Recruiting Command.

While high unemployment contributed to the success of Army recruiters in 2009, they still faced a daunting task in that 70 percent of high school graduates went on to college, and one-fourth of 17- to 24-year-olds failed to meet the Army's physical standards. The increase in recruitment also led the Army to reduce or cut several enlistment bonuses. As a result, the average bonus for recruits with no previous service dropped from an average of $18,300 in 2008 to $13,300 in 2009, a reduction of more than 25 percent. On 1 July, the Army suspended the $2,000 bonus it paid to soldiers, retirees, cadets, and Army civilians for new recruit referrals. Known as the Army Referral System, the program continued without cash incentives. Instead, those who made successful referrals received a Sergeant Major of the Army coin and a certificate.

Although the service cut back enlistment bonuses, the "Army Strong" campaign continued notwithstanding. The Army launched three new nationally televised advertisements on Veterans Day, 11 November 2008. The 30-second commercials aired on ESPN, MTV, and the Speed channel. The campaign also included a National Football League salute to the troops that aired during several nationally televised games. A fourth commercial began airing in January 2009. "These new ads convey that there is no other place in the world that offers the experiences you will gain through public service in the Army," said Edward Walters, Chief Marketing Officer for the U.S. Army. "Whether a young person decides to stay in the Army for a full career or decides to pursue another career after the Army," Walters continued, that person will "receive the skills that the American public values and employers desire."

The Army also continued its close involvement with NASCAR racing. Having sponsored the Chevrolet team of Dale Earnhardt, Inc., for the past two seasons, the Army announced in October 2008 that it would serve as the primary sponsor for the No. 39 Chevrolet driven by Ryan J. Newman for the Stewart-Haas team. "We immediately gained a fan base of over 1.2 million soldiers who will be on our side each week," quipped team co-owner Anthony W. "Tony" Stewart. In his inaugural season with Stewart-Haas, Newman collected two pole positions and five Top 5 finishes, and ranked ninth in the year-end Sprint Cup standings.

In FY 2009, the Army enjoyed as much success in retaining current personnel as it did in gaining new recruits (*Table 3*). The retention goal for that year was 65,500. As of 28 February 2009, just five months into the fiscal year, the Army had logged more than 41,000 reenlistments, achieving nearly two-thirds of its annual goal. The service proved so successful in meeting its monthly retention quotas that on 24 March, the Office of the Deputy Chief of Staff, G–1, announced it was cutting the goal for that year to 55,000, a reduction of more than 15 percent (*Table 4*). According to M. Sgt. Patrick Johnson, a spokesman for the Army G–1 office, this was the first time since 2001 that the Army had lowered its retention quota midway through the year. A total of 68,387 soldiers reenlisted in FY 2009, surpassing the goal for that year by more than 25 percent.

Success in meeting its retention goals led the Army to cut the Selective Reenlistment Bonus program. The average reenlistment bonus in 2009 was $9,760, nearly 25 percent less than the amount paid in 2008. (The Army had paid a record $715 million in bonuses during 2008, almost $90 million more than the $626 million requested for 2009.) In March, the Army removed four military occupational specialty

TABLE 3—ARMY ENLISTED ACCESSION RESULTS, FY 2009

	Goal	*Achieved*	*Percentage*
Active Army	65,000	70,045	107.8
Army National Guard	56,000	56,071	100.1
Army Reserve	34,598	36,189	104.6

Source: Congressional Research Service, *Recruiting and Retention, FYs 2008–2009*, pp. 3, 7.

TABLE 4—ARMY ENLISTED RETENTION RESULTS, FY 2009

Personnel	*Goal*	*Achieved*	*Percentage*
Initial Term	19,250	26,524	137.8
Mid-Career	23,100	25,871	112.0
Career	12,650	15,992	126.4
Total	55,000	68,387	124.3

Source: Congressional Research Service, *Recruiting and Retention, FYs 2008–2009*, p. 10.

categories from its Critical Skills Retention Bonus program, which left only a dozen high-priority occupations that qualified senior NCOs for service-extension incentives ranging from $18,000 to $150,000. On 1 July, the G–1 office announced that it was limiting reenlistment options for the last three months of FY 2009. The Army thus closed an exceptional recruiting and retention year by placing a freeze on reenlistment bonuses.

Officer Personnel

The Army's rapid expansion to meet its war fighting responsibilities, coupled with modular reorganization, had left it with a critical shortage of commissioned officers. The service was on pace to add 10,100 officer positions by the end of FY 2011; more than 6,000 of those slots were for captains or majors. While officer retention rates were improving, they were not doing so quickly enough to meet immediate growth requirements. Beginning in 2006, the Army offered U.S. Military Academy (USMA) and Reserve Officer Training Corps (ROTC) cadets their choice of branch, post, or graduate school in exchange for three years' additional service. Since then, more than 4,500 cadets had

chosen to participate. The Army expected the program to reduce loss rates among USMA and ROTC officers starting in FY 2010. At that time, officers from the first group will have completed their normal active-duty service obligation (five years for USMA and four years for ROTC officers), and continue for an additional three years.

On 3 August 2009, the Army launched an advertising campaign to recruit officers. The goal of the four television ads was to attract ambitious young college graduates who might overlook the Army when making career decisions. One of the commercials showed pictures of famous generals such as George Washington, Douglas MacArthur, and Colin L. Powell, while a voiceover said, "Officers in the U.S. Army can rise to any challenge. Can you?" Two of the ads featured former Army officers who became corporate executives: Joseph M. DePinto, CEO of 7-Eleven, and Otto Padrón, a senior vice president at Univision. The fourth commercial featured an active duty officer explaining his decision to join the ROTC. The ads ran during primetime television shows such as *CSI: Miami* and *Law and Order* and various sports programs.

As a follow-up to the commercials, the Army created a Web site, www.GoArmy.com/officer, enabling potential candidates to determine which of four routes to becoming an officer was right for them: the USMA, Army ROTC, Officer Candidate School (OCS), or direct commission. The service worked with Major League Baseball to produce a series of interviews with all-stars about leadership and dedication which ran on www.MLB.com. In the fall of 2009, the Army also sponsored panel discussions at universities around the country enabling students to talk directly to Army officers.

Civilian Personnel

As of 30 September 2009, the Army employed 239,900 civilians. Of these, 16,600 were indirect-hire foreign nationals. More than 60 percent of all civilians performed operations and maintenance functions for the active Army. Civilian pay consumed over 11 percent of the Army budget. By 2009, more than 86,000 Army civilian employees were enrolled in the National Security Personnel System (NSPS), while the remainder continued on the General Schedule (GS) classification system. Signed into law in November 2003, NSPS was designed to replace the GS grade and step pay system with a pay band system intended to base compensation on job performance. The National Federation of Federal Employees and other labor unions opposed NSPS because it dispensed with the automatic pay raises under the old system.

On 16 March 2009, Deputy Secretary of Defense William J. Lynn III announced that the department would not move any additional civilian employees from the GS system to NSPS, pending a review of the system by the Department of Defense and the Office of Personnel Management. In June, Congressman Isaac N. "Ike" Skelton (D-Missouri) sponsored a bill in the House that became the National Defense Authorization Act for FY 2010. The bill contained a provision to repeal NSPS. Both the House and the Senate passed the bill that summer. By the end of FY 2009, the demise of NSPS appeared imminent, for the president indicated that he would sign the bill into law once it crossed his desk.

In July 2009, Secretary of the Army Geren issued a policy for the congressionally mandated annual contractor review. His goal was to reduce contractors from 39 percent of the Army's civilian workforce to the pre-2001 level of 26 percent. The review had identified 47,351 contractors performing tasks that were key governmental functions. To gain greater control of these critical functions, the Army began filling these positions with its own civilian employees. In FY 2009, the service transferred 900 key governmental functions from contractors to Army civilian employees, saving $41 million. The Army planned to replace 7,162 contractors in FY 2010 and an additional 11,084 contractors between FY 2011 and FY 2015.

Special Topics

Medal Of Honor Recipient

On 17 September 2009, Sfc. Jared C. Monti became the first soldier to be awarded the Medal of Honor for conspicuous bravery in the war in Afghanistan. Monti, a member of the Headquarters and Headquarters Troop, 3d Squadron, 71st Cavalry Regiment, 3d Brigade Combat Team, 10th Mountain Division, had been killed in Nuristan Province on 21 June 2006, while attempting to rescue a wounded soldier who lay exposed to intense enemy fire. Monti's parents received the award from President Obama

Sergeant Monti

President Obama posthumously awards Sergeant Monti the Medal of Honor in the East Room of the White House. Monti's parents accept the medal on behalf of their son.

during a ceremony in the East Room of the White House. Several of Monti's comrades were also present, and they received a standing ovation.

Suicide Prevention

In October 2008, the Army and the National Institute of Mental Health began a joint five-year, $50 million research program investigating the causes and prevention of soldier suicides. The impetus for the study was the Army's rising suicide rate, which had reached its highest point in three decades. In FY 2009, the Army reported a total of 239 confirmed suicides—160 in the active component and 79 in the reserve component—compared with 128 suicides among active-duty soldiers in FY 2008. This marked an increase in active-duty soldier suicides for the fifth year in a row. In 2008, the Army's suicide rate—20.2 per 100,000 personnel—surpassed the civilian rate of 19.2 for 2006 (the most recent data available), which was the first time that had happened since the Vietnam War.

In January 2009, an investigation into four recent suicides from the same recruiting battalion in Houston, Texas, found that a poor command climate, personal problems, and long, stressful work days were key factors in the deaths. The findings prompted Secretary of

General Chiarelli

the Army Geren to appoint Vice Chief of Staff of the Army General Peter W. Chiarelli to lead the Army's suicide prevention effort. Geren also ordered a one-day stand-down on 13 February for all 8,400 Army recruiters. "This is not business as usual," General Chiarelli said. "We need to move quickly."

Chiarelli called on commanders throughout the Army to provide their soldiers with two to four hours of training on recognizing suicidal behavior and intervening at the buddy level. The training was conducted between 15 February and 15 March 2009, and it included both soldiers and Army civilian employees. As a follow-up, the service launched a 120-day chain-teaching program on suicide prevention starting on 15 March.

Also in March, the Army established a Suicide Prevention Task Force to assess existing programs and to develop methods to reduce the suicide rate. "We've already identified 250 specific tasks we can tackle that are in some way connected to improving the physical, mental, and spiritual health of our soldiers, families, and Army civilian employees," said task force director Brig. Gen. Colleen L. McGuire. In 2009, the Army spent $500 million on new caregivers and facilities, hiring 250 mental health practitioners and 40 marriage and family therapists.

At a hearing of the Senate Armed Services Personnel subcommittee in April 2009, General Chiarelli described the Army as "a stressed and tired force" and noted that repeated deployments and an increase in tour length from twelve to fifteen months played a significant role in the rising suicide rate. He stated that the Army had since returned to twelve-month tours and increased "dwell time" (time at home between deployments), but added that fully implementing those changes would take several years. He emphasized that there was "no single solution" to the problem: "It is going to require a multidisciplinary approach, a team effort at every level of command."

In April, General Chiarelli signed the Army Campaign Plan for Health Promotion, Risk Reduction, and Suicide Prevention. The plan mandated sweeping changes in doctrine, policy, and resource allocation. Chiarelli once again stressed the need for what he called a "holistic approach"

to improving the physical, mental, and spiritual health of soldiers and their families rather than focusing solely on suicide prevention. In April 2009, he held the first meeting of the Army Suicide Review Group, in which senior officers briefed him on each confirmed suicide within their commands. The objective of the monthly teleconferences was to identify lessons learned and disseminate them throughout the Army.

Sexual Assault Prevention

The Department of Defense "Report on Sexual Assault in the Military" for FY 2009 stated that 3,230 cases of sexual assault involving military perpetrators or victims were reported, compared with 2,908 cases in FY 2008, resulting in an increase of 11 percent. The Army had 1,795 cases compared with 1,584 cases the previous year, which was an increase of 13 percent. The Army figure was more than the other three services combined.

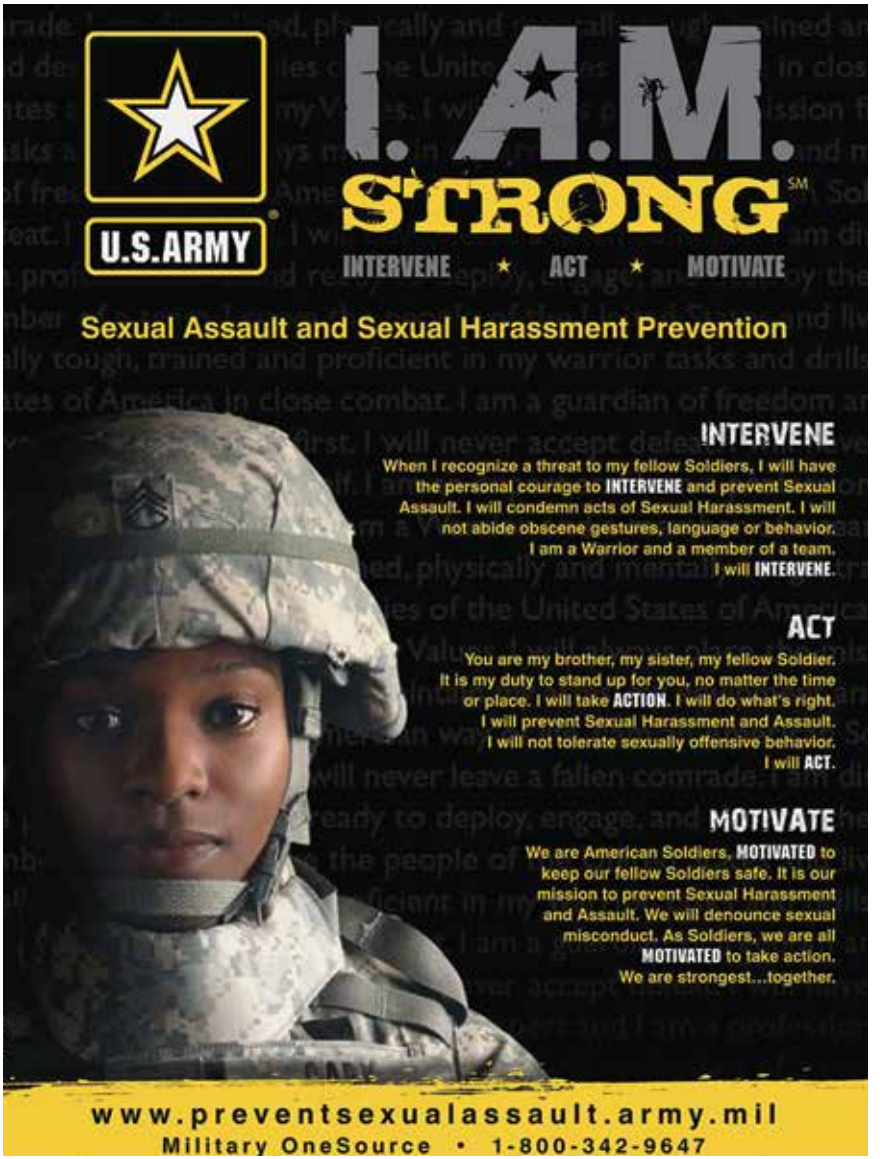
The Army had already taken steps to address this troubling issue. In September 2008, the service held its first Sexual Assault Prevention Summit. Secretary Geren unveiled the "I. A.M. Strong" campaign aimed at stamping out sexual assault in the ranks. The first three letters of the slogan signify "Intervene—Act—Motivate," urging soldiers to prevent sexual assault and promote respectful treatment of others.

The I. A.M. Strong campaign was the centerpiece of the Army's sexual assault prevention program. In early 2009, the newly restructured Sexual Harassment/Assault Response and Prevention office distributed I. A.M. Strong information kits to battalion commanders to raise soldiers' awareness of the program and its intent. The kits contained commanders' and squad leaders' how-to guides, brochures and wallet cards, posters, banners, and a training DVD titled "Band of Brothers and Sisters" that included first-person accounts from victims of sexual assault.

In April 2009, the Army held its second Sexual Assault Prevention Summit in Arlington, Virginia, during the Department of Defense's fifth observance of National Sexual Assault Awareness Month. In the opening address, Secretary Geren noted that the Army was committed to accomplishing "the same sort of historic change" in regard to sexual assault that it had achieved in removing "the ugly stain of racism" from its ranks. Also at the event were General Casey and Sergeant Major of the Army Preston. Psychologists, attorneys, law enforcement officials, and other experts gave presentations on rape prevention.

End Of Stop-Loss

In March 2009, Secretary of Defense Gates announced that the Army would phase out "stop-loss" provisions by January 2010. Stop-loss orders involuntarily extended soldiers' service beyond their



I. A.M. Strong *Campaign Poster*

separation or retirement dates. Although unpopular with the troops, stop-loss measures provided the Army with personnel who possessed needed skills. It also enabled soldiers to "train and serve together through their deployments," commented Lt. Gen. Michael D. Rochelle,

Deputy Chief of Staff, G–1. Rochelle said that President Obama's announcement on 27 February of a troop drawdown in Iraq, coupled with an increase in the Army's size due to a successful recruiting campaign, would enable the service to phase out stop-loss actions.

The Army also began paying soldiers affected by stop-loss a special congressionally approved bonus of $500 per month above their regular pay. The funding Congress appropriated for stop-loss pay was for FY 2009 only, but soldiers could receive retroactive pay dating back to 1 October 2008. At the time of Gates' announcement, 13,217 soldiers were serving under stop-loss orders. Rochelle said the Army would create a new incentive program to encourage soldiers to extend their enlistments in order to stay with their units for the duration of deployment. According to Maj. Gen. Gina S. Farrisee, Director of Personnel Management, G–1, the incentives would most likely be financial.

4

Force Development, Training, and Operations

Modularity

Since 2004, the Army had been transforming itself from a division-based force optimized for fighting a major war into a brigade-based force capable of rapid deployment anywhere in the world. The new brigade combat teams (BCTs) could be tailored for almost any mission scenario. Though self-sufficient, they could be "plugged" into nearly any joint or coalition task force. The Army fielded five types of BCTs: Infantry (light, air assault, or airborne), Stryker (mechanized), and Heavy (armored). The Army had planned to increase the number of active-Army brigade combat teams from forty-two in 2009 to forty-eight by 2013. But in April 2009, Secretary of Defense Gates announced that he was capping active-component, modular BCTs at forty-five in order to end stop-loss and to ensure that deployed units were fully manned.

Of the forty-four active-component maneuver brigades authorized for FY 2009, the Army had already converted thirty-nine to the modular design and was in the process of converting another three, for a total of forty-two. The conversion process had proved time-consuming, taking up to one year for an Infantry BCT or a Heavy BCT and up to two years for a Stryker BCT. When combined with the Army National Guard's twenty-eight modular BCTs, the increase would give the Army a total of seventy BCTs by the end of FY 2009.

Rebalancing and Stabilization

In the Army's 2009 Posture Statement, Secretary Geren and Chief of Staff Casey described the Army as "the best led, best trained, and best equipped" force in the world, yet they conceded that the institution remained out of balance. Seven years of warfare had created an ongoing demand for soldiers that exceeded the Army's sustainable supply and restricted its ability to provide ready forces for other contingencies. In 2007, the service initiated a program to restore balance in its forces. The program consisted of four imperatives: *sustain* the soldiers and their

families, *prepare* the Army for success in current conflicts, *reset* returning units to restore readiness, and *transform* to meet the challenges of the twenty-first century. During FY 2009, the Army made considerable progress in achieving all of these goals.

Sustain

As previously noted, the Army began phasing out stop-loss and shortened combat tours from fifteen months to twelve months to reduce stress on soldiers and their families. In May 2009, General Casey announced that under the president's Iraq drawdown plan, he anticipated an increase in dwell time from the current rate of one year at home for every year deployed to two years at home by 2011. The two-to-one deployment ratio would enable the Army Force Generation (ARFORGEN) cycle to function as intended.

Introduced in 2006, ARFORGEN is a three-stage process designed to provide a steady supply of active and reserve component units that are fully manned, trained, and equipped. During the *reset* stage, soldiers in units returning from combat tours spend time at home with their families while undertaking individual education and training. The units, meanwhile, receive new personnel and equipment. The *train-ready* stage is devoted to restoring proficiency through unit training, culminating in a collective training event to ensure that units are ready for deployment. On reaching the *available* stage, units are either deployed or held in readiness as contingency forces. By means of the ARFORFGEN process, the Army manned, trained, equipped, and deployed 15 combat brigades, 34 support brigades, and 369 military and police transition teams to Afghanistan and Iraq in 2009.

Prepare

In 2009, the active Army reached its 547,000-soldier manpower goal one year ahead of schedule and programmed a temporary increase of 22,000 soldiers over the next three years. During the year, the Army continued to add to its fleet of MRAP vehicles, which protected soldiers from the effects of improvised explosive devices and small-arms fire, thanks to a V-shaped hull, a raised chassis, heavy armor plating, and a blast-resistant underbody. As of 5 January 2009, the Army fielded 10,902 of a projected 12,010 MRAP vehicles—9,490 in Iraq, 1,271 in Afghanistan, and 141 in Bahrain, Kuwait, and Qatar. In September 2009, the Army sent the first shipment of a smaller and more mobile version of the MRAP to Afghanistan.

Reset

This phase involves restoring end-of-tour brigade combat teams and other Army units to their authorized manpower, weapons, vehicles,

ammunition, and equipment levels. In FY 2009, the Army fully reset the equivalent of 29 brigade combat teams, began the reset of 17 more BCTs, and repaired more than 100,000 vehicles and pieces of equipment. In addition, the Army destroyed more than 2,100 tons of chemical agents, disposed of 70,000 tons of obsolete or unserviceable conventional ammunition, and removed 163,000 missiles or missile components from the Army's arsenal.

Transform

The Army focused its major modernization program on the brigade combat teams, designing a sophisticated scheme of systems that would link soldiers by means of an extensive communications and information network while transporting them in ground combat vehicles that would provide unprecedented mobility and survivability. The BCTs would receive the new vehicles and equipment only after they had passed a series of rigorous field tests conducted by the Future Force Integration Directorate of the Army Capabilities Integration Center, Training and Doctrine Command (TRADOC).

Army Aviation

As of 30 September 2009, the Army fielded a total of nineteen combat aviation brigades—eleven in the active component and eight in the reserve component. A typical brigade contained about 2,300 soldiers, 350 aviators, and 110 aircraft. In addition, each brigade combat team had one brigade aviation element, a six-man unit that planned manned and unmanned aviation operations to ensure synchronization with ground operations.

During the previous seven years, Army aviation units had flown more than 2.6 million hours in Afghanistan and Iraq—six times the normal workload prior to 11 September 2001. This tremendous responsibility gave no indication of slackening. The forces deployed in the rugged terrain of Afghanistan relied heavily on helicopters for transportation, supplies, close air support, and medical evacuation. As the number of soldiers increased, so too did the demand for aviation units. The Army therefore decided to add another active duty combat aviation brigade by late 2010, which would give it a total of twenty such units. In FY 2009, the Army added sixty-eight UH–60 Black Hawk utility helicopters, twenty-seven CH–47 Chinook cargo helicopters, and forty-four CH–72A Lakota light utility helicopters to its rotary-wing fleet, and upgraded twelve AH–64 Apache attack helicopters and twenty-three older-model CH–47s.

Development also progressed on two new fixed-wing aircraft—one manned and one unmanned. In October 2008, the Army accepted

An Army UH–60 Black Hawk helicopter flies over a mosque during a routine flight in Baghdad, Iraq, 27 February 2009.

delivery of its first two C–27J Spartan joint cargo aircraft and planned to acquire at least fifty-two more starting in 2011. During FY 2009, the Sky Warrior unmanned aircraft system passed the critical design review phase and then underwent further development. Plans called for a total of eleven Sky Warrior companies containing 128 soldiers and twelve unmanned aerial vehicles each. Testing and evaluation of the Sky Warrior was slated to begin in September 2011. The system was projected to become operational by 2013.

As part of the Army's ongoing transformation process, Training and Doctrine Command undertook a comprehensive revision of all aviation base field manuals. To meet the demand for more helicopter pilots, TRADOC also began expanding Flight School XXI, which trained all initial-entry rotary-wing pilots, from its current capacity of 1,100 spaces to 1,498 spaces by FY 2012. The decision was timely, as the number of graduates increased from 993 in 2008 to 1,093 in 2009.

Training and Education

On 8 December 2008, General Martin E. Dempsey became commander of TRADOC, and was promoted to full general on the same day. In his opening remarks at the promotion ceremony, Secretary Gates called General Dempsey "a soldier's soldier" who

General Dempsey's wife Deanie and son, Army Capt. Christopher Dempsey, pin on his fourth star during his promotion ceremony at Fort Monroe, Virginia, 8 December 2008.

was happiest when in the field "with mud on his boots." General Dempsey previously had served as acting commander of U.S. Central Command (CENTCOM).

Initial entry training develops soldiers through individual warrior tasks and small-unit battle drills. The Army reviews these exercises every six months and updates them to ensure that training remains relevant to current conditions. In FY 2009, 82,773 recruits completed basic combat training compared with 81,274 recruits the previous year. The increase was tied to the Grow the Army initiative to achieve an active component end strength of 547,000. A sharper rise occurred in the number of recruits who completed advanced individual training, from 96,557 in 2008 to 108,069 in 2009. One-site individual training, in which recruits remain with the same unit for both basic and advanced training, likewise grew from 32,132 graduates in 2008 to 35,117 graduates in 2009.

In September, the Army announced a new education program for enlisted soldiers, and it was only fitting that the transformation should commence during the Year of the NCO, for the most significant changes affected the Noncommissioned Officer Education System. The new curriculum added about four hundred hours of classroom time during soldiers' careers. The overhaul included a series of mandatory, Web-based courses running about eighty hours each. A professional development course followed each online course, starting with the new

A bonfire lights the sky as NCOs from the 172d Infantry Brigade welcome twenty-two graduates of the Blackhawk Warrior Leader Course into the leadership ranks at Forward Operating Base Kalsu, Iraq, 7 March 2009.

Warrior Leader Course. Slated to begin on 1 January 2010, the fifteen-day course would be required for promotion to staff sergeant for both active and reserve enlisted personnel. The Advanced Leader Course (formerly the Basic NCO Course) followed. A requirement for promotion to sergeant first class, the course was Web-based and scheduled to start on 1 October 2009. The next step was the Senior Leader Course (formerly the Advanced NCO Course), a prerequisite for promotion to master sergeant. It also had a 1 October start date.

The capstone of the new enlisted curriculum was the Sergeants Major Course, which resembled the Intermediate Level Education course taken by captains and majors. Gone were the days of objective testing with multiple-choice questions—students now had to explain their answers. The nine-month resident course began in August 2009, with the two-year nonresident course scheduled to begin in 2010. "One of the most profound changes going on in the Army today is the transition from training to education," said Cmd. Sgt. Maj. Raymond F. Chandler III, Commandant of the Sergeants Major Academy at Fort Bliss. Chandler, who became the first NCO commandant of the academy on 30 June 2009, believed the new courses would develop noncommissioned officers who are critical thinkers, efficient resource managers, and creative leaders.

A severe shortage of junior officers led to a spike in Officer Candidate School graduates, rising from 1,953 in 2008 to 2,458 in 2009. Located at Fort Benning, Georgia, OCS is a twelve-week course designed to develop second lieutenants from enlisted soldiers and recent college graduates (after they complete basic training). The Basic Officer Leadership Course, also at Fort Benning, ensures that all Army officers, regardless of commissioning source, possess the requisite leadership and soldiering skills. The seven-week curriculum saw an increase from 16,390 graduates in 2008 to 20,666 graduates in 2009. The six-week Warrant Officer Entry Course, located at Fort Rucker, Alabama, develops warrant officers for every branch of the Army except Infantry. Graduates dropped from 2,769 in 2008 to 2,585 in 2009. In 2009, a total of 2,459 majors and captains completed the thirteen-month Intermediate Level Education program compared with 1,696 officers in 2008, while the colonels and lieutenant colonels who graduated from a senior service college slipped from 832 in 2008 to 504 in 2009.

Deployed Operational Forces

On 9 September 2008, President Bush announced that he was deploying 6,000 soldiers and marines to Afghanistan in order to stabilize several war-torn provinces near Kabul. The 3d Brigade Combat Team, 10th Mountain Division, from Fort Drum, New York, made up roughly one-half of what the president described as a "quiet surge." The unit moved into Logar and Wardak Provinces in January 2009. Meanwhile, the U.S. commander in Afghanistan, General David D. McKiernan, requested 30,000 more troops to combat the resurgent Taliban forces and to serve as trainers for the Afghan army and police. In February, President Obama authorized sending an additional 17,000 troops, to include the 4,000 soldiers of the 5th Stryker Brigade, 2d Infantry Division, from Fort Lewis, Washington. The brigade was slated for deployment in summer 2009, as were roughly 5,000 Army support troops. The reinforcements were sent to southern Afghanistan to prevent foreign fighters from crossing the border with Pakistan. General David H. Petraeus, who had overseen the troop surge in Iraq in 2007, warned that even with reinforcements, "in certain areas [of Afghanistan], the going may be tougher before it gets easier." On 31 October 2008, Petraeus had succeeded General Dempsey as commander of CENTCOM, whose area of responsibility included Iraq and Afghanistan. Due in part to the surge, Army casualties in Afghanistan in May 2009 exceeded those in Iraq for the first time and would remain heavier for the rest of the fiscal year. (*See Tables 5 and 6.*)

General Petraeus

General McChrystal

On 15 June 2009, General Stanley A. McChrystal replaced McKiernan as the commander of U.S. forces in Afghanistan, and he was promoted to full general on the same day. In addition, Lt. Gen. David M. Rodriguez, Secretary of Defense Gates' Senior Military Assistant and a former head of U.S. forces in Afghanistan, became McChrystal's deputy. They soon received substantial Army reinforcements. In July, President Obama authorized an additional 7,500 troops, including the 3d Brigade Combat Team, 101st Airborne Division, which was slated for deployment in late fall 2009 with about 3,800 soldiers. The 3,700 troops of the 173d Airborne Brigade Combat Team would follow that winter. By September 2009, Army forces in Afghanistan numbered about 44,000 soldiers, a buildup of more than 23,000 since the previous September.

While the Army troop presence in Afghanistan doubled in size, the force in Iraq underwent a gradual drawdown because of the success of the troop surge in curtailing insurgent violence. In August, the Pentagon took the first step in the process by reducing the length of tours from fifteen months to twelve months for units deploying to Iraq. On 9 September 2008, President Bush announced that he would reduce the total U.S. force in Iraq by 8,000 troops as of February 2009. On 1 January 2009, a Status of Forces Agreement between the United States and Iraq went into effect, requiring all U.S. forces to leave Iraq by 31 December 2011. Two months later, President Obama announced his intention to end America's combat role in Iraq by 31 August 2010,

TABLE 5—U.S. ARMY CASUALTIES IN OPERATION ENDURING FREEDOM, FY 2009*

Month	*Killed in Action*	*Accidents/ Other Deaths*	*Total Deaths*	*Wounded in Action*
October	11	1	12	54
November	1	0	1	22
December	2	1	3	16
January	7	2	9	37
February	12	0	12	24
March	5	1	6	42
April	1	2	3	41
May	6	2	8	105
June	18	4	22	136
July	23	2	25	217
August	31	4	35	299
September	24	4	28	212
Totals	141	23	164	1205

* Includes Army National Guard and Army Reserve
Source: Defense Manpower Data Center, Data, Analysis and Programs Division. Accessed online: http://Sigdapp.dmdc.osd.mil/personnel/CASUALTY/oif-total-by-month.pdf

leaving a maximum force of 50,000 troops to serve in an advisory, training, and security capacity.

On 8 March 2009, Army Maj. Gen. David G. Perkins, the spokesman for Multi-National Force–Iraq, announced that 12,000 U.S. troops would leave the country by September. This constituted the first phase of the drawdown under the Status of Forces Agreement. Iraq's security, General Perkins further stated, was "greatly improved," and had moved from "a very unstable to a stable position," as demonstrated by the sharp decrease in fatalities. According to a Brookings Institution report, Iraqi civilian fatalities dropped from 23,600 in 2007 to 3,000 in 2009. Over the same period, Iraqi military and police fatalities fell from 1,830 to 515, and U.S. military fatalities from 904 to 149.

U.S. forces completed their withdrawal from Iraq's cities on 30 June 2009 and turned over urban security to the Iraqi military and police. Meanwhile, the U.S. Army in Iraq retained 112,500 soldiers

TABLE 6—U.S. ARMY CASUALTIES IN OPERATION IRAQI FREEDOM, FY 2009*

Month	*Killed in Action*	*Accidents/ Other Deaths*	*Total Deaths*	*Wounded in Action*
October	7	4	11	74
November	4	9	13	70
December	6	5	11	53
January	8	5	13	65
February	11	4	15	66
March	4	3	7	46
April	10	3	13	70
May	10	12	22	69
June	10	4	14	91
July	4	3	7	28
August	4	3	7	32
September	3	5	8	16
Totals	81	60	141	680

* Includes Army National Guard and Army Reserve
Source: Defense Manpower Data Center, Data, Analysis and Programs Division. Accessed online: http://Sigdapp.dmdc.osd.mil/personnel/CASUALTY/oif-total-by-month.pdf

at its remaining bases to deter insurgent violence. On 30 September 2009, 111,800 soldiers were stationed in Iraq, comprising 10,000 fewer personnel than the previous September, and roughly 40 percent of the 255,000 U.S. troops deployed in eighty foreign countries.

Soldiers from Company A, Special Troops Battalion, 101st Airborne Division, launch an air assault into Jowlzak Valley in Parwan Province, Afghanistan, October 2008.

5
Reserve Component

Organizational Change

By the end of FY 2009, the Army National Guard was well on the way to completing the most comprehensive force structure change in its history. In just over five years, more than 2,800 units had converted to modular designs. Like the active Army, the Guard was transforming from a division-based force to a brigade-based force consisting of modular units that were more versatile, compatible, and self-sufficient than their predecessors. The Guard's 114 brigades included 7 brigade combat teams, with 21 more being transformed into BCTs during 2009. Because of their part-time status, transformation for Guard BCTs took up to four years. Upon completion, the Army National Guard would have twenty Infantry BCTs, seven Heavy BCTs, and one Stryker BCT. The Guard was thus evolving from a strategic reserve mobilized mainly for major wars and domestic emergencies into an operational force capable of rapidly deploying anywhere in the world.

Domestic activities nevertheless remained a key component of the Army National Guard's mission. In 2009, the Guard established the Domestic All-Hazards Response Team, organized into ten highly specialized units called "force packages," to handle catastrophic events in the United States. Depending on the emergency, the Chief of the National Guard Bureau could deploy any or all ten force packages, consisting of command and control, logistics, aviation, military police, engineer, transportation, medical, chemical, maintenance, and communication units. The force packages were designed in accordance with the Army's modularity concept, enabling them to be used in any combination. To facilitate interagency cooperation, the Domestic All-Hazards Response Team was divided along the same regional boundaries as those used by the Federal Emergency Management Agency.

Personnel Management

In March 2009, the Army National Guard reached an assigned strength of 368,727 soldiers, an increase of 37,000 soldiers over the past four years. The mandate for 2009 was to reduce personnel to the congressionally

authorized ceiling of 358,200 by September while improving the quality of the force. The Guard reduced its force level to 358,391, or 100.1 percent of its FY 2009 end-strength goal. Meanwhile, the Guard met its 56,000-soldier accession goal for the fiscal year by recruiting 56,071 soldiers and exceeded its 34,593-soldier retention goal by reenlisting 36,672 soldiers. For the second straight year, the Guard surpassed its authorized end strength by a substantial margin. The surplus enabled it to suspend misconduct waivers and lower the maximum enlistment age from forty-two to thirty-five. As a result, the proportion of high school diploma graduates among first-time recruits rose from 91 percent to 94 percent, while the proportion of those who scored above average on the Armed Forces Qualification Test shot up from 59 percent to 76 percent.

In 2008, the Army National Guard established the Soldier Family Support and Services Division to care for soldiers and their dependents. Under its chief, Erin Thede, the division coordinated a wide array of programs designed to help all service members in the reserve component. The programs included the recently developed Personnel Blast and Contaminant Tracker, which served as a recording system for personnel involved in blast or contamination incidents, even in the absence of physical symptoms. If exposure had a long-term impact on a service member, data was used for line-of-duty benefit evaluation. The Yellow Ribbon Reintegration Program provided information, services, referral, and outreach to soldiers, spouses, children, and employers before, during, and after deployment. From its inception to May 2009, the program supported about 89,000 soldiers and 104,000 family members.

The Army National Guard continued to support the Army's Warrior in Transition program. The program's mission is to help wounded, injured, or ill soldiers return as closely to their pre-mobilization state of health as possible. Community Based Warrior Transition Units were part of the Army Medical Command. These facilities provided recuperating soldiers with medical care while enabling them to live at home and work nearby. At the end of FY 2009, Warrior Transition Units managed more than 2,400 Guard soldiers.

The Army National Guard also operated 342 family assistance centers during the fiscal year at a cost of $30 million. These facilities provided information, referrals, and outreach to active and reserve component members from all services. The centers were staffed by 450 specially trained military and contractor personnel as well as civilian volunteers and state employees.

Recruiting and Retention

The Army National Guard's 3,700 fulltime recruiters accomplished their mission despite a steep reduction in enlistment bonuses due to

Triplets John Paul, Jacob Erik, and Joshua Clint Temple take the oath of enlistment at the Little Rock Military Entrance Processing Station. The three seventeen-year-olds joined the Arkansas Army National Guard on 30 March 2009.

a leaner budget. According to the Guard's Strength Command, 78 percent of enlistees from 2005 to 2008 received a bonus. Starting on 1 March 2009, only 5 percent received a bonus linked to either a critical military occupational specialty or immediate deployment. Reenlistment bonuses were also cut from $15,000 to $10,000 for personnel in deploying units and to $5,000 for members of nondeploying units.

One recruiting incentive not affected by the bonus reduction was the highly successful Guard Recruiting Assistance Program. Since the program's inception in 2006, the Army National Guard had processed 79,338 enlistments through this initiative. The program encouraged all Army National Guard soldiers as well as the 132,371 civilians employed by the Guard to act as recruiting assistants. These part-time "subcontractors" received $1,000 when a referral enlisted and another $1,000 when the recruit shipped to basic training. In August 2007, the program had expanded to include incentives for officer accessions. Since then, the Guard Recruiting Assistance Program had generated 560 officers and 194 Officer Candidate School entrants.

The Army Reserve employed a similar recruiting assistance program in FY 2009 and credited it with helping to meet the Reserve's

205,000-soldier end-strength goal for the first time in four years. Another contributing factor was the hefty bonuses that the Reserve offered. In 2009, it paid an average of $19,500 to 17,125 recruits with no prior service. The result was an excellent recruiting year, in which the Army Reserve added 36,189 soldiers, surpassing its accession goal of 34,598 soldiers. In addition, the proportion of high school diploma graduates increased from 89 percent in FY 2008 to 97 percent in FY 2009, and the proportion of recruits who scored above average on the Armed Forces Qualification Test improved from 58 percent to 63 percent. Despite its successes, the Reserve had other personnel issues to contend with. The commander of the Army Reserve, Lt. Gen. Jack C. Stultz, told the Senate Armed Services Committee in March 2009 that the Reserve was short almost 10,000 majors and captains, and that it needed to fill critical gaps in the noncommissioned officer corps.

The shortage of junior officers in the reserve component prompted the active Army to offer enlisted soldiers an opportunity to earn a commission. On 29 June 2009, the Army announced that it was accepting applications for the Green to Gold Program, which enabled qualified enlisted soldiers of the active Army to attend Officer Candidate School and be commissioned second lieutenants in the Army National Guard or Army Reserve. Potential candidates had to be U.S. citizens, less than thirty-eight years old, have fewer than ten years of active service, and be within 240 days of separation. In addition, the House Armed Services Committee ordered a study on the shortage of reserve component officers, requiring the secretary of defense to submit a report recommending solutions to the shortage by the end of 2010. The committee directed that the study include a review of the viability of a reserve component military academy similar to the service academies.

Training and Readiness

In FY 2009, the Army National Guard spent $22 million on training programs for its more than 120 combat training centers. One such facility was Muscatatuck Urban Training Center at Camp Atterbury, Indiana. During the year, over 75,000 Guard personnel trained at the 974-acre site. The Guard also devoted substantial resources to improving Guard soldiers' educational opportunities. In June 2009, Muscatatuck became the home of the Patriot Academy, a pilot program designed to give 500 Guard members per year an opportunity to earn a high school diploma. The Army National Guard began constructing an $18 million complex for its GED-Plus program at Camp Robinson, Arkansas, the site of its national training center. Once finished, the

complex would enable more than 7,500 Guard soldiers per year to earn a high school diploma.

Meeting equipment requirements was the Army National Guard's greatest challenge for FY 2009. To that end, the Guard distributed over 440,000 pieces of new equipment worth $5.9 billion. By year's end, it had 83 percent of its critical items on hand. While this left the organization better equipped than it had been the previous year, 15 percent of the equipment went overseas with deployed Army National Guard units, leaving units stationed in the fifty-four states and territories with only 67 percent of their critical items. A case in point was the Guard's UH–60 Black Hawk helicopter fleet, which appeared to meet its 100-percent fill rate for FY 2009. However, around 300 of the 786 Black Hawks were older models slated for replacement. Facing a $2.1 billion funding shortfall, the Army National Guard requested $182 million for its FY 2010 Black Hawk Multi-Year Procurement budget. In addition, helicopters, wheeled vehicles, construction equipment, and information/communication systems headed the force's twenty-five-item Equipment Modernization Shortfall List.

Mobilizations

On the domestic front, FY 2009 was another busy year for the Army National Guard. On 20 January, more than 10,000 soldiers from the District of Columbia and fourteen states assisted with traffic control and route security for the Presidential Inauguration. An estimated 1.8 million spectators were present, making it the largest event in the history of the nation's capital. As a precautionary measure, a reserve force of 12,500 soldiers from eight states remained on standby during the event.

When record snowfall paralyzed the Eastern Seaboard in January 2009, the Army National Guard deployed over 1,200 soldiers, who performed aerial reconnaissance, distributed relief supplies, transported stranded motorists and health care professionals, and provided shelter. That same month, heavy snowfall followed by torrential rain caused flooding throughout the state of Washington. Governor Christine O. Gregoire called up more than 400 Guard soldiers, who cleared snow, evacuated stranded residents, transported supplies, conducted door-to-door safety checks, and delivered over 30,000 sandbags to threatened areas. In late January and early February, ice storms paralyzed several states stretching from Appalachia to the Ozarks. Over 4,000 Army National Guard soldiers were called up in Kentucky alone to distribute supplies, clear debris, restore power, provide security, reopen communications, and recover downed aircraft.

A Montana Army National Guard CH–47D Chinook helicopter flies over the North Dakota–Minnesota border area flooded by the Red River, 1 April 2009.

Springtime brought flooding and tornadoes, and the Guard responded to several major emergencies. In March 2009, six states provided 5,554 soldiers for dam building, search and rescue, aerial evacuation, snow and ice clearance, food and water distribution, and law enforcement support in response to the flooding of the Red River in North Dakota. On the night of 10 April, a powerful tornado tore through the town of Mena, Arkansas. The 39th Brigade Combat Team of the Arkansas Army National Guard received the call for help. During the night, the soldiers conducted search and rescue operations and provided security. As morning broke and the extent of the damage became visible, additional Guard units deployed to help.

On 24–25 September, over 2,500 soldiers of the Pennsylvania Army National Guard provided security support for the G–20 Summit of world leaders in Pittsburgh. On 29 September, a devastating tsunami struck American Samoa following an 8.4-magnitude earthquake. Within twenty-four hours, ninety Hawaii Army National Guard personnel flew over 2,500 miles to help in the relief effort. In October, the 215th Firefighting Team worked with local firefighters to extinguish a massive oil refinery fire near San Juan, Puerto Rico. Over 300 soldiers of the Puerto Rico Army National Guard participated

in the firefighting, evacuation, and cleanup effort. During FY 2009, Guard aviation units provided wildfire-fighting assistance in California, Hawaii, South Carolina, and Utah.

Roughly 60,000 Army National Guard soldiers served in expeditionary operations around the world in FY 2009. Of that number, 33,943 deployed to Iraq, while 9,312 deployed to Afghanistan, for a total of 43,255 soldiers. The largest mobilization occurred in the spring of 2009, when four Army National Guard brigade combat teams numbering 14,000 soldiers deployed to Iraq and Kuwait to provide base and route security.

In Afghanistan, the Army National Guard fielded two Agribusiness Development Teams, one from Texas and the other from Missouri, consisting of about fifty personnel each. At least three other states—Indiana, Nebraska, and Tennessee—were preparing similar teams for deployment. The teams' personnel had expertise in various sectors of the field. Foremost among their responsibilities, they provided training and advice to universities, provincial ministries, and local farmers. Since the program's inception in 2007, Agribusiness Development Teams had covered fourteen provinces and contributed to 282 agricultural projects, generating more than $21 million for the people of Afghanistan.

Materiel and Aviation

In FY 2009, the Army National Guard's Operational Support Airlift Agency managed a worldwide fleet of 114 aircraft, the largest fixed-wing organization in the U.S. Army. During the year, the aircraft flew 56,007 hours, completed 26,210 missions, transported 19.9 million pounds of cargo, and carried 100,434 passengers. The Army National Guard fielded eight combat aviation brigades. In 2009, the Guard deployed Minnesota's 34th Combat Aviation Brigade and Pennsylvania's 28th Combat Aviation Brigade to Iraq.

6
Logistics

Management and Planning

On 14 November 2008, General Ann E. Dunwoody became Commanding General of Army Materiel Command and the U.S. military's first female four-star general. At the time of her promotion, AMC had more than 61,000 employees, a $47 billion budget, and a presence in 49 states and 127 foreign countries. With more than $104 billion in contractual obligations, AMC's workload was three times greater than it had been during the height of the Vietnam War. In FY 2009, Army Materiel Command fully reset the equivalent of twenty-nine brigade combat teams returning from Iraq and Afghanistan and began the reset of seventeen more.

General Dunwoody's husband, retired Air Force Col. Craig F. Brotchie, and General Casey, U.S. Army Chief of Staff, pin stars on her shoulders during a promotion ceremony at the Pentagon, 14 November 2008.

On 2 July 2009, several hundred soldiers and civilians celebrated the opening of the Army Logistics University's new 350,000-square-foot building at Fort Lee, Virginia, during a ribbon-cutting ceremony. The building represented just one facet of the Army's new Sustainment Center of Excellence, part of a $1.2 billion construction program begun at Fort Lee under BRAC 2005.

During FY 2009, the Army's logistical organizations continued to transform in accordance with the Single Army Logistics Enterprise program. They moved thus from an environment of disconnected information systems and business processes to a fully integrated network that would provide almost instantaneous tracking of inventory levels, supply shipments, and financial transactions. The new program would eliminate eighteen outmoded Army logistics systems through a single Internet-accessible network that would combine the Army's two major logistics systems: the Logistics Modernization Program and the Global Combat Support System. When completed, Single Army Logistics Enterprise would provide a more efficient, streamlined, and integrated logistical network than the current system.

Research, Development, and Acquisition

The Army's enacted budget for Research, Development, Testing, and Evaluation in FY 2009 was $12 billion. Almost one-third of that amount—$3.7 billion—was earmarked for Future Combat Systems, the Army's largest research and development program and its first comprehensive modernization effort in four decades. As first planned, FCS would consist of eighteen vehicle and weapons platforms linked by an extensive information and communications network. But intensifying congressional scrutiny in response to years of missed deadlines and budget overruns prompted a re-evaluation of the program.

On 6 April 2009, Secretary of Defense Gates announced a major restructuring of FCS. Gates canceled the manned ground vehicle component, which consisted of eight tracked combat vehicles built on a common chassis. He explained that the manned ground vehicles' use of greater mobility and informational awareness to compensate for less armor did "not adequately reflect the lessons of counterinsurgency and close quarters combat in Iraq and Afghanistan." Gates noted that FCS failed to include a role for the MRAP vehicles that had proved so effective against improvised explosive devices. He also cited the difficulty of ensuring cost effectiveness under the terms of the current contract, which carried an estimated $87 billion price tag. The secretary recommended that the Army re-evaluate the manned ground vehicle program and reopen the competitive bidding process under more favorable terms. He indicated that work

would continue at an accelerated pace on the remaining FCS components, including the information and communications networks, the unmanned ground and aerial vehicles, the unattended sensors, and the non-line-of-sight cannon.

Secretary of Defense Gates

Two months later, Under Secretary of Defense for Acquisition, Technology, and Logistics Carter ended the Future Combat Systems program altogether. On 23 June 2009, he directed the Army to develop a new modernization plan using former FCS components still under development. The Army designated the program that replaced FCS as Brigade Combat Team Modernization. General Casey viewed the new program as an opportunity to assess the remaining FCS equipment and to develop a new line of ground combat vehicles based on lessons learned in Afghanistan and Iraq. He directed General Dempsey, the commander of Training and Doctrine Command, to develop guidelines for BCT modernization and to determine operational requirements for the new ground combat vehicles. Dempsey established Task Force 120, consisting of personnel from TRADOC's Army Capabilities Integration Center, to do the job. As the name suggested, the task force had 120 days to complete the assignment.

One week before Carter's announcement, Vice Chief of Staff Chiarelli hosted a blue ribbon panel at the National Defense University on a new ground combat vehicle program to replace the FCS program that Gates had canceled in April. The panelists at the 15 June conference included civilians from the Office of the Secretary of Defense and private-sector think tanks, retired general officers, combat veterans, and active-duty commissioned and noncommissioned officers. They met in six focus area sessions: operational environment, platform characteristics, platform threats, commercial off-the-shelf vs. research and development strategies, realistic requirements, and network considerations.

Using the blue ribbon panel's recommendations, Task Force 120 developed a blueprint for how future brigade combat teams would fight and what ground combat vehicles would need to be effective. Chiarelli presented the task force's findings on 10 September 2009. He stressed that the new vehicle design would incorporate lessons learned from the past

eight years of war. "When we asked soldiers what they wanted in a vehicle," Chiarelli noted, "they said, 'survivability and mobility.'" According to the task force's mandate, the ground combat vehicle had to be as mobile off-road as it was maneuverable in confined urban areas. Chiarelli outlined a seven-to-nine-year timeline taking the ground combat vehicle from initial design concept through development and into full production. The Army, meanwhile, would phase out the M113 armored personnel carrier and M2 Bradley fighting vehicle while upgrading the M1 Abrams main battle tank and the M109 Paladin 155-mm. self-propelled howitzer.

On 3 September, the Department of the Army issued a "sources sought" solicitation to the defense industry, inviting companies to present design concepts for the ground combat vehicle. The next step in the development process was to occur in October and November 2009, when the Army would hold one "industry day" each month to discuss vehicle requirements with prospective designers.

While Chiarelli outlined the new ground combat vehicle concept, TRADOC's Future Force Integration Directorate conducted a limited user test of a six-component "capability package" that had originated under FCS and was now part of the new Brigade Combat Team Modernization program. The tests ran from 25 August to 16 September 2009, and were conducted at Fort Bliss and White Sands Missile Range, New Mexico.

A soldier from the Army Evaluation Task Force, 5th Brigade, 1st Armored Division, uses a video-game-like controller to steer a small unmanned ground vehicle at Adobe Village, White Sands Missile Range.

Roughly 1,000 soldiers of the Army Evaluation Task Force—designated as the 5th Brigade, 1st Armored Division—tested the equipment in battalion- and brigade-size operational scenarios. The capability package under evaluation included two unattended ground sensors, an unmanned ground vehicle, an unmanned aerial vehicle, a non-line-of-sight launch system (also known as "rockets in a box"), and a network integration kit that could be loaded into combat vehicles, giving soldiers instant access to information over an advanced communications network.

More than 70 percent of the soldiers conducting the tests were combat veterans who brought invaluable expertise to their mission. An additional 250 Army personnel, Department of the Army civilians, and contractors from the Army Test and Evaluation Command served as independent evaluators. "We have no agenda, no preconceived notions," said lead evaluator Col. Steven Duke. "We are out here to set up a test to let senior leaders decide whether they want any of these systems." Paul D. Mehney, a spokesman for the BCT Modernization program, noted that evaluation of the components was still in its early stages. "This is not the final end to testing of this particular capability package," he said. A decision on the fate of the components was slated for December 2009.

In response to the spike in IED-related incidents in Afghanistan—up from 217 in August 2007 to 969 in August 2009—the Army commissioned

One of two M-ATVs is loaded onto a C–17 Globemaster III at Charleston Air Force Base, S.C., 30 September 2009. The two M-ATVs are the first to be delivered to the Afghanistan theater for operational use.

Oshkosh Corporation to produce a new vehicle to replace up-armored Humvees. Dubbed M-ATVs (mine-resistant, ambush-protected, all-terrain vehicles), they were sturdier than Humvees, yet smaller and lighter than the bulky MRAPs. This made the M-ATVs better able to negotiate the rugged off-road terrain, treacherous mountain paths, and narrow urban streets of Afghanistan. The Oshkosh M-ATV weighed in at 12.5 tons—about half as heavy as a typical MRAP—and it could carry four passengers, one gunner, and a two-ton payload. As of September 2009, the Army had ordered 4,296 M-ATVs at a cost of $2.3 billion. The first shipment of M-ATVs arrived in Afghanistan that month.

7
Support Services

Morale, Welfare, and Recreation

In 2009, the U.S. Army Family and Morale, Welfare, and Recreation (FMWR) Command received $1.9 billion in appropriated funds from Congress and $1.3 billion in nonappropriated funds, mainly from cash register sales of goods and services, including a $148 million dividend from the Army and Air Force Exchange Service (AAFES), FMWR's major business partner. Most of the money went to Army installations and was used to run FMWR operations, programs, and services for more than 3.9 million patrons.

Installation Management

In FY 2009, the U.S. Army Installation Management Command (IMCOM) began a two-year, $26.4 million relocation program under BRAC 2005. IMCOM and two of its subordinate commands, the Family and Morale, Welfare, and Recreation Command, and the U.S. Army Environmental Command (USAEC), were moving their headquarters from the National Capital Region-District to Fort Sam Houston in San Antonio, Texas. When completed, the new facilities would include four thoroughly renovated buildings and two more built from the ground up, encompassing nearly 500,000 square feet of office space. Construction was already underway on one of the buildings, and contracts were being awarded for the remainder. The first wave of sixty-eight personnel arrived during the summer of 2009 and set up shop at the Fort Sam Houston Community Club until their permanent workspace became available in September. Over the next two years, they would be joined by 2,400 additional people.

Installation Management Command received the Organizational Deployment Award as part of the 2009 Army Lean Six Sigma Excellence Awards program. The award recognized the command for its outstanding success in employing Lean Six Sigma business methodologies to better serve commanders, soldiers, and their families.

IMCOM Executive Director John Nerger (center) *accepts the 2009 Lean Six Sigma Organizational Deployment Award from Joyce Morrow, Administrative Assistant to the Secretary of the Army, and Lt. Gen. Robert Durbin, Special Assistant to the Secretary of the Army for Enterprise Management.*

Housing and Infrastructure

By means of the Residential Communities Initiative, the Army continued to provide quality and affordable housing to soldiers and their families in FY 2009. Authorized by Congress in 1996, the initiative enables the Army to obtain private-sector capital and expertise to construct, renovate, improve, and maintain military housing in the United States. The Army invested about $1 billion in family housing during the fiscal year. Since August 2007, the private sector had built more than 19,000 homes and renovated 14,000 more at forty-three Army garrisons. The Army planned to provide 87,747 homes at forty-five garrisons—roughly 98 percent of all Army family housing in the United States—through the Residential Communities Initiative. To make home buying easier for soldiers, the Army established the Automated Housing Referral Network and the Army Housing OneStop, a garrison and community information resource.

In 2009, the Army expanded the Residential Communities Initiative model to include unaccompanied senior enlisted and officer quarters at five garrisons to address the shortage of adequate and afford-

able off-post rentals. The service planned to construct 1,396 one- and two-bedroom apartments over the next year.

Among other housing initiatives, the Army funded the Training Barracks Modernization Program at $930 million to enable 11,306 soldiers to move into newly built or renovated barracks in FY 2009. The Army also earmarked a total of $600 million in funds to build Warrior in Transition barracks for Warrior Transition Units, which consist of wounded, injured, and ill soldiers requiring long-term medical care. In addition to providing comfortable accommodations for its residents, a typical Warrior in Transition complex will include an administration and office facility and a soldier and family assistance center.

Safety

For FY 2009, Secretary Geren and General Casey set two major safety goals for the Army: reduce off-duty accidental fatalities by 20 percent and sustain reductions achieved in on-duty accidental fatalities since FY 2006. The Army met the first goal by lowering off-duty fatalities from 152 in FY 2008 to 121 in FY 2009—a 20 percent reduction—and it surpassed the second goal by cutting on-duty accidental fatalities from 58 to 51, a decrease of 12 percent. In addition, Class A accidents (involving property damage of $1 million or more; loss of an aircraft or missile; illness or occupational injury resulting in a fatality or permanent total disability) decreased by more than 10 percent, dropping from 249 in FY 2008 to 222 in FY 2009. The vast majority of off-duty fatal accidents involved vehicles. Over two-thirds of the losses were 18- to 24-year-old soldiers driving or riding in sedans, while noncommissioned officers 25 years old and over were involved in nearly 70 percent of all fatal motorcycle accidents. Vehicular accidents likewise accounted for more than half of all Army on-duty fatalities.

On 7 August 2009, Geren and Casey listed four objectives for improving Army safety in FY 2010. First, reduce off-duty vehicular fatalities. The leading cause of those accidents was excessive speed, combined with a lack of seatbelt use. The recommended solution was to tailor automotive and motorcycle safety programs to the appropriate demographic groups. Second, reduce on-duty vehicular losses by providing more comprehensive driver training, supervision, and qualification requirements. Third, reduce Army civilian on-duty injuries, which resulted in significant losses of time and efficiency. Fourth, improve accident reporting procedures. Believing that only a fraction of Army accidents were reported in 2009, Geren and Casey urged commanders to view accident reporting as an essential part of their information requirements.

Army and Air Force Exchange Service

The Army and Air Force Exchange Service supported soldiers and their families by operating retail outlets almost anywhere they happened to be stationed—including 131 locations in Afghanistan, Iraq, and elsewhere in the Middle East—thus living up to its motto: "We go where you go." Despite its status as an agency of the Department of Defense, AAFES received almost no federal funds, relying instead on sales revenues from its stores, catalogs, and Web site. In 2009, the exchange service operated 177 stores and 3,475 other retail operations that generated $9.8 billion in sales, boosting earnings to $428.5 million, nearly 14 percent higher than the previous year. Roughly 25 percent of the more than 43,000 AAFES associates were military family members, making it a major source of employment for that group.

Under BRAC 2005, the exchange service was investing more than $1.5 billion over the next five years to build new facilities and renovate existing ones. In 2009, AAFES opened the world's two largest exchanges in Germany and on Okinawa and broke ground on Freedom Crossing at Fort Bliss, a "Main Street lifestyle center" designed to recreate the small-town feel of a centrally located outdoor shopping, restaurant, and entertainment district—the first of its kind on a military installation.

8
Special Functions

Civil Works

In FY 2009, the U.S. Army Corps of Engineers employed about 35,000 personnel, including 650 military officers and 24,800 civilians who performed civil works duties. It received $5.4 billion in appropriations and executed programs through nine regional divisions, including the provisional Gulf Region Division which supported operations in Afghanistan and Iraq, where its services were much-needed. Since January 2004, the Gulf Region Division had completed 4,500 projects that brought clean water, electricity, health care facilities, and schools to the Iraqi people. The Corps' Afghanistan Engineer District completed projects valued at $2.7 billion, an increase of $1 billion over the previous year. Prior to FY 2009, most of the work had involved building facilities for the Afghan national security forces, but in September 2008, the district established a water and infrastructure branch to bring its expertise to bear in that critical area. Through the "Afghan First" initiative, the Corps of Engineers awarded more than 70 percent of its in-country contracts to Afghan construction firms. During the peak construction season, the Afghanistan Engineer District employed more than 20,000 Afghans, making it one of the largest employers in the country.

In 2009, the Corps' Engineer Research and Development Center had a staff of about 2,500 government employees and contractors and an annual budget of more than $1 billion. The center's research and development programs focus on five technical areas: war fighter support, installations, the environment, water resources, and information technology. Recent technological breakthroughs made by the center that save soldiers' lives include overhead cover protection against mortar and rocket attacks; the X-Flex Blast Protection System that attaches to walls and reduces blast effects by a factor of fifteen; and a mobile modular protective system light enough to carry by hand yet strong enough to protect against bomb blasts, small-arms fire, and rocket-propelled grenades. The Engineer Research and Development Center's cutting-edge research on carbon nanotubes, a

new super-material with a strength-to-weight ratio 750 times greater than that of high-strength steel, may eventually provide stronger and lighter aircraft, vehicles, body armor, and other military products.

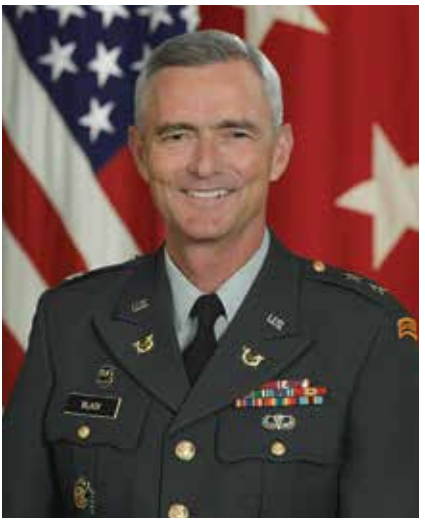
During FY 2009, the Corps of Engineers continued to work on the largest military construction program since World War II, an effort largely driven by BRAC 2005. One such project was the Brooke Army Medical Center addition at Fort Sam Houston, begun in December 2008. The $600 million project called for 768,000 square feet of new construction and 306,000 square feet of renovations. The American Recovery and Reinvestment Act of 2009, an economic stimulus package signed into law on 17 February, provided the Corps of Engineers with an additional $4.6 billion for civil works, $3.5 billion for military construction, and $1 billion for interagency and international services work. Included in that funding was $83.9 million to build two Warrior in Transition complexes: a 232-bed facility at Fort Bliss and a 206-bed facility at Fort Campbell, Kentucky.

Environmental Protection

In FY 2009, the U.S. Army Environmental Command protected the Army's natural and cultural resources, and it provided a healthy environment for soldiers, their families, and the surrounding communities. To accomplish this, USAEC established the Installation Restoration Program in 1975 and the Military Munitions Response Program in 2009 to identify and clean up hazardous substances and pollutants that pose environmental and safety risks at both active and former military installation sites. USAEC's mission was to complete the cleanup of 1,080 installations by FY 2014. By the close of FY 2009, USAEC and the contractors under its supervision had accomplished 90 percent of this goal.

The Environmental Command also developed and implemented cultural resource management plans at facilities worldwide. These plans provided for the identification and protection of the Army's cultural and historical resources while ensuring that the installations where the resources were located remained fully functional. To that end, USAEC created a program to protect training ranges from incompatible land use outside installation boundaries. Using the authority provided by the 2003 Defense Authorization Act, the Environmental Command established buffer zones near training and testing areas through partnerships with government and private organizations. As of 2009, more than 83,000 acres of land had been protected through the Army Compatible Use Buffers program at twenty-six installations across the United States.

Legal Affairs



General Black

During FY 2009, the Army Judge Advocate General, Lt. Gen. Scott C. Black, and the senior members of his staff visited more than thirty installations in the United States and overseas in pursuance of their official duties. The Office of the Judge Advocate General continued to advise the Army leadership and develop policies to improve legal services provided to commanders and soldiers. The attorney strength of the active Army Judge Advocate General's Corps at the end of FY 2009 was 1,730, compared with 1,647 the previous year. In addition to the active duty attorneys (all commissioned officers), 88 warrant officers, 539 civilian attorneys, and 1,418 enlisted paralegals supported legal operations worldwide. The attorney strength of the reserve component at the end of FY 2009 was 2,684.

The Criminal Law Division advises the Judge Advocate General on military justice policy, legislation, opinions, and related criminal law actions. Significant Criminal Law Division actions for the past three years are listed on Table 7.

In 2009, the Criminal Law Division tracked over 800 high-profile cases and detainee-related investigations to provide General Black with

TABLE 7—CRIMINAL LAW DIVISION CASE DATA AND ACTIONS, FYs 2007–2009

Type	*FY 07*	*FY 08*	*FY 09*
White House Inquiries	3	13	7
Congressional and other inquiries	109	132	152
Officer Dismissals	38	31	28
Article 69 and other reviews	106	73	99
Freedom of Information Act/Privacy Act	19	18	18

Source: Annual Report of the Committee on Military Justice, 1 Oct 2008–30 Sep 2009, Sect. 3: Report of the Judge Advocate General (JAG) of the Army, pp. 2–5.

the most current information for use in his responses to congressional and public inquiries. Continued concern regarding sexual assault in the military led the Criminal Law Division to oversee the development of four new sexual assault litigation courses conducted jointly by the Trial Counsel Assistance Program, the Defense Counsel Assistance Program, and civilian experts.

The U.S. Army Trial Defense Service had about 140 active duty, 228 Army Reserve, and 50 Army National Guard attorneys who provided defense services to soldiers at 108 locations worldwide. During FY 2009, the trial defense service assigned legal counsel to every special and general court-martial, defending soldiers facing the entire range of allegations under the Uniform Code of Military Justice. In addition, trial defense service attorneys assisted soldiers in other military justice and administrative actions. The caseloads for FY 2009 are listed on Table 8.

TABLE 8—REPRESENTATION STATISTICS FOR THE U.S. ARMY TRIAL DEFENSE SERVICE, FY 2009

Cases	
Courts-Martial	1,184
Administrative Boards	451
Non-judicial Punishment	33,750
Consultations	14,050

Source: Army JAG Rpt, FY 2009, pp. 8–10.

The trial defense service provided legal assistance to soldiers deployed to Kosovo and the U.S. Central Command area of responsibility. In 2009, the defense service in CENTCOM had six field offices in Afghanistan, Iraq, and Kuwait. The Regional Defense Counsel, consisting of eighteen attorneys and nine paralegals, provided legal support to CENTCOM's more than 200,000 soldiers.

The 1,184 reported courts-martial tried in FY 2009 reflect a slight increase over the previous year (*Table 9*). Army trial judges presided over 81 general and special courts-martial in Afghanistan, Iraq, and Kuwait, bringing the total to over 800 since May 2003. At Guantanamo Bay, Cuba, three Army trial judges presided over several high-profile military commissions, including the cases of Khalid Sheikh Mohammed, Omar Khadr, Ahmed al-Darbi, and Mohammed Jawad. In January 2009, President Obama halted the Guantanamo proceedings to assess whether to continue them, and they remained suspended pending the enactment of the Military Commissions Act of 2009 on 28 October.

TABLE 9—U.S. ARMY COURTS-MARTIAL STATISTICS, FY 2009

Court Type	*Tried*	*Convicted*	*Acquitted*	*Change from Last Report*
General	638	584	54	-5.3%
BCD Special	518	491	27	+7.0%
Non-BCD Special	10	9	1	+150.0%
Summary	946	*	*	-24.4%

*Data not available because of an omission in the reporting requirements when the Army Office of The Judge Advocate General switched to electronic recording.
Source: Army JAG Rpt, FY 2009, p. 24.

In FY 2009, the Secretary of the Army directed that the military justice system be augmented to improve its ability to investigate, prosecute, and defend allegations of sexual assault and sexual harassment. To that end, the U.S. Army Legal Services Agency of the Judge Advocate General's Corps hired three civilian attorneys who specialized in sexual assault cases to train investigators and prosecutors and assist in prosecuting sexual assault cases. The corps also received authorization to hire twenty-seven special investigators and fifteen special victim prosecutors for assignment to locations in the United States, Europe, and Korea. At least one special victim prosecutor was assigned to every sexual assault case tried under the Uniform Code of Military Justice. By the end of FY 2009, eight special victim prosecutor positions had been filled, with the remainder to be hired by summer 2010. The increased workload resulting from sexual assault cases led the U.S. Army Criminal Investigation Laboratory to hire additional technicians to meet the congressionally mandated DNA analysis turnaround time of sixty days. In addition, the Criminal Investigation Command received funding for a special mobilized training team to train all criminal investigation battalions in the latest sexual assault investigation methods.

Trends regarding alleged Army sexual assault offenders remained consistent in FY 2009. Identified alleged offenders were 99 percent male in both 2008 and 2009. The proportion of alleged offenders who were E1 through E4 was 59 percent in 2009, compared with 62 percent in 2008, while 47 percent of alleged offenders in 2009 were 24-years-old or younger, compared with 48 percent in 2008. In addition, 64 percent of all completed investigations found sufficient evidence for charges of sexual assault. This was consistent with recent years in which the proportion had ranged between 60 and 70 percent.

Sexual assault is the most underreported violent crime in the United States: only 16 percent of sexual assault incidents are ever reported. During FY 2009, the Army investigated 1,512 cases of sexual assault in which either the victim or the alleged offender was a soldier, a slight decrease from the 1,584 cases reported in FY 2008. The length of time to conduct an investigation took an average of ninety-five days compared with eighty-nine days the year before. By the end of FY 2009, the Judge Advocate General's Corps had completed 1,035 investigations, while 435 cases remained open. Of the 1,109 alleged offenders in the 1,035 completed investigations, 327 were subject to disciplinary action. All of the accused had disciplinary or administrative action taken against them, resulting in 82 courts-martial, 161 non-judicial punishments, 12 administrative discharges, and 72 administrative or other actions. In addition, there were 327 investigations based on reports made from FY 2004 to FY 2008. Of the 596 subjects involved, 327 had disciplinary or administrative action taken against them, resulting in 128 courts-martial, 116 non-judicial punishments, 17 administrative discharges, and 66 administrative or other actions.

Office of the Surgeon General

In FY 2009, the Surgeon General of the U.S. Army was Lt. Gen. Eric B. Schoomaker, who also served as the commander of the U.S. Army Medical Command (MEDCOM), an organization with a $10 billion budget and a work force of 70,000 soldiers, civilian employees, and contractors. To minimize redundancy and facilitate interagency cooperation, the Office of the Surgeon General's (OTSG) staff also served as the headquarters staff for MEDCOM. Though sharing the same commander and staff, the two organizations performed separate functions. For example, the OTSG briefed Congress on the Army's proposed medical budget, while MEDCOM oversaw and executed the actual spending. MEDCOM consisted of six Regional Medical Commands located in the continental United States, Europe, and the Pacific Rim; the Army Medical Department and School; the Medical Research and Material Command; the Center for Health Promotion and Preventive Medicine; the Veterinary Command; and the Dental Command. Under the Army Medical Department umbrella, a total of 138,000 active component and reserve component military and civilian health care personnel were responsible for 3.7 million soldiers, retirees, and family members.

In an effort to cut costs and improve efficiency, General Schoomaker reorganized MEDCOM in 2009. The changes included reducing MEDCOM's administrative regions from four to three and merging all Army public health–related personnel, programs, and resources into a single Public Health Command to better respond to global pandemic

outbreaks, natural disasters, and national security events. MEDCOM also added a new agency to its organization. On 11 May 2009, the Army officially activated the Warrior Transition Command (WTC) in a ceremony at the Pentagon. The WTC thus became responsible for the care of 9,500 wounded, ill, and injured soldiers in the Army's forty-five Warrior Transition Units, facilitating their recovery and eventual return to active duty or their transition to civilian life. Speakers at the ceremony included Secretary Geren, General Schoomaker, and the WTC's first commander, Brig. Gen. Gary H. Cheek.

MEDCOM personnel also made great strides in handling traumatic brain injuries, developing a protocol for early detection and treatment of concussions that included mandatory testing and rest until full recovery became evident. According to a MEDCOM spokesman, "We are finally achieving for Warriors in battle what is now the standard of care on any sports field in America or any emergency room [when] evaluating a patient injured in [a] motor vehicle or bike accident or [in] a fall from a ladder."

Army Audit Agency

To accomplish its mission, the U.S. Army Audit Agency relied on a workforce of roughly 600 employees organized into seventeen functional

Mine-resistant, ambush-protected vehicles sit in a row on the Camp Liberty, Iraq, fielding site on 20 February 2009. This marked the introduction of the 10,000th vehicle into Iraq.

audit teams. The Agency published 241 reports and made over 690 recommendations representing $2.9 billion in potential monetary savings for the Army. The Army Audit Agency maintained a significant presence in U.S. Central Command. At the end of FY 2009, the Agency had twenty-eight auditors in Afghanistan, Iraq, and Kuwait. Since 2002, it had deployed 130 auditors to that theater and issued more than 100 reports on Operation ENDURING FREEDOM and Operation IRAQI FREEDOM.

Among Army Audit Agency's significant activities for FY 2009 was its audit of the MRAP vehicle program. The audit found that several aspects of the program could be improved. For example, auditors determined that the three weeks' time saved by airlifting MRAP vehicles to Afghanistan and Iraq did not justify the cost of using airlift. After a review of the findings, Army and CENTCOM logisticians agreed to use sealift instead, thereby saving the Army about $254 million through December 2008.

9
Conclusion

FY 2009 was a pivotal twelve months for the Army, in which it began the transition from fighting two regional conflicts to one, while a new presidential administration assumed office and the Great Recession gripped the world economy. The improving situation in Iraq enabled the service to begin a troop drawdown that was slated to end with the withdrawal of the last American soldier in December 2011. Meanwhile, escalating violence in Afghanistan led the Army to make its main effort in that theater. As a result of this shift in emphasis, May 2009 marked the first month in which Army casualties in Afghanistan exceeded those in Iraq. Although engaged in sustained combat operations, the service enjoyed a successful recruiting and retention year, reaching its cumulative troop strength goal one year ahead of schedule. This achievement, combined with the drawdown in Iraq, enabled the Army to reduce the length of combat tours, end stop-loss, and extend dwell time.

Even though the improving situation in Iraq permitted the drawdown to begin, the overall force remained very much under stress. Two of the more disturbing symptoms were the increase in suicide and sexual assault. To address these problems, the Army established suicide prevention and sexual assault prevention programs across the service. In addition, the BRAC 2005 program governing the realignment of military installations to meet changing operational needs proceeded on schedule, which facilitated ongoing Army efforts to provide better housing and services for soldiers and their families.

FY 2009 was pivotal in another sense. The Army's conversion to brigade combat teams was nearly complete in the active component and well underway in the reserve component. The fiscal year also saw the termination of Future Combat Systems and the beginning of its successor, the Brigade Combat Team Modernization program. The Army tested the first capability package of former FCS components and began to develop a new ground combat vehicle that reflected the lessons learned in Afghanistan and Iraq. The Army thus continued to prepare for the future while fighting the Global War on Terrorism, which ranked as the greatest test that the all-volunteer force had yet faced.

Bibliographical Note

The *Department of the Army Historical Summary* is based largely on official U.S. Army documents and reports. Key resources include the *Army Modernization Plan*, the *Army Posture Statement*, and the budgetary materials produced by the Office of the Assistant Secretary of the Army for Financial Management and Comptroller. An unofficial source of value is *Inside the Army*, a weekly newsletter published by InsideDefense.com that covers Army programs, procurement, and policymaking. Also useful are *Army* magazine, particularly its October Green Book issue, and the *Army Times*.

Acronyms

AAFES	Army and Air Force Exchange Service
AFRICOM	U.S. Africa Command
AMC	Army Materiel Command
ARFORGEN	Army Force Generation
BCT	Brigade Combat Team
BRAC	Base Realignment and Closure
CENTCOM	U.S. Central Command
FCS	Future Combat Systems
FMWR	Family and Morale, Welfare, and Recreation
FY	Fiscal Year
GS	General Schedule
IED	Improvised Explosive Device
IMCOM	U.S. Army Installation Management Command
M-ATV	Mine-Resistant, Ambush-Protected, All-Terrain Vehicle
MEDCOM	U.S. Army Medical Command
MRAP	Mine-Resistant, Ambush-Protected
NCO	Noncommissioned Officer
NSPS	National Security Personnel System
OCS	Officer Candidate School
OTSG	Office of the Surgeon General
RDT&E	Research, Development, Testing, & Evaluation
ROTC	Reserve Officer Training Corps
TRADOC	Training and Doctrine Command
USAEC	U.S. Army Environmental Command
USAREUR	U.S. Army Europe
USMA	U.S. Military Academy
WTC	Warrior Transition Command

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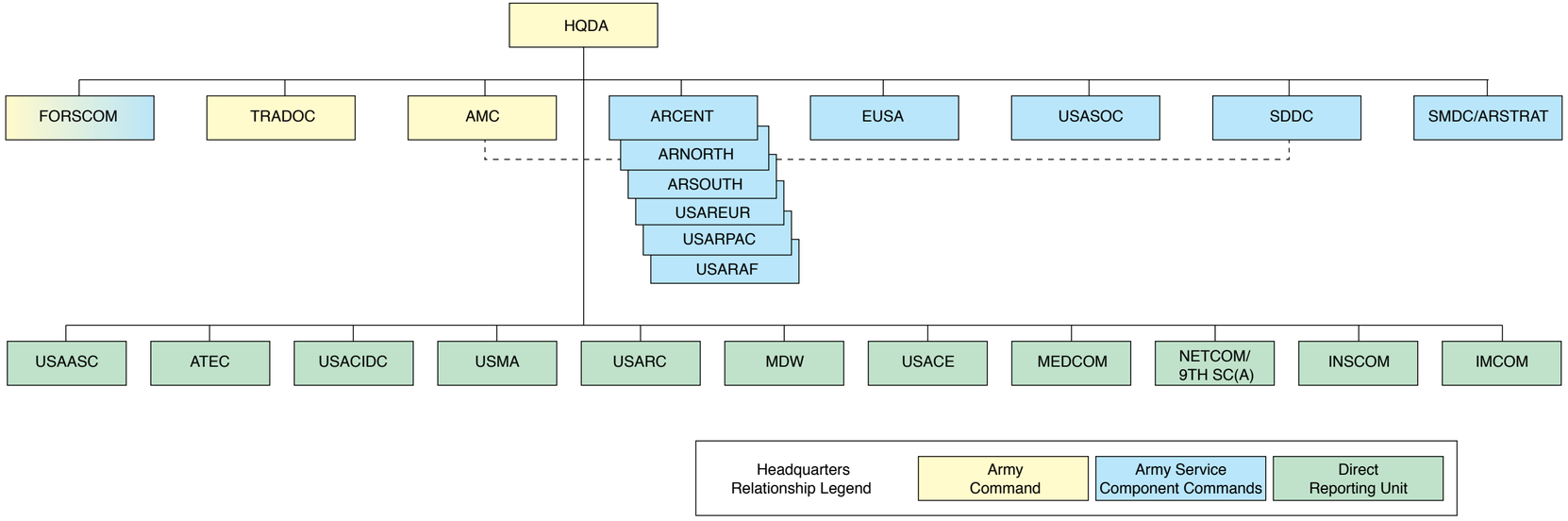
Appendix 2—Army Command Structure (FY 2009)



Source: “Army Source Structure, FY 2009” The Official Homepage of the United States Army: http://www.army.mil/info/organization/.

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