

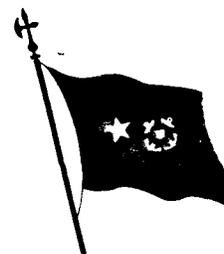
**STATEMENT BY**  
**REAR ADMIRAL PAUL A. WELLING**  
**CHIEF, OFFICE OF READINESS AND RESERVE**  
**U. S. COAST GUARD**

**BEFORE THE**  
**SENATE COMMITTEE ON ARMED SERVICES**  
**SUBCOMMITTEE ON MANPOWER AND PERSONNEL**

**FOR**

**RESERVE COMPONENTS MANPOWER OVERVIEW**  
**FIRST SESSION, 101ST CONGRESS**  
**18 MAY 1989**

**NOT FOR PUBLICATION**  
**UNTIL RELEASED BY THE**  
**SENATE ARMED SERVICES COMMITTEE**



**Rear Admiral Paul A. Welling  
Chief, Office of Readiness & Reserve  
United States Coast Guard**

Rear Admiral Paul A. Welling became Chief, Office of Readiness and Reserve, United States Coast Guard Headquarters in Washington, DC on June 22, 1987. Previously he served as Chief of Staff, Fifth Coast Guard District in Portsmouth, Virginia.

During his career, Admiral Welling has served aboard a number of cutters, commanding three, including the United States Coast Guard Academy's sail training vessel, the barque Coast Guard Cutter EAGLE. He served at the Department of State on the Ocean Affairs Staff and at Coast Guard Headquarters in several capacities. While Chief, Operations Division of the Third Coast Guard District in New York City, he also served as Deputy Coordinator of the National Narcotics Border Interdiction System, Northeast Region.



Admiral Welling is a 1959 graduate of the Coast Guard Academy, has a Master of Science degree in international affairs from George Washington University, a law degree from the University of Connecticut and is a member of the Connecticut bar. He is a graduate of the Naval War College and the National War College. His awards include three Meritorious Service Medals and the Coast Guard Commendation Medal. He holds a Merchant Marine masters license for ocean-going vessels of any size.

He is a native of West Islip, New York and is married to the former Sheila M. Donohue. They have two children.

MISTER CHAIRMAN, MEMBERS OF THE SUBCOMMITTEE:

I AM REAR ADMIRAL PAUL WELLING, CHIEF OF THE OFFICE OF READINESS AND RESERVE, UNITED STATES COAST GUARD, I AM PLEASED TO HAVE THIS OPPORTUNITY TO PRESENT TO YOU A BRIEF OVERVIEW OF THE COAST GUARD RESERVE. WITH SOME REGRET I MUST TELL YOU THAT, DUE TO REASSIGNMENT, THIS WILL BE MY LAST OPPORTUNITY TO ADDRESS THIS SUBCOMMITTEE IN THE CAPACITY OF CHIEF OF THE OFFICE OF READINESS AND RESERVE. MY TENURE HAS DRAMATICALLY INCREASED MY AWARENESS OF THE VITAL ROLE OUR COMPARATIVELY SMALL COMPONENT PLAYS IN THE NATIONAL SECURITY ARENA. I TAKE GREAT PERSONAL PRIDE IN HAVING BEEN ABLE TO CHAMPION OUR CAUSE.

DURING 1990, THE COAST GUARD WILL BE ENTERING ITS THIRD CENTURY OF SERVICE TO OUR NATION. IT IS THE OLDEST CONTINUOUS SEA SERVICE AND TODAY A MOST UNIQUE ARMED FORCE. IN ADDITION TO OUR IMPORTANT STATUTORY PEACETIME FUNCTIONS ENFORCING A VARIETY OF THIS NATION'S LAWS, THE COAST GUARD HAS A SIGNIFICANT ROLE TO PLAY AS PART OF THE DEPARTMENT OF THE NAVY UPON MOBILIZATION. THIS DUAL ROLE CONCEPT ENABLES THE COAST GUARD TO FULFILL ITS PEACETIME MISSIONS AND, AT THE SAME TIME, MAINTAIN SPECIALIZED MILITARY CAPABILITIES FOR MOBILIZATION. IN FACT, MANY OF THE COAST GUARD'S WARTIME MISSIONS ARE EXTENSIONS OF ITS PEACETIME PROGRAMS.

### PEACETIME MISSIONS

THE PEACETIME MISSIONS OF THE COAST GUARD, SUCH AS SEARCH AND RESCUE, AIDS-TO-NAVIGATION, DRUG INTERDICTION, SAFETY OF MARITIME TRANSPORTATION, PORT SAFETY AND SECURITY, FISHERIES PATROLS, AND A MULTITUDE OF OTHER MANDATED MISSIONS, ARE KNOWN MOSTLY BY THE PEOPLE OR ORGANIZATIONS THEY AFFECT. UNAWARE OF THESE STATUTORY MISSIONS, THE GENERAL PUBLIC HAS A MENTAL PICTURE OF THE COAST GUARD AS MAINLY A LIFE SAVER AT SEA OR AS SEA GOING DRUG POLICEMEN. IN REALITY, THE PEACETIME COAST GUARD HAS MANY MORE FUNCTIONS. OVER TIME, THE RESPONSIBILITIES ATTRIBUTED TO THE COAST GUARD IN TITLE 14 U. S. CODE HAVE BEEN MARKEDLY EXPANDED BY THE CONGRESS AND THE PRESIDENT.

EXAMPLES OF RECENT LAWS AND POLICY DETERMINATIONS WHICH BEAR DIRECTLY ON COAST GUARD'S ROLE AS THE NATION'S PRIMARY MARITIME LAW ENFORCEMENT AGENCY INCLUDE THE CLEAN WATER ACT; PORTS AND WATERWAYS SAFETY ACT; MARINE PROTECTION, RESEARCH, AND SANCTUARIES ACT AND AN ACT TO PREVENT POLLUTION FROM SHIPS. THE COAST GUARD SELECTED RESERVE HAS A SIGNIFICANT ROLE IN THE ENFORCEMENT OF THESE AND THE HOST OF OTHER PEACETIME MISSIONS.

### WARTIME MISSIONS

THE TRANSITION FROM PEACETIME TO A WARTIME FOOTING IMPOSES ADDITIONAL COAST GUARD RESPONSIBILITIES. WE ARE REQUIRED BY TITLE 14 OF THE U. S. CODE TO MAINTAIN A STATE OF READINESS TO FUNCTION AS A SPECIALIZED SERVICE IN THE NAVY IN TIME OF WAR. THIS NOW INCLUDES FUNDAMENTAL MARITIME DEFENSE ZONE COMMAND

RESPONSIBILITIES. AS A CONTINUATION OF OUR HISTORICAL ROLE IN NATIONAL SECURITY, MARITIME DEFENSE ZONE TASKING IS A LOGICAL EXTENSION OF PEACETIME DUTIES.

A MEMORANDUM OF AGREEMENT WAS SIGNED ON 7 MARCH 1984 BETWEEN THE SECRETARY OF TRANSPORTATION AND THE SECRETARY OF THE NAVY AUTHORIZING THE ESTABLISHMENT OF THE MARITIME DEFENSE ZONES. SUBSEQUENTLY, THE CHIEF OF NAVAL OPERATIONS DESIGNATED BOTH COAST GUARD AREA COMMANDERS AS U.S. MARITIME DEFENSE ZONE COMMANDERS, ATLANTIC AND PACIFIC. MARITIME DEFENSE ZONES ATLANTIC AND PACIFIC ARE THIRD-ECHELON NAVY COMMANDS WHICH REPORT DIRECTLY TO THE COMMANDERS IN CHIEF, ATLANTIC FLEET AND PACIFIC FLEET. IN PEACETIME, THEY ARE RESPONSIBLE FOR PLANNING COASTAL AND HARBOR DEFENSE AND FOR EXERCISING COAST GUARD AND NAVY FORCES IN SUPPORT OF THOSE APPROVED OPERATIONAL PLANS. AS ONE OF THE FIVE ARMED FORCES, THE COAST GUARD HAS AS A KEY WARTIME MISSION THE SECURITY OF THE NATION'S WATER TRANSPORTATION SYSTEM, INCLUDING ITS PORTS AND WATERWAYS. TODAY, THE COAST GUARD'S OPERATIONAL PLATFORMS AND EXISTING COMMAND, CONTROL, AND COMMUNICATION SYSTEMS ALREADY OPERATE IN THE NATION'S COASTAL AREAS, ENSURING MARITIME SAFETY AND ENFORCING LAWS WHICH INCLUDE DRUG INTERDICTION OPERATIONS. THE REQUIREMENT FOR PORT SECURITY IS MOST CRITICAL DURING THE EARLY STAGES OF MOBILIZATION OR INITIAL DEPLOYMENTS OF NAVAL COMBATANT SORTIES, AND AS SHIPMENTS OF MILITARY SUPPLIES AND EQUIPMENT ARE BEING RUSHED THROUGH STRATEGIC PORTS TO QUICKLY RESUPPLY DEPLOYED COMBAT FORCES.

## TRAINING

THE CORNERSTONE OF THE COAST GUARD RESERVE TRAINING PROGRAM REMAINS AUGMENTATION TRAINING. AUGMENTATION TRAINING MAY BE DESCRIBED AS ANY RESERVE ACTIVITY THAT SUPPORTS EFFECTIVE TRAINING FOR MOBILIZATION WHILE MEETING A STATED NEED OF AN ELEMENT OF THE ACTIVE COAST GUARD. THROUGH AUGMENTATION, RESERVISTS WORK SIDE-BY-SIDE WITH THEIR ACTIVE DUTY COUNTERPARTS, HONING THEIR MOBILIZATION SKILLS WHILE CONDUCTING ACTUAL PEACETIME MISSIONS OF THE COAST GUARD. SEVENTY PERCENT OF THE 1.6 MILLION HOURS OF AUGMENTATION TRAINING PERFORMED ANNUALLY ARE DIRECTLY RELATED TO PORT SECURITY MOBILIZATION SKILLS. SMALL BOAT HANDLING, SMALL ARMS QUALIFICATIONS, COMMUNICATIONS PROCEDURES - - ALL TRANSLATE DIRECTLY TO MOBILIZATION TRAINING. BUT AUGMENTATION IS ONLY ONE OF THE ELEMENTS OF OUR RESERVE TRAINING PROGRAM.

THE KEY COMPLEMENT OF AUGMENTATION TRAINING IS FORMAL TRAINING. FORMAL TRAINING IS RESIDENT OR NON-RESIDENT INSTRUCTION BASED UPON A FORMAL SCHEDULE AND LESSON PLANS. A DRAMATIC IMPROVEMENT OVER CLASSROOM TRAINING UTILIZED BY RESERVISTS OF THE 1960S AND 1970S, TODAY'S FORMAL TRAINING UTILIZES STATE-OF-THE-ART TRAINING METHODS AND MATERIALS DEVELOPED BY PROFESSIONAL EDUCATORS AND ADAPTED TO THE UNIQUE REQUIREMENTS OF OUR RESERVE FORCE. THE FOUNDATION OF THE COAST GUARD RESERVE'S CURRENT FORMAL TRAINING PROGRAM IS PROJECT STARFIX.

PROJECT STARFIX WAS CONCEIVED IN 1985 AS A STRUCTURED APPROACH TO SYSTEMATICALLY DEVELOP IMPROVED TRAINING PROCESSES SETTING MINIMUM READINESS SKILLS, DEFINING TRAINING AVENUES FOR GAINING THESE SKILLS, AND PUTTING IN PLACE THE MEANS TO DOCUMENT AND EVALUATE THIS SKILL ATTAINMENT. WE ARE EXTREMELY PLEASED WITH ITS CONTRIBUTION TO RESERVE READINESS THUS FAR.

STARFIX HAS CONTRIBUTED TO A GREATER RAPPORT WITH THE OPERATING PROGRAM MANAGERS TO WHOSE MISSIONS THE RESERVE FORCE RESPONDS. IN ADDITION, IT HAS FOSTERED A CLOSER COORDINATION BETWEEN RESERVE UNITS AND THE ACTIVE SERVICE UNITS THEY WILL AUGMENT UPON MOBILIZATION; IT HAS IDENTIFIED CORRESPONDING LOGISTICAL NEEDS MORE CLEARLY; AND ITS EVALUATION MODE ENABLES CHANGE AND ADAPTATION OF THE PRIMARY TRAINING DELIVERY SYSTEMS--AUGMENTATION TRAINING, FORMAL SCHOOLS, CORRESPONDENCE COURSES, AND EXERCISES-- TO THE DYNAMICS OF THE CONSTANTLY CHANGING MOBILIZATION TRAINING ENVIRONMENT.

EQUIPMENT:

THE COAST GUARD IS CONTINUALLY REVIEWING FIELD INPUT AND UPDATING LOGISTICS SHORTFALLS. OUR LOGISTICS PLANS PRESENTLY ADDRESS FULL MOBILIZATION ONLY. HOWEVER, ANALYSIS INDICATES LOW-INTENSITY CONFLICTS, NOT FULL MOBILIZATION/GLOBAL WAR, AS THE MOST LIKELY SCENARIO. ACCORDINGLY, EQUIPMENT SHORTFALL UPDATES ARE BEGINNING TO FOCUS UPON EQUIPMENT REQUIREMENTS TO SUPPORT COAST GUARD TASKING DURING SUCH CONTINGENCIES. IT IS IMPORTANT TO NOTE THAT COAST GUARD MOBILIZATION EQUIPMENT REQUIREMENTS ARE NOT JUST FOR

THE RESERVE FORCE. SINCE MOBILIZING RESERVISTS WILL AUGMENT ACTIVE DUTY COMMANDS, THE ACTIVE DUTY COMPONENT ASSUMES MOBILIZATION LOGISTICS RESPONSIBILITIES. AT THE PRESENT, THE COAST GUARD DOES NOT HAVE SUFFICIENT SMALL BOATS, SENSORS, VEHICLES, PROTECTIVE CLOTHING, OR HAND-HELD COMMUNICATION EQUIPMENT AT ACTIVE FORCE UNITS TO SUPPORT EITHER FULL MOBILIZATION OR LOW-INTENSITY CONFLICTS. THESE SHORTCOMINGS WILL BE ADDRESSED IN FUTURE BUDGET REQUESTS. IT MUST ALSO BE NOTED THAT DURING FY 1988, THE COAST GUARD HAD AVAILABLE ONLY FOUR PERCENT OF THE EQUIPMENT (IN DOLLARS) THAT THE CURRENT RESERVE FORCE WILL REQUIRE UPON MOBILIZATION TO PERFORM ITS WARTIME ASSIGNMENTS.

#### EXERCISE PARTICIPATION

THE COAST GUARD PARTICIPATES IN A WIDE RANGE OF READINESS EXERCISES TO TEST WARTIME PLANS, POLICIES AND PROCEDURES. AT THE SAME TIME, EXERCISES PROVIDE EXCELLENT TRAINING IN RESPONDING TO GENERAL WAR CONTINGENCIES FOR BOTH ACTIVE DUTY AND RESERVE PERSONNEL. IN FY1988 OVER ONE THIRD OF OUR RESERVE FORCE PARTICIPATED IN SUCH INTER-SERVICE EXERCISES AS REFORGER, OCEAN VENTURE, URGENT QUEST, AGILE KNIGHT, MARDEZEX SAFE HARBOR, MARDEZEX PUGET SOUND AND MANY OTHERS. THE EXERCISE PROGRAM PROVIDED OVERSEAS TRAINING OPPORTUNITIES FOR

- THREE PORT SECURITY UNITS
- ONE PORT SAFETY DETAIL
- ONE FUEL TRANSFER SUPERVISORY TEAM
- FOUR LORAN SECURITY TEAMS

- ONE LORAN-C REPLACEMENT DETAIL
- ONE MOBILE OPERATION CENTER DETAIL
- 12 EXPLOSIVES LOADING ADVISORY TEAMS, AND
- THE CG ACTIVITIES EUROPE STAFF AUGMENTATION GROUP

SUCH ON-SITE TRAINING IN THE FORWARD AREA IS INVALUABLE FOR ASSESSING THE READINESS OF THE COAST GUARD TO PERFORM ITS WARTIME MISSIONS.

#### SELECTED RESERVE GROWTH PLAN

A PRINCIPAL INDICATOR OF THE COAST GUARD RESERVE'S READINESS TO AUGMENT THE ACTIVE FORCE IN WARTIME IS THE SIZE OF THE SELECTED RESERVE. THE COAST GUARD HAS IDENTIFIED A NEED TO INCREASE ITS MILITARY RESERVE PERSONNEL TO A LEVEL OF 20,850 TO 27,500 WITHIN THE FIRST 30 DAYS OF A MOBILIZATION. IN RESPONSE TO THIS NEED THE COAST GUARD, IN CONSULTATION WITH THE OFFICE OF THE SECRETARY OF TRANSPORTATION AND THE OFFICE OF MANAGEMENT AND BUDGET, HAS COMPLETED AND DELIVERED TO CONGRESS A SELECTED RESERVE GROWTH PLAN. THIS PLAN OUTLINES MANPOWER, EQUIPMENT AND FACILITIES NEEDED TO BUILD THE COAST GUARD'S SELECTED RESERVE FORCE TO 95 PERCENT OF OUR HIGH PRIORITY MOBILIZATION MANPOWER NEEDS BY 1998. IT IS NOT A BUDGET DOCUMENT, BUT WILL SERVE AS A FRAMEWORK FOR FURTHER GROWTH INITIATIVES. BY COMPARISON, THE MANNING LEVELS OF THE OTHER RESERVE COMPONENTS HAVE ALREADY SURPASSED 90 PERCENT OF THEIR HIGH PRIORITY MOBILIZATION REQUIREMENTS.

FISCAL YEARS 1990/1991

THE PRESIDENT'S BUDGET SUBMISSION PROPOSES GROWTH OF THE COAST GUARD SELECTED RESERVE FROM ITS CURRENT 12,100 TO STRENGTH LEVELS OF 12,950 IN FY1990 AND 13,500 IN FY1991, ENABLING THE COAST GUARD RESERVE TO MEET 65 PERCENT OF ITS IDENTIFIED MINIMUM MOBILIZATION REQUIREMENTS OR 47 PERCENT OF ITS HIGHEST PRIORITY MOBILIZATION REQUIREMENTS. HOWEVER, EVEN THESE MODEST GROWTH INCREMENTS MAY BE AT RISK. WE WOULD LIKE TO SEE CLOSER AGREEMENT BETWEEN THE AUTHORIZING COMMITTEES OF THE HOUSE AND SENATE, WHICH ENDORSE THE NEED FOR COAST GUARD SELECTED RESERVE GROWTH, AND THE APPROPRIATION COMMITTEES OF THE RESPECTIVE CHAMBERS WHICH PROVIDE FUNDING FOR A SIGNIFICANTLY SMALLER FORCE.

MORE THAN ANY OTHER RESERVE COMPONENT, THE COAST GUARD RESERVE BUDGET IS PERSONNEL DRIVEN. IN EXCESS OF 85 PERCENT OF OUR APPROPRIATED FUNDS ARE ALLOCATED TO PERSONNEL RELATED FUNCTIONS. COAST GUARD RESERVISTS TRAIN USING ACTIVE DUTY COAST GUARD EQUIPMENT, THE SAME EQUIPMENT WHICH WILL BE USED IN THE EVENT OF MOBILIZATION. OUR FISCAL PLANNING IS NECESSARILY ORIENTED TO THIS FACT. AUTHORIZED A STRENGTH LEVEL OF 13,000 IN FY1989, THE COAST GUARD SELECTED RESERVE WAS SUBSEQUENTLY CONSTRAINED BY AN APPROPRIATION THAT FUNDED A FULL TRAINING PROGRAM OF ONLY 12,100. SHOULD THE COAST GUARD RESERVE TRAINING APPROPRIATIONS FOR FY1990 AND FY1991 NOT TAKE INTO CONSIDERATION THE FULL SPECTRUM OF FACTORS THAT AFFECT RESERVE PERSONNEL FUNCTIONS, THE COAST GUARD'S SELECTED RESERVE WILL BE FISCALLY CAPPED AT A STRENGTH LEVEL SIGNIFICANTLY LOWER THAN THAT REQUESTED.

COAST GUARD RESERVE TRAINING PERSPECTIVES

CUMULATIVELY, OUR SELECTED RESERVE GROWTH PLAN, REINVIGORATED PERSONNEL TRAINING PROGRAM, AND TESTING OF READINESS PLANS IN THE INTER-SERVICE MOBILIZATION EXERCISE PROGRAM DEPICT A RESERVE COMPONENT AWARE OF ITS NATIONAL SECURITY OBLIGATIONS; A RESERVE COMPONENT FOCUSED UPON ATTAINING THE CAPABILITY TO MAXIMIZE ITS CONTRIBUTION TO THE COAST GUARD IN SUCCESSFUL PERFORMANCE OF ALL WARTIME MISSIONS ASSIGNED BY DOD/NAVY TASKING. IN TESTIMONY BEFORE THE HOUSE COMMITTEE ON MERCHANT MARINE AND FISHERIES, SUBCOMMITTEE ON COAST GUARD AND NAVIGATION, ON MARCH 22, 1988, THE COMMANDANT OF THE COAST GUARD, ADMIRAL PAUL YOST, WAS SPEAKING OF THE COAST GUARD RESERVE WHEN HE SAID:

"AN INADEQUATE FORCE LEVEL ADVERSELY IMPACTS THE COAST GUARD'S ABILITY TO CARRY OUT ITS RESPONSIBILITIES UNDER THE MDZ [MARITIME DEFENSE ZONE] CONCEPT, WHICH INCLUDES THE SECURITY OF U.S. STRATEGIC PORTS AND THE PROTECTION OF WATER TRANSPORTATION SYSTEMS. FAILURE TO ACCOMPLISH THESE MISSIONS WOULD SEVERELY WEAKEN DOD'S STRATEGY TO OUTLOAD SUPPLIES AND PERSONNEL FROM U.S. PORTS SAFELY AND EFFICIENTLY."

I WILL BE PLEASED TO RESPOND TO ANY QUESTIONS YOU MAY HAVE.