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**POSTURE STATEMENT OF  
GENERAL PETER PACE, USMC  
CHAIRMAN OF THE  
JOINT CHIEFS OF STAFF**

**BEFORE THE 109TH CONGRESS  
HOUSE ARMED SERVICES COMMITTEE**

**8 FEBRUARY 2006**

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Chairman Hunter, Representative Skelton, distinguished members of the Committee, it is my pleasure to report to you on the posture of the U.S. Armed Forces. On behalf of all Soldiers, Sailors, Airmen, Marines, Department of Defense Civilians, and our families, thank you for your continued bipartisan support. That support has been exemplified this past year by Congressional visits to our troops in Iraq, Afghanistan, and elsewhere around the world; visits to those hospitalized; your funding for operations; your support of transformation and recapitalization initiatives; and the improved pay and benefits you have provided to our Service members and their families.

Our successes in the War on Terrorism are due in large measure to the dedicated and patriotic sacrifice of our Nation's Service members. I want to thank them and their families for all they have done and continue to do to maintain our freedom.

We are in a long war. Our enemy intends to destroy our way of life. They seek to expel American influence from the Middle East, overthrow the existing secular governments of the region, and establish a fundamentalist religious empire on which to base eventual global domination. To accomplish this they intend to defeat the United States and our Allies – not militarily, but by targeting our unity and our will. They aim to undermine our resolve by attacking civilians; taking hostages; inflicting casualties on Coalition forces; and using propaganda. They believe they can win against the world's most powerful nation because they see us as lacking the moral stamina to persevere in defense of our beliefs.

This is not a struggle between America and Islam. Rather it is a conflict between those who love freedom and a terrorist minority attempting to take power from the majority. Our opponents are loosely networked and transnational. They are ruthless, adaptive, and convinced that they will win. They intend to do so by destroying the resolve of the America people by gradual attrition. They are a patient foe.

For the first time, America's All Volunteer Force is fighting a long war. Our troops and their families know their Nation truly appreciates their service and values their sacrifice. Sustaining our troops and upholding the resolve of our Nation requires our collective leadership. We must underscore for the American public both the nature and importance of the conflict we are fighting.

We traditionally think of war in conventional terms such as the Second World War during which the average American had a family member serving in combat, and shared their sacrifice on the home front through the rationing of goods. This is not the conflict in which we find ourselves today. Thankfully, the daily life of the average American citizen reflects none of the hardships or shortages we associate with a nation at war.

Unlike past wars, territory conquered and enemy armies destroyed are not apt measures of success. The true metrics are public perception and the resolve of free peoples to determine their own future. Our national commitment to a long-term effort is key in this fight, because the enemy neither expects nor intends to defeat us in the short term.

It is also important to acknowledge that the U.S. military has a significant role to play but that it will not win this war operating alone. Our interagency partners play vital roles in bringing to bear all the elements of national power to ensure long term success.

To defeat our enemies and protect our Nation, we must simultaneously prevail in the War on Terrorism and prepare for the future. The proposed Fiscal Year 2007 Budget ensures we have the ability to conduct a broad spectrum of operations. Major conventional conflict, counter-insurgency, counter-terrorism, antiterrorism, stability operations, humanitarian assistance at home and abroad, disaster relief, forward presence, global deterrence, support to civil authorities, and homeland defense each require the application of tailored forces. The proposed budget funds this wide range of military capabilities, and

provides our forces with the superbly trained and equipped men and women we need to defend America and its interests.

As stated in our recently completed biennial review of the National Military Strategy, we are well positioned to accomplish our missions. Our Armed Forces stand ready to defend the homeland, deter conflict, and defeat adversaries. Allies and coalition partners play important roles in meeting these challenges. If an unanticipated contingency should occur, our formidable capabilities and those of our many partners around the world will ensure we prevail.

The Quadrennial Defense Review (QDR) underscores the need to address today's operational requirements and those of tomorrow. It emphasizes the importance of winning the War on Terrorism, accelerating transformation, strengthening Joint Warfighting, and taking care of our most precious resource – our people. The QDR represents a significant effort to understand what capabilities are needed over the next two decades and is part of an ongoing continuum of change for the nation's armed forces. In particular, it underscores the value of speed and precision as force multipliers. The QDR reflects an unprecedented level of collaboration and teamwork amongst the senior civilian and military leaders of the Department. Our senior defense leaders will continue this dialogue, and we will develop roadmaps this year to achieve the Review's goals for the future.

### **Win the War on Terrorism**

Iraq remains the central front in the War on Terrorism. Our mission there is clear. We are fighting to defeat terrorists and to help the Iraqis build a democratic, secure, and economically sound nation – an ally in the War on Terrorism. Our ultimate victory in Iraq will profoundly affect the security of the United States, our allies, and the entire globe.

The past year in Iraq has seen significant challenges, but also remarkable successes. This month's Defense Department's Report to

Congress on “Measuring Stability and Security in Iraq” describes the situation in detail. The steadily growing participation in three national elections in 2005 vividly illustrated the determination of the Iraqi people – Shia, Sunni, and Kurd – to embrace democracy. Entrepreneurial activity has significantly increased. Most importantly, the Iraqi people are increasingly taking greater responsibility for their own security. These successes demonstrate genuine progress and flow directly from the hard work of our troops and interagency partners.

Effective governance, the rule of law, economic growth, and social well-being can only flourish on a strong foundation of security. Over the course of the next year, we will continue to aggressively assist Iraqi security forces to assume greater responsibility for a stable and secure Iraq. Commanders on the ground will continue to make force level recommendations based on conditions not timetables.

The War on Terrorism is not restricted to the boundaries of Iraq. We are combating terrorism in Afghanistan, where our forces continue to root out Al Qaeda and Taliban in partnership with the Afghan National Army. Likewise, our Provincial Reconstruction Teams, consisting of civilian and military professionals from the U.S. and our Coalition partners, assist Afghans at the local level in building a stable and free society. An indicator of our accomplishments in Afghanistan, as well as a catalyst for continued success, is the North Atlantic Treaty Organization’s initiative to take on more responsibility for security and development. These international efforts reach beyond Afghan borders and help the region choose stability over conflict.

We are combating terrorism in Southeast Asia. The Abu Sayaf Group in the southern Philippines and Al-Qa’ida’s partner Jemaah Islamiyah in Indonesia present these friendly nations unique challenges. We are forging relationships, building capacity, sharing information, and conducting focused training with these valued allies. We are also working with other nations to strengthen maritime security in the Strait

of Malacca and other strategic waterways. Our efforts contribute substantively to regional security and freedom of the seas.

In Africa, we continue to partner with regional organizations and individual nations to improve their capacity to combat terrorism, secure borders and coastlines, and reduce ungoverned space. The Combined Joint Task Force-Horn of Africa and the Trans-Sahara Counter-Terrorism Initiative – developed in coordination with the Department of State – improve the ability of countries to foster security and stability within their own borders.

In addition to regional initiatives, an array of coalition and interagency partners continue to work with us globally against the proliferation of Weapons of Mass Destruction. Legislation authored over a decade ago for cooperative threat reduction and counter-proliferation of Weapons of Mass Destruction anticipated one of today's most serious challenges. We continue that effort. The Proliferation Security Initiative expands international intelligence sharing, coordinated planning, and capabilities integration. Similarly, our ability to execute counter-proliferation operations is enhanced by the Weapons of Mass Destruction Maritime Interdiction initiative.

Defense of the homeland itself remains a key mission in the War on Terror. Our efforts to defeat employment of Weapons of Mass Destruction by terror groups, as well as a strong response capability should those efforts fail, are critical. Terrorist attacks here at home against the Nation's citizens, its infrastructure, and its leadership must be prevented. Our efforts to date have been successful but constant vigilance is necessary.

We are also confronting the threat of narco-terrorism. Ongoing multilateral operations promote security, improve effective border control, deny safe havens, and impede the ability of narco-terrorists to destabilize societies. Combating drug trafficking has particular importance for strengthening security and democracy in our hemisphere.

Engagement with our Latin American neighbors to shape events and forestall crises is vital to protecting democracy for us all.

Strategic communication is a significant component of the War on Terror. Terrorists rely upon propaganda to deliver their message and justify their actions and are not constrained by truth. We must counter those efforts. Our actions, policies, and words must reflect and reinforce our strategic goals and national ideals. What we communicate to our friends and foes is at least as important, if not more so, as what we do on the battlefield. We need a more cohesive U.S. government effort in this area.

In the War on Terror, our allies and coalition partners execute key roles in defeating terrorists on and off the battlefield. Their capabilities and regional expertise are complementary to our own. As we move ahead in combating terror, we do so increasingly in combination with other nations who understand the danger terrorism poses to their citizens.

### **Accelerate Transformation**

As the threats to our Nation evolve, so must the capabilities of our Armed Forces. Transformation today remains vital to the defense of the United States tomorrow. It is a process, not an end state.

Transformation is more than harnessing advanced technology. Transformation includes rethinking our doctrine and operational concepts; adapting professional education and training to meet new challenges; restructuring our organizations and business practices to be more agile and responsive; improving our personnel policies; and reforming our acquisition and budget processes. Nowhere is this more evident than in our effort to increase interagency collaboration.

Defeating terrorists requires more than the use of military force. We must harness and synchronize all the instruments of national power to win the War on Terrorism.

Advancing a transformational mindset and culture that readily embraces interagency integration begins with our Nation's strategic guidance documents. Interagency collaboration is a theme throughout our National Security Strategy, Quadrennial Defense Review, National Defense Strategy, National Military Strategy, Joint Strategic Capabilities Plan, Security Cooperation Guidance, and Unified Command Plan.

Nonetheless, we can still do more to enhance interagency effectiveness. Twenty years ago, there were serious institutional obstacles to our Armed Services operating as a Joint team. Today, in no small part due to the 1986 Goldwater-Nichols legislation, the U.S. military is increasingly a true Joint force, interoperable and moving towards interdependence.

The Goldwater-Nichols legislation established a system of incentives and requirements to foster Jointness among military officers. We need to find similar ways to encourage interagency expertise. Rewarding interagency work experience, education, and training will facilitate better synergy between departments. Likewise, we need and should reward individuals and agencies that rapidly deploy and sustain civilian expertise in tandem with our military. Shared deliberate and crisis planning capacity among our interagency partners will also improve our Nation's readiness for contingencies.

We are working to better integrate our Nation's diplomatic, military, intelligence, information, and economic instruments to forestall and address crises overseas, and to be ready to deal with catastrophic terrorism, natural disasters, and pandemic disease at home. Defense support to civil authorities is an essential component of protecting the Nation. Hurricanes Katrina and Rita brought this home. The American people expect their Armed Forces to respond in times of crisis. Teamwork among our Armed Forces and federal, state, and local government agencies – as well as private and volunteer organizations – is vital to the security of our Nation's citizens. Accordingly, we are



preparing now to deal with circumstances that have the potential to overwhelm local government and private institutions. U.S. Northern Command is expanding its ability to take action swiftly in a variety of incidents, including providing military support to large-scale disaster relief operations and responding to the outbreak of pandemic disease.

While transformation will allow us to better deal with contingencies at home, it will also improve our ability to boost the capacity of other nations to defeat terrorism and stop its spread while contributing to the security and stability of nations. The Army's Joint Center for International Security Force Assistance at Fort Leavenworth and the Marine Corps' Foreign Military Training Units are breaking new ground in this endeavor. Likewise, International Military Education and Training is a proven means of creating friendships that pay long term dividends when international classmates later work alongside U.S. forces in overseas operations. Constraints on our ability to implement this important program warrant review. These and other initiatives are examples of the value of developing capabilities and relationships to help promote security and stability worldwide, potentially precluding a need to commit significant amounts of U.S. resources to stabilize troubled nations abroad.

Our foreign assistance framework was designed to influence and reward behavior during the Cold War. We need a new foreign assistance framework for the War on Terrorism to develop the security capabilities of fledging democracies and advance regional stability. The support we provide other countries is essential to helping them police their own land and eradicate terrorist safe havens. Continual assessment of the countries that we assist, and the aid we allot, ensures that we are helping appropriate nations in the right way.

It is not enough for us to be successful in responding to today's challenges. We need to shape the future with like-minded allies and partners. An essential element of this process is the transformation of

our Global Posture. We are implementing a new Global Posture for defeating terrorism, deterring conflict, and bolstering the security of both established and nascent democratic states. This realignment will better position us to shape the future. This is well illustrated in U.S. European Command's reorientation of its forces from Cold War-era basing to an expeditionary forward presence that supports our friends and helps deny havens for our foes.

In addition to transforming our conventional force posture, while maintaining a reliable nuclear force, we are shifting from our Cold War strategic deterrence to a New Triad with broadened focus on conventional long range strike. Prompt global conventional strike capabilities are required in the War on Terror as well as in future contingencies. In parallel with our efforts to develop a conventional long range strike capability, we are improving our missile defenses and national command capability. Your support for these efforts will turn our traditional triad into a strategic deterrence capability relevant to tomorrow's challenges.

Finally, as we transform our warfighting forces, the Department will do the same for the acquisition and budget processes that provide material resources for our troops. Transforming the way capabilities are developed, fielded, and integrated enhances our capacity to execute a wide range of missions.

### **Strengthen Joint Warfighting**

The U.S. Armed Forces' capacity to operate as an integrated joint team is one of America's chief advantages on the battlefield. By jointly employing our Armed Services we leverage their complementary capabilities as a team.

We can and should go beyond our current level of Jointness. Strengthening our Joint Warfighting ability enables us to make strides forward in the War on Terrorism. It also accelerates transformation. To maximize our operational performance, we will transition from an

interoperable force into an interdependent force. While doing this, we must maintain the expertise, culture, and traditions of the Services from which our military competence flows.

Joint Professional Military Education of our military and civilian professionals provides the foundation of our force. We intend to better integrate our interagency and international partners in these successful education programs. In addition, our Joint Exercise Program provides valuable training for the Combatant Commanders' Joint and multi-national forces. At home, we are working with the Homeland Security Council and the Department of Homeland Security to establish a national security exercise program to help prepare senior leaders across the Federal government to confront crises more effectively.

In strengthening Joint Warfighting, we continue to review, develop, and disseminate doctrine and operating concepts. The Joint Chiefs in consultation with the Combatant Commanders ensure that our doctrine and concepts provide a solid foundation for Warfighting. Those same concepts and doctrine also help shape the strategic guidance which drives operational execution.

Our education and training, as well as our doctrine and operational concepts, are kept relevant by capturing lessons gained from experience. Our professional development and organizational agility is significantly enhanced by lessons learned from the War on Terrorism, and other operations, including disaster relief at home and abroad.

As seen in deployments to the Asian Tsunami, Hurricane Katrina, and the Pakistan earthquake, our standing, rapidly deployable Joint Task Force headquarters dramatically improve our operational responsiveness. To enhance this capability, we will organize, man, train, and equip selected three-star and two-star Service headquarters to rapidly deploy as Joint Task Force headquarters.

We are adapting our organizational structure to better exploit the intelligence we collect. The creation of Joint Intelligence

Operations Centers at our Combatant Commands increases support to units in the field. In addition, the Joint Functional Component Command – Intelligence, Surveillance and Reconnaissance, set up this year under the leadership of U.S. Strategic Command, deconflicts competing demands by coordinating the allocation of intelligence collection assets. These initiatives bring the analytical firepower of the Intelligence Community to bear for our troops on the ground, in the air, and on the sea.

We are also harnessing technological developments to enable faster sharing of data among agencies, but we cannot rely solely upon technology. Intelligence collection, analysis, fusion, and dissemination depend upon our intelligence professionals. Human Intelligence is a vital enabler for collecting, understanding, and communicating information on threats and contingencies. Service programs for recruiting, training, and retaining key intelligence specialties have been refined to ensure we meet the increasing demand for intelligence personnel.

We continue to examine how best to re-capitalize and invest in our Intelligence, Surveillance, and Reconnaissance capabilities. Sensor platforms that collect across multiple mediums are one approach. High altitude, long loiter unmanned aerial vehicles are another. Space based platforms should focus on surveillance capabilities that we cannot readily replicate elsewhere.

In addition to benefiting our surveillance, space based platforms also play a central role in communications. Our deployed forces' strategic, operational, and tactical connectivity depends on the use of global, high bandwidth communications currently only available via satellites. As the gap between operational demands and military satellite communications capacity grows, we will continue to rely upon commercial vendors for the foreseeable future. We are also exploring alternatives to space-based communications.

Networked ground, air, and maritime communications systems are the means with which the U.S. Armed Forces share information and work together as a team. New Joint acquisition strategies to replace Service-unique communications systems will advance our communications capacity across the electromagnetic spectrum. Common secure networks with allies will further increase coalition capability. In addition, the exponentially increasing importance of cyberspace requires that we increase our efforts to operate effectively both offensively and defensively throughout the Information Domain.

In the realm of logistics, we are actively working to leverage our unmatched capabilities. The Joint Staff, the Services, the U.S. Transportation Command, and the Defense Logistics Agency work together to meet the personnel, equipment, and materiel needs of our Combatant Commanders. However, both the challenge of adapting to changing operational requirements and the demand to increase efficiencies require that we continue to enhance our logistics capabilities. Along these lines, we are working to improve unity of effort, domain-wide visibility, and rapid and precise logistics response.

Reconstituting the force presents real challenges. Our weapons systems and vehicles have experienced extensive use in Iraq and Afghanistan. Supplemental appropriations have helped us repair and refit during combat operations, nonetheless, we have more work ahead to ensure our forces remain combat-ready. Your support for resetting the future force is critical.

As we reset, the combat power of our Total Force is being increased. By moving the Reserve Component from a strategic reserve to an operational reserve, we ensure it will be accessible, ready, and responsive. The Services have already rebalanced approximately 70,000 positions within or between the Active and Reserve Components. We plan to rebalance an additional 55,000 military personnel by the end of the decade and also continue converting selected military positions to

civilian billets. This revised Total Force structure will provide us with greater combat capability and leverage the complementary strengths of our Active, Reserve, and Civilian workforces.

### **Improve the Quality of Life of our Service members and our families**

Taking care of our people is fundamental to the ethos of the American Armed Forces. Our men and women in uniform are our most precious resource. We must continue to ensure their welfare and that of the families who support them. The most advanced ship, aircraft, or weapon system is of limited value without motivated and well-trained people. Our experiences in Iraq and Afghanistan remind us that the Nation's security rests in the capable hands of the individual Soldier, Sailor, Airman, and Marine.

Quality of life, of course, transcends material considerations. Our young men and women join the Armed Services to patriotically and selflessly serve something larger than themselves. They serve with pride, and their families willingly bear the burden of sacrifice, because they believe they make a difference.

A clear indication that our personnel in uniform understand the importance of their service and appreciate the quality of life that we provide them is their decision to stay in our Armed Forces. Our retention levels are over one hundred percent of Service goals. To underscore the point that our men and women serve because they know they are making a difference, units that have deployed multiple times to combat have seen the highest rates of retention. We are also seeing success in our recruiting.

We are grateful to the Administration and to the Congress for closing the pay gap between the private sector and the military, as well for vastly improving military housing and enabling our family members to enjoy a good standard of housing if they choose to live in the local community.

To our families, protecting our troops in combat is the most important measure of quality of life. Since April 2004, all Defense Department personnel in Iraq, both military and civilian, have been provided Interceptor Body Armor. However, as the threat has changed, we have continually improved body armor to ensure our troops have the latest and the best possible protection. Our latest improvements defeat armor piercing rounds and include shoulder armor and side plates.

In addition to body armor, armored vehicles are important to force protection. Thanks to your support we have had great success increasing production and fielding up-armored Humvees to protect our troops. Nearly all the approximately 40,000 tactical wheeled vehicles in the U.S. Central Command area of responsibility now have armor protection. We will continue to adapt as the threat evolves.

Improvised Explosive Devices illustrate the asymmetric challenges we will face in the future. The Joint Improvised Explosive Device Defeat Organization spearheads our effort to meet that threat. With the development and testing of technologies, tactics, techniques, and procedures we are learning to defeat the tactics of our adversaries and increasing the survivability of our Service members. Our transformational work with private industry to experiment with emerging technologies promises to break new ground in this vital endeavor. Thank you for helping us provide the best possible protective equipment for our troops.

Taking care of our troops and their families also means taking care of our wounded. During World War II, Korea, Vietnam, and Desert Storm twenty-four to thirty percent of Americans injured in combat eventually died from their wounds. Today, due to tremendous improvements in our military medical system, nine of ten troops wounded in Iraq and Afghanistan survive. This dramatic improvement is the direct result of the hard work of our Forward Surgical Teams and Combat Support Hospitals, and the rapid evacuation of the seriously wounded to higher

level care facilities in the United States. In Vietnam, it took forty-five days on average to return wounded back to the United States. It now takes four days or less.

Our remarkable medical professionals return to duty over half of our wounded in less than seventy-two hours. Advances in medicine, technology, and rehabilitation techniques enable us to provide much better care for those more seriously wounded. We make every attempt to bring willing Service members back to duty – or return them to society empowered to continue to make a difference. Congressional funding for this effort is greatly appreciated. In particular, thank you for your support for our two new Advanced Amputee Training Centers – at Walter Reed Army Medical Center, here in our Nation’s capital, and Brooke Army Medical Center at Fort Sam Houston, Texas.

## **Conclusion**

I testify before you today with tremendous pride in the bravery, sacrifice and performance of today’s Armed Forces. Around the world, in every climate, and often far from home and family, America’s men and women in uniform are making a difference. They do so willingly and unflinchingly – volunteers all. Their valor and heroism are awe inspiring and they serve this nation superbly, as have so many who have gone before them. It is an honor to serve alongside them.

The past year saw the U.S. Armed Forces engaged in combat in Iraq and Afghanistan while we also provided humanitarian assistance to victims of the Asian tsunami, hurricanes along the U.S. gulf coast, and the earthquake in Pakistan. There are likely equal challenges and opportunities ahead for the U.S. Armed Forces in 2006. The imperatives to defend our homeland, defeat global terrorism, and transform for the future remain. With your continuing support, our military stands ready for the challenges and opportunities ahead.

Thank you for your unwavering support in time of war.