

RECORD VERSION

STATEMENT BY

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For over six years our Nation has been at war. Our Army—Active, Guard and Reserve—has been a leader in this war. We have been fully engaged in Iraq, Afghanistan, and defending the homeland. Today, I am honored to represent the Nation’s nearly one million Soldiers—nearly 600,000 of whom serving on active duty and over 250,000 of whom are deployed worldwide — as I testify on issues critical to the readiness of the United States Army.

To understand the need for an Army that is fully prepared to conduct operations across the spectrum of conflict, one must clearly understand that the world in which we live is exceedingly dangerous. Global terrorism and extremist ideologies threaten our safety and our free way of life.

We believe that the coming decades are likely to be ones of persistent conflict among state, non-state, and individual actors who use violence to achieve their political and ideological ends. Soldiers will continue to confront highly adaptive and intelligent adversaries in complex terrain. They will exploit technology, information, and cultural differences to threaten U.S. interests. Soldiers must be ready to conduct full-spectrum operations in campaigns that include peace engagement, counterinsurgency, and major combat operations. Because these missions require us to operate among the people, Army forces will continue to have a central role conducting Joint operations to implement our national security strategy and defend our nation.

An Army Out of Balance

Today’s Army is out of balance. The current demand for our forces in Iraq and Afghanistan exceeds the sustainable supply and limits our ability to provide ready forces for other contingencies. While our Reserve Components (RC) are performing magnificently, many RC units have been assigned missions as an operational force, when they had been resourced as a strategic reserve for decades. Current operational requirements for

forces and insufficient time between deployments require a focus on counterinsurgency training and equipping to the detriment of preparedness for the full range of military missions.

Given the current theater demand for Army forces, we are unable to provide a sustainable tempo of deployments for our Soldiers and Families. Soldiers, Families, support systems, and equipment are stretched and stressed by the demands of lengthy and repeated deployments, with insufficient recovery time. Equipment used repeatedly in harsh environments is wearing out more rapidly than programmed. Army support systems, designed for the pre-9/11 peacetime Army, are straining under the accumulation of stress from six years at war. Overall, our readiness is being consumed as fast as we build it. If unaddressed, this lack of balance poses a significant risk to the All-Volunteer Force and degrades the Army's ability to make a timely response to other contingencies.

Restoring Balance

We are committed to restoring balance to preserve our All-Volunteer Force, restore necessary depth and breadth to Army capabilities, and build essential capacity for the uncertain future. Our plan will mitigate near-term risk and restore balance by 2011 through four imperatives: Sustain, Prepare, Reset and Transform.

Sustain

To sustain our Soldiers, Families, and Army Civilians in an era of persistent conflict we must maintain the quality and viability of the All-Volunteer Force and the many capabilities it provides to the Nation. By Sustaining our Soldiers and their Families we will ensure that they have the quality of life they deserve, and that we will continue to recruit and retain a high quality force. In order to *sustain* our force we must offer dynamic incentives that attract quality recruits to meet our recruiting

objectives for 2008 and beyond; provide improved quality of life and enhanced incentives to meet our retention objectives; continue to improve the quality of life for Army Families; continue to improve care for Wounded Warriors and Warriors in Transition through a patient-centered health care system, Soldier and Family Assistance Centers, and improved Warrior Transition Unit facilities; and continue to support Families of our fallen with sustained assistance that honors the service of their Soldiers.

Prepare

To prepare our Soldiers, units, and equipment we must maintain a high level of readiness for the current operational environments, especially in Iraq and Afghanistan. To fully *prepare* our Army, we must continue to adapt and enhance the rigor and realism of institutional, individual, and operational training to enable Soldiers to succeed in complex 21st century security environments; train Soldiers and units to conduct full spectrum operations with improved training ranges to operate as part of a Joint, interagency, or multi-national force; provide Soldiers the best equipment through the Rapid Fielding Initiative, the Rapid Equipping Force, and base budget-funded modernization efforts; partner with private industry to rapidly develop and field equipment needed on today's battlefield; and continue to improve the Army Force Generation process which increases the readiness of the operating force over time by generating recurring periods of availability of trained, ready, and cohesive units

Reset

To reset our force we must prepare our Soldiers, units, and equipment for future deployments and other contingencies. The objective of Reset is to undo the accumulated effects of more than six years of combat operations.

There are three broad components of Reset: resetting equipment, retraining Soldiers and reconstituting units by revitalizing Soldiers and

Families. Each of these components must be sufficiently resourced to set the conditions for units to prepare for their next deployment and future contingencies.

The Army must repair, replace and recapitalize its equipment. As we reset equipment, we must not only return units to pre-deployment levels of equipment readiness, but also equip them at the standards required either as part of the modular Army or posture them to return to combat.

Retraining Soldiers is another important component of Reset. Soldiers must be retrained to accomplish the full range of missions. Units back from deployments face the challenge of retraining Soldiers for missions that may be different from those they just completed, especially in the RC. Some units face a transformation process that includes a new mission and organizational structure. These requirements are in addition to professional education requirements for Soldiers and leaders.

The Army must also revitalize Soldiers and Families. Repeated deployments of longer length combined with shorter dwell time at home have stressed Soldiers and their Families. Soldiers and their Families must be given the time and resources they need to reintegrate and reverse the effects of the sustained operational tempo. The Army is providing a number of programs and services to assist the Soldiers and Families during this time. Properly resourced, these programs will contribute to revitalizing our Soldiers and Families.

Transform

To transform our force, we must continuously improve our ability to meet the needs of the Combatant Commanders in a changing security environment. In order to *Transform* we must help balance our force and increase capacity to provide sufficient forces for the full range and duration of current operations and future contingencies by growing as quickly as possible; upgrade and modernize to remain an agile and globally

responsive force with Future Combat Systems (FCS) as the core of our modernization effort; continue organizational change through modularity and rebalancing to become more deployable, tailorable, and versatile; complete the transition of the RC to an operational reserve and change the way we train, equip, resource, and mobilize RC units; and integrate the Grow the Army initiative, Base Realignment and Closure (BRAC), Global Defense Posture Realignment, and the operation of installations and facilities. Achieving these goals will increase our readiness, improve our efficiency, and improve the quality of life for our Soldiers, Families, and Army Civilians.

I want to highlight three critical aspects of readiness: Modernization; Growth of the Army; and full and timely Funding.

Modernization

Future Combat Systems (FCS) are the core of our modernization effort and will provide our Soldiers an unparalleled understanding of their operational environment, increased precision and lethality, and enhanced survivability in both irregular warfare and conventional campaigns. These improved capabilities cannot be achieved by upgrading current vehicles and systems. FCS will use a combination of new manned and unmanned air and ground vehicles, connected by robust networks, to allow Soldiers to operate more effectively in the persistent and complex threat environments of the 21st century. Maintaining our technological edge over potential adversaries, providing better protection, and giving our Soldiers significantly improved capabilities to accomplish their mission are the reasons for FCS. FCS capabilities currently are being tested at Fort Bliss, Texas, and they are proving themselves valuable in the current fight and are being fielded to our Soldiers in combat operations today.

Soldiers have always had to fight for information. Since World War II, 52% of casualties resulted from “finding the enemy.” In irregular warfare, when the enemy hides among the people, Soldiers need the

Reconnaissance, Surveillance and Target Acquisition (RSTA) capability to identify threats before the point man enters the building or the convoy hits an IED. Our goal is to develop the situation before making contact, so when Soldiers engage the enemy, it is from a position of advantage instead of the ambush zone. FCS provides over 830 RSTA sensors — four times the number in the old brigade design and twice the number in the modular Brigade Combat Team (BCT). Plus, every Soldier truly becomes an effective sensor when he's on the network. The FCS-equipped BCT also provides more Infantry to secure the population, build local contacts and gain more human intelligence. By combining timely and precise RSTA with the power of a robust network, Soldiers can discern insurgent threats before they emerge instead of after they act. This combination of RSTA and the network gives commanders what they need to see the environment, build shared situational awareness, act first and react swiftly to take the initiative away from the insurgent.

Given the risk to Soldiers in close combat with irregular threats, Soldiers need increased survivability in complex urban and human terrain. We are reaching the limits of what armored protection can provide in this kind of fight. FCS provides a new combination of networked and physical systems that help Soldiers avoid detection, avoid the initial hit and survive to eliminate the exposed threat.

Task Force ODIN (Observe, Detect, Identify, and Neutralize) provides a current example in Iraq that reveals how FCS-like RSTA improves situational understanding and survivability by leveraging the power of the manned and unmanned team. Since we established Task Force ODIN to employ Unmanned Aircraft Systems, linked to commanders in the air and on the ground through the Common Ground Station, we have killed several hundred IED emplacers, attacked the IED network, and captured 141 High-Value Targets. This manned/unmanned teaming has resulted in far more survivable manned aircraft. That's powerful. That's FCS capabilities working today – in combat.

FCS is the our highest priority program, and the Army's only major defense acquisition program on the Department of Defense's list of its 10 largest programs. Over the past three legislative cycles, funding for FCS has been cut by \$790 million. These direct reductions have resulted in an indirect programmatic cost increases of \$403 million, resulting in total impacts to the FCS program of over \$1.2 billion. This impact has resulted in significant delays to System Development and Demonstration work, and have caused slippage in key FCS program milestones by up to eight months. We cannot sustain these continued cuts to our #1 modernization program, and we ask for full funding of this year's request in the President's Budget.

Another critical enabler for the success of our future force are the capabilities that manned and unmanned Army Aviation bring to the battlefield. Aviation forces continue to prove each day their versatility to rapidly reinforce and sustain the commander on the ground and overcome land-bound intervisibility lines and obstacles with responsiveness and unmatched timely and integrated reconnaissance, surveillance, and target acquisition. Army Aviation's vital role is enduring and therefore, the Army seeks your continued support to the efforts to modernize Army Aviation as we fight the Global War on Terror and transform, simultaneously. I ask your continued support for the production of the UH-60M, CH-47F, AH-64D, UH-72A (LUH), AH-70 (ARH) and Joint Cargo Aircraft (JCA). Additionally, we seek your continued support in the development and procurement of Aviation Survivability Equipment, the Armed Reconnaissance Helicopter, and our Unmanned Aircraft Systems, Sky Warrior, Shadow, and Raven. Each of these systems provide required capabilities in direct support to the commander on the ground and their roles are assured for the next 20+ years.

Growth of the Force

Our Grow the Force initiative is a critical component of reducing stress on the force, improving readiness, and building strategic depth. In January 2007, the President approved a growth in Army End Strength by 74.2K (65K in the Active Component, 8.2K growth in the Army National Guard, and 1K growth in the US Army Reserve). This plan will build six additional active component BCTs, 15 Support Brigades, and associated Combat Support and Combat Service Support units. We will culminate in a total of 76 BCTs and approximately 227 Support Brigades across all three components by 2013.

Under surge conditions, the Army goal is to deploy the Active Component at a 1:2 deployed to dwell ratio and the RC at a 1:4 mobilized to demobilized ratio. At these ratios, the Army can supply 21-22 BCTs annually. Currently, meeting global demand requires dwell times well below this surge goal. Some units deploy for 15 months with only 12 months training at home station prior to their next deployment. To meet the Joint demand for Army forces, some RC units must also deploy sooner than the goal of one year mobilized and four years demobilized. Continued deployment rates below the surge goal put the All-Volunteer Force at risk in this era of persistent conflict.

The Army is executing a tightly-woven plan to support this growth, and we are executing this plan concurrently with the 2005 round of BRAC and the Global Defense Posture Realignment. This requires an investment in military construction that is unprecedented – over \$66 billion from FY06-13. In order for the plan to have its intended affect on readiness, we must have full, predictable and timely funding for BRAC and military construction. An interruption of our planned sequence of basing actions, and associated construction projects, will have profound impacts on readiness, and the quality of life of Soldiers and their Families.

Full and Timely Funding

Our Soldiers need full and timely funding of the Army's FY09 request of \$140.7 billion to be ready to meet the needs of the Nation. For their sake and the safety of our Nation, we must remain dedicated to put the Army back in balance. Over the last six years, the Army has received increasing proportions of its funding through supplemental and GWOT appropriations. Because of this recurring reliance on GWOT funds and a natural overlap between base and GWOT programs, the Army's base budget does not fully cover the cost of both current and future readiness requirements. Because the GWOT planning horizon is compressed and the timing and amount of funding is unpredictable, some base programs would be at risk if supplemental funding is precipitously reduced or delayed.

The Army appreciates the \$70 billion "GWOT Bridge Fund" that Congress provided in December of 2007. However, \$66.5 billion from the FY08 GWOT request has not yet been provided to the Army. Congressional action on the balance of the GWOT request prior to the end of May will provide funds in time to prevent any disruption in operations or programs. A delay beyond the end of May will create substantial impacts on readiness. Anticipated impacts include:

- The Army runs out of pay for Active Duty and National Guard Soldiers in June 2008;
- The Army runs out of O&M for the Active component in early July and for the Guard in late June;
- Two Stryker BCTs may not receive hull protection kits before they deploy;
- Armored Security Vehicles could face a break in production;
- Army National Guard will not receive 10 CH-47 F model helicopters;
- Converting and existing BCTs will not receive the Bridge to Future Networks communication systems; and

- The Army will be unable to upgrade and construct facilities for returning Wounded Warriors at Forts Drum, Campbell, Stewart, Carson, Hood, Riley and Polk

There are clear implications on the Army's readiness to each and every one of these projected impacts. I ask for your full and timely support of the balance of the FY08 GWOT request, and the FY09 base budget. They are absolutely vital to supporting our Soldiers, sustaining their Families, and restoring balance to our Army.

Preserving the Strength of the Nation

The nation and your Army has been at war for over six years. Our Soldiers have demonstrated valor, endured countless hardships, and made great sacrifices. Over 3,000 Soldiers have died and many more have been wounded. The awards our Soldiers have earned reflect their accomplishments and bravery on the battlefield. But their valor is not enough to restore balance and readiness to our Army. We must continue to invest in our centerpiece – Soldiers – and the Families that support them.

The Congress has provided tremendous support to our Army these past six years, and we are grateful for all you have provided. You have extended our recruiting incentives, provided for our Wounded Warriors, grown the Army, made significant improvements in the quality of life of our Soldiers and their families, and since 9/11 you have authorized and funded 94 new programs worth over \$100 billion. With the continued support from the Secretary of Defense, the President, and the Congress, the Army will restore balance, build the readiness necessary in an era of persistent conflict, and remain The Strength of the Nation.