

SENATE APPROPRIATIONS COMMITTEE – DEFENSE

POSTURE STATEMENT OF
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19TH CHAIRMAN OF THE JOINT CHIEFS OF STAFF
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SENATE APPROPRIATIONS COMMITTEE
DEFENSE
BUDGET HEARING
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Chairman Cochran, Ranking Member Durbin, distinguished Senators of this committee, thank you for the opportunity to join Secretary Mattis in appearing before you today.

I am honored to represent the men and women of the Joint Force and want to begin by assuring you that our Joint Force is the most capable military in the world today. We can defend the Homeland, meet our alliance commitments, and maintain a competitive advantage over any adversary we face. That is an important point that should not be lost on our adversaries, our Allies and partners, or the American people.

I am confident in saying this for three fundamental reasons. First, Congress has provided our Service Members with support for the last 15 years of war. Second, the creative and talented professionals in American industry continue to deliver world-class warfighting solutions to our force. Third, and most importantly, the extraordinary young men and women who serve our country in uniform make the Joint Force the most capable military in the world.

However, while we have a competitive advantage today, sustained operational commitments, budgetary instability, and advances by our adversaries have eroded our competitive advantage.

Strategic Environment

In today's strategic environment five key challenges - Russia, China, Iran, North Korea, and Violent Extremist Organizations - most clearly represent the challenges facing the Joint Force. They serve as a benchmark for Joint Force posture, the size of the force, capability development, and risk management.

Over the past several years, Russia has invested in a full-range of capabilities designed to limit our ability to project power and meet our alliance commitments. These include long-range conventional strike, cyber, space, electronic warfare, and undersea capabilities. Russia is also modernizing nearly all elements of its nuclear force. These capabilities allow Russia to counter U.S. and NATO power projection and undermine the credibility of the NATO alliance.

Similarly, China has embarked on a significant program to modernize and expand strategic and conventional military capabilities. They have expanded their nuclear enterprise and made investments in power projection, space, cyber, and ballistic missiles. China is also investing heavily in 5th generation fighters, air-to-air missiles, and air defense systems to limit our ability to project power in the Pacific, operate freely, and meet our alliance commitments.

North Korea's two nuclear tests in 2016, combined with continued efforts to build a viable nuclear-capable ballistic missile threaten the security of the homeland and our Allies. Over the past year, North Korea conducted 38 missile tests, an 81% increase from the previous year. Moreover, North Korea has

demonstrated a willingness to use malicious cyber tools against governments and industry. These actions destabilize the region and pose an increasing threat to U.S. forces and our allies.

Iran continues to support international terrorist organizations, actively seeks to destabilize its neighbors, and employs naval capabilities that threaten freedom of navigation. At the same time, they are modernizing an array of ballistic missiles, space, cyber, maritime, and cruise missile capabilities.

Finally, Violent Extremist Organizations such as ISIS and al Qaida remain a threat to the homeland, our allies, and our way of life. Violent extremism is fundamentally a transregional threat and generational struggle that requires the Joint Force to work with USG and coalition partners to disrupt external attacks and dismantle their capabilities wherever they emerge.

A review of the 4+1 framework indicates that the Joint Force requires a balanced inventory of capabilities and capacities to act decisively across the range of military operations. As a nation that both thinks and acts globally, we cannot choose between a force that can address ISIS and other Violent Extremist Organizations, and one that can deter and defeat state actors with a full range of capabilities. Nor do we have the luxury of choosing between meeting our current operational requirements and developing capabilities that we will need to meet tomorrow's challenges.

State of the Joint Force Today

Today, the Joint Force is challenged to meet operational requirements and sustain investment in capabilities to preserve our competitive advantage. Examples in each of the Services highlight these challenges.

Based on current operational demand and budget instability, the Army has been forced to prioritize near-term readiness at the expense of future readiness and modernization. As a result, the Army faces a shortage of critical capabilities in armor, air defense, artillery, and aviation. These deficiencies are exacerbated by manpower shortfalls and a lack of training resources. Consequently, the Army is limited in its ability to man, train, and equip fully-ready Brigade Combat Teams (BCT).

For similar reasons, the Navy faces readiness challenges in both ships and aircraft. Operational requirements and capacity constraints in shipyards and aircraft depots have increased the time and cost required to conduct major repairs. Maintenance delays, low stocks of spare parts, lack of training ordinance, and aging infrastructure limit the Navy's ability to conduct integrated training. As a result, the Navy is limited in its ability to meet the demand for maritime capability.

The Air Force is also challenged to balance current operational demand and invest for the future. Today, the Air Force has a shortfall of almost 1,500 pilots, including 800 fighter pilots, and more than 3,400 maintainers across the active, guard, and reserve. They lack sufficient resources to adequately support both 4th and 5th generation training. And they have delayed investment in 4th generation aircraft modifications while limiting the fielding of 5th generation strike-fighters. The result is fewer trained pilots available to deploy, over tasked and aging aircraft, and delays in key modernization programs.

Over the last several years, the Marine Corps has been forced to delay planned investments in infrastructure, Command and Control, and ground systems required to build, train, and launch combat ready forces. Today, the Marine Corps lacks sufficient Ready Basic Aircraft for training and deployments and has delayed procurement of the F-35, CH-53K, MV-22, and KC-130J aircraft. These delayed investments limit the Marine Corps' strategic flexibility and inhibits its ability to meet operational demands.

These readiness challenges are exacerbated by the high operational tempo we continue to maintain. Particular stress is found in high-demand/low-density specialties such as missile defense systems, naval expeditionary forces, special operations forces, global precision strike units, and cyber forces. And, over the past two years, munitions expenditures in ongoing operations against Violent Extremist Organizations have exacerbated existing shortfalls.

Reversing these trends and ensuring a ready Joint Force is my number one priority as Chairman. To meet Combatant Command demand, and provide viable options to the President and Secretary of Defense, the Joint Force must develop and maintain Comprehensive Joint Readiness: the ability of the Joint Force to deploy, employ, and sustain itself and to maintain the flexibility to transition from one crisis to another, across the range of military operations.

FY17 Budget Priorities

The FY17 request for additional appropriations helps the Joint Force address our most urgent near-term readiness concerns by funding current operations, addressing personnel shortfalls, resourcing full-spectrum training, and improving maintenance. It also addresses deferred modernization in a way that can be executed responsibly within the remainder of FY17.

The additional FY 2017 request includes critical funding for overseas contingency operations, accelerating the plan to defeat the Islamic State and funding emerging requirements for operations in Iraq and Syria. It is critical that we not lose momentum in our operations against ISIS.

The request addresses critical personnel shortfalls in all Services by providing \$5.7B for targeted growth. This growth allows the Army to fill gaps in both operational units and in the generating force, convert one Infantry BCT to an Armor BCT, enhance fires capability, and build two security force assistance brigades. Additional Navy personnel will mitigate the backlog in shipyards and support surface ship and submarine deployments. The Air Force will address shortfalls in critical skill sets such as nuclear, cyber, pilots, maintainers, and remotely piloted aircraft. The Marines will fill shortfalls in operational units and meet emerging requirements such as cyberspace operations. The resources that underpin this growth must be sustained in future budgets to enable full-spectrum readiness recovery.

The additional FY17 request also enhances full-spectrum training across the force. With these funds, the Army will increase home station training and Combat Training Center rotations that support armored brigades rotating to Korea and Europe. The Navy will provide flying hours that support training to enhance aviation readiness and precludes curtailing flight operations in the second half of FY17. The Air Force will invest in training required to improve 4th and 5th generation warfighting capability. The Marine Corps will focus on aviation and ground training exercises to improve combined arms proficiency for operations across the spectrum of conflict. Funding for training also enables Combatant Commands to execute critical training for Counter-Weapons of Mass Destruction and Special Operations Forces missions.

Maintenance resources included in the additional FY17 request also improve readiness. The Army will increase maintenance for key ground and aviation systems, reducing time for overhaul and increasing the number of available systems to train and deploy. The Navy will fund maintenance and spare parts to accelerate flight line repairs and execute necessary depot maintenance. The Air Force will improve aviation depot maintenance and weapons systems sustainment, increasing the number of ready aircraft. The Marine Corps will increase the number of spares for crisis and contingency response.

The request also allows the Joint Force to address deferred modernization through investments in tactical aircraft and ground combat vehicle. These investments support the Joint Force's readiness recovery by increasing the number of deployable aviation and ground units.

Impact of the FY17 Request for Additional Appropriations

While not sufficient, in and of itself, to reverse the impacts of under investment over the last five years, the additional FY17 request yields improvements in near and mid-term warfighting readiness.

Investment in personnel, training, maintenance and modernization help the Army restore critical warfighter readiness across BCTs, improve critical enabler shortfalls, and enhance training at home station and Combat Training Centers. By the end of FY17, the Army anticipates an increase of three BCTs at the highest level of readiness. Additionally, with continued stable budgets, the Army can bring five additional BCTs to the highest level of readiness by the end of second quarter of FY18.

The Navy will be able increase amphibious capability and deploy five guided missile cruisers that would have otherwise remained in port. The Navy will also be able to fund maintenance for 14 surface ships, enabling them to go to sea to train and deploy on time, and equipped with modern communications and combat systems. Finally, Navy readiness is not just about the number of deployed ships. Fleet wholeness results from ensuring those ships are lethal, survivable and sustainable. That is why the Navy will invest in spare parts, munitions, and platform modernization and recapitalization required to sustain the fleet.

The Air Force will arrest the downward readiness trend, addresses critical pilot shortfalls, and begin to recover from delayed procurement and modernization. End-strength investments allow the Air Force to fully man active and reserve component units and will help grow the pilot training pipeline to create over 1,400 new pilots each year, including 335 new fighter pilots per year. It will also improve cyber resiliency and revitalize space and nuclear capacities, accelerate A-10, F-15, and F-16 aircraft modernization, and begin procurement of five additional F-35s. These investments begin to fill manpower shortages, increase full-spectrum training, replenish parts, and deliver more deployable combat capability to the field.

The Marine Corps will address current readiness shortfalls, mitigate critical gaps in combat power, and enhance operating and generating force capacity. End-strength growth will fill gaps in critical specialties. Funding for the flying hour program will enable sufficient training for aircrews. Procurement of two MV-22s will enhance responsiveness of Special Purpose Marine Air-Ground Task Forces and drive down the cost of sustaining the MV-22 fleet. Purchase of munitions will begin to fill critical shortfalls. These investments improve flexibility and enable the Marine Corps to be better postured to support Combatant Commanders.

Priorities for investment in FY18 and beyond

The FY17 request for additional resources provides needed investments in near and midterm readiness and addresses the Service's most urgent modernization requirements. However, sufficient and predictable funding is required to continue to improve readiness, balance the program, and sustainably grow the force to deliver a more capable and more lethal Joint Force in the years to

come. Specific investment in FY18, and beyond, is required to complete nuclear recapitalization, continue conventional modernization, and sustain dominance in all domains. These investments are required to place the Joint Force on a path toward restoring our eroded competitive advantage.

Continuing to maintain a secure and effective nuclear deterrent is essential to defending the homeland. All three legs of our nuclear triad are approaching critical modernization decision points that require significant investment in time, money, and resources to execute. Over the coming decades DoD will replace its ballistic missile submarines, Inter-Continental Ballistic Missiles, strategic bombers, and Command and Control Centers.

Conventional modernization also requires capital intensive investment in tactical aviation, shipbuilding, munitions, and ground tactical vehicles. We must ensure the right mix of 4th and 5th generation aircraft and preserve our ability to project power in anti-access, area-denial environments. Recapitalization is needed to preserve a globally-present, modern, and agile Navy. Additional investment is required to develop new, highly capable munitions, and adapt our processes to make the most effective use of the inventory we currently have. Upgrades to ground tactical vehicles are necessary to improve mobility, lethality, and survivability. These investments ensure the Joint Force retains its ability to execute required missions against any potential adversary, across the range of military operations.

Finally, we must continue investment to sustain Joint Force dominance in all domains. ISR, cyber, and space are essential to providing command and control to a geographically dispersed force. We rely on ISR to provide information to decision makers at all levels and must be able to do so in contested battlespace. To protect critical infrastructure and improve offensive cyber capability, we must continue to invest in our Cyber Mission Forces and their training, provide them with effective tools, and maintain a responsive, nimble cyber infrastructure. These investments are essential to maintaining our competitive advantage in rapidly changing domains.

Conclusion

Today, despite the challenges facing us, our Joint Force is the most capable military in the world. But the strategic landscape is changing and our investment in future capabilities, capacity, and readiness must keep pace to ensure our men and women in uniform never face a fair fight.