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THE SENATE COMMITTEE
ON ARMED SERVICES
SEAPOWER SUBCOMMITTEE**

**STATEMENT OF
LIEUTENANT GENERAL WILLIAM L. NYLAND
DEPUTY COMMANDANT FOR
PROGRAMS & RESOURCES
BEFORE THE
SEAPOWER SUBCOMMITTEE
OF THE
SENATE ARMED SERVICES COMMITTEE
ON
7 JUNE 2001
CONCERNING
NAVY AND MARINE CORPS
SEAPOWER OPERATIONAL REQUIREMENTS**

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Lieutenant General

William L. Nyland

Deputy Commandant for Programs and Resources



Lieutenant General William L. "Spider" Nyland is currently serving as the Deputy Commandant for Programs and Resources, Headquarters Marine Corps, Washington D.C.

General Nyland was born on Oct. 2, 1946 in Coronado, Calif. He was commissioned a second lieutenant in the Marine Corps under the NROTC program upon graduation from the University of New Mexico in 1968. In addition to attaining an M.S. degree from the University of Southern California, his formal military education includes The Basic School (1968), Naval Aviation Flight Training (NFO) (1969), Amphibious Warfare School (1975), Navy Fighter Weapons School (TopGun) (1977), College of Naval Command and Staff, Naval War College (1981), and Air War College (1988).

After being assigned to VMFA-531, General Nyland was ordered to Vietnam where he flew 122 combat missions with VMFA-314 and VMFA-115. General Nyland's other tours included Instructor RIO, VMFAT-101; Squadron Assistant Operations Officer and Operations Officer, VMFA-115; and Brigade FORSTAT and Electronic Warfare Officer, 1st Marine Brigade. He also served as Operations Officer and Director of Safety and Standardization, VMFA-212; Aviation Safety Officer and Congressional Liaison/Budget Officer, Headquarters, U.S. Marine Corps, Washington, D.C.; and Operations Officer, Marine Aircraft Group-24, 1st Marine Amphibious Brigade. He commanded VMFA-232, the Marine Corps' oldest and most decorated fighter squadron, from July 1985 to July 1987.

General Nyland subsequently served as section chief for the Central Command section, European Command/Central Command Branch, Joint Operations Division, Directorate of Operations (J-3), Joint Staff, Washington, D.C. In July 1990, he assumed command of Marine Aviation Training Support Group, Pensacola. Following his command of MATSG he assumed duties as Chief of Staff, 2nd Marine Aircraft Wing on July 5, 1992, and assumed additional duties as Assistant Wing Commander on November 10, 1992. He was promoted to Brigadier General on September 1, 1994 and was assigned as Assistant Wing Commander, 2nd MAW serving in that billet until December 1, 1995.

He served next on the Joint Staff, J-8, as the Deputy Director for Force Structure and Resources, completing that tour on June 30, 1997. He was advanced to Major General on July 2, 1997, and assumed duties as the Deputy Commanding General, II Marine Expeditionary Force, Camp Lejeune, N.C. His last assignment he served as Commanding General, 2d Marine Aircraft Wing, MCAS Cherry Point, North Carolina. He was advanced to Lieutenant General on 30 June 2000 and assumed his current duties on 9 August 2000.

His personal decorations include: Defense Distinguished Service Medal, Legion of Merit, Defense Meritorious Service Medal, Meritorious Service Medal, the Air Medal with eight Strike/Flight awards, and Joint Service Commendation Medal.

(Revised November 8, 2000)

Mr. Chairman, Members of the Committee, it is my privilege to appear before you today to discuss Marine Corps operational concepts and the research and development and equipment required to carry out those concepts in the 21st Century.

On behalf of Marines and their families, I would first like to thank you for your continued support in addressing many of the resource challenges we have faced in recent years. Your efforts reveal not only a commitment to ensuring the common defense, but also a genuine concern for the welfare of our Marines and their families. Your continued support is absolutely critical to the readiness of the Corps.

As we enter the uncertain world of the 21st Century, the strategic role of the Marine Corps, as defined by the 82nd Congress – to provide a capable expeditionary force-in-readiness that is versatile, adaptable, and powerful – remains more relevant than ever before. Once stable nation states are imploding and ethnic hatred, religious strife and clan warfare serve as tinder for transnational events. Coupled with this is a radical shift in world demographics, economic interdependence, and technological diffusion. In short, it is a time of great uncertainty and instability.

To meet the threat demands of the new century, the current *National Military Strategy* (NMS) calls for flexible and multi-mission capable forces to respond to the full spectrum of conflict. The NMS stresses the need for Joint forces that can address multiple small-scale contingency operations, and that are able to transition rapidly from peacetime operations to full-scale conflict. Naval Forces – Navy and Marine Corps expeditionary forces – integrated air, land, and sea combined-arms units – are ideally suited to meet these challenges. They are powerful instruments of national policy and provide the National Command Authorities with a multitude of diplomatic and military options to support U.S. foreign policy initiatives.

MARINE CORPS EXPEDITIONARY MANEUVER WARFARE

Expeditionary Maneuver Warfare (EMW) is the Marine Corps capstone concept for the 21st Century. Built on the twin pillars of our philosophy of maneuver warfare and our expeditionary culture, EMW prepares the Marine Corps to meet the challenges and opportunities of a rapidly changing world. The concept describes the evolving characteristics and capabilities that the Marine Corps will employ to promote peace and stability and to mitigate or resolve crises.

EMW describes the “axis of advance” for future enhancements. In doing so, the concept focuses on:

~~✍~~ **Strategic Agility:** to ensure rapid and fluid transition from pre-crisis state to full operational capability in any distant theater. This requires ready forces that are both sustainable and rapidly tailorable for multiple missions or functions. They must be agile, lethal, swift in deployment, and always prepared to reconstitute or move immediately to the scene of an emergency or conflict.

~~✍~~ **Operational Reach:** to rapidly project, support, and sustain relevant and effective power, in conjunction with other forms of national influence. This can be accomplished independent of host nation support and against distant objectives across the breadth and depth of a theater of operations.

~~✍~~ **Tactical Flexibility:** to create an overwhelming tempo of action through synchronized application of effects, and responsive and adaptive command and coordination. These effects will rapidly erode an enemy’s cohesion.

~~✍~~ **Support and Sustainment**: to enable the enduring expeditionary logistics capabilities of Naval Forces in order to project influence. This will be accomplished by optimizing our deployment support, force closure, force sustainment, reconstitution, redeployment, and strategic reach back capabilities.

~~✍~~ **Joint/Multinational Enabling**: to enable Joint, Allied, and Coalition operations (and inter-agency coordination) by blending the unique, combined-effects capabilities of Marine forces with complimentary capabilities of others. The forward presence posture and rapid response time of sustainable Marine forces provides unmatched enabling capabilities for the Joint Force Commander.

These enhancements will bolster our ability to reassure and encourage our friends and allies while we deter, mitigate, or resolve crises through speed, stealth, and precision.

THE MARINE AIR-GROUND TASK FORCE (MAGTF)

The Marine Corps operates as MAGTFs, fully integrated, and scalable combined-arms forces that include air, ground, and combat service support units under a single commander. MAGTFs are organized, trained and equipped from the operating forces assigned to Marine Corps Forces, Pacific; Marine Corps Forces, Atlantic; and Marine Corps Forces, Reserve. The Commanders of Marine Corps Forces Pacific and Atlantic provide geographical combatant commanders with scalable, flexible MAGTFs that possess the unique ability to project mobile, reinforceable, sustainable combat power across the spectrum of conflict. Marine Corps Forces, Reserve provides ready and responsive Marines and Marine Forces who are integrated into MAGTFs for mission accomplishment.

From the decks of ships, to deep inland objectives, Marines deploy and operate as a combined-arms team – infantry, artillery, combat engineers, logistics, and aviation. These MAGTFs are self-sustaining, rapidly deployable, and generate maximum combat power with minimum logistic support ashore. They operate effectively alongside other Services as well as allied forces and are well prepared to significantly contribute to future joint and combined operations.

MAGTFs are comprised of elements that vary in size and composition according to the mission and are specifically tailored for rapid deployment by air, land, and sea.

ELEMENTS OF THE MAGTF

Command Element (CE): The Command Element is the MAGTF headquarters task organized to provide joint force command and control, intelligence fusion, and crisis action planning. Because we fight shoulder to shoulder with the Army, control the skies with the Navy and Air Force, and come from the sea, we aggressively seek joint solutions to our communications and command and control requirements. Technologically advanced weapons systems require joint, secure, technologically interoperable systems to support them. The modernization of the command element requires the fielding of MAGTF command and control systems that support joint and combined warfighting; therefore, we are participating in the joint family of interoperable pictures that will integrate us vertically from the firing unit level to the National Command Authority level and horizontally across all Services. We must modernize and transition several of our existing capabilities to meet requirements in a joint environment. The improved capabilities provided by programs such as the Common Aviation Command and Control System (CAC2S), Unit Operations Center (UOC), Cooperative Engagement Capability

(CEC), and the Joint Tactical Radio System (JTRS) are critical in allowing commanders the ability to manage, direct, and influence an increasingly complex battle space, while also allowing reach back to our bases and stations, the fifth element of the MAGTF. With your support we will continue to improve our existing systems and drive toward joint solutions.

Ground Combat Element (GCE): The Ground Combat Element is formed around ground elements that maneuver from expeditionary bases both afloat and ashore. The primary equipment and weapons systems in our ground combat element are aging and reaching their programmed service life all at the same time. We have taken advantage of Service Life Extension Programs (SLEPs), which have enabled us to marginally improve our legacy systems, but cannot fulfill our modernization needs. Our 28 year-old Amphibious Assault Vehicles (AAVs), which originally had a programmed life of ten years received a service life extension to add another ten years to their life, and are now undergoing a rebuild to extend their service life until our new expeditionary fighting vehicle, the Advanced Amphibious Assault Vehicle (AAAV), is fielded in FY 2006.

Our reliance on aging equipment negatively impacts our capabilities in many ways. Among them, the buildup of combat power ashore is slowed and more predictable, and our single artillery piece lacks sufficient range to provide essential fire support to maneuver elements. Additionally, the countless hours of maintenance on our aging ground systems directly impacts the quality of life of our Marines. The replacement of the 17,000-vehicle fleet of HMMWVs with the HMMWV A-2 is a crucial step in our efforts to modernize our ground mobility. Acquisition of major replacement systems such as the AAAV, the High Mobility Artillery Rocket System (HIMARS), the Lightweight 155mm howitzer (LW155), and the

M88A2 Hercules Improved Recovery Vehicle, is only part of the solution. We need to accelerate the pace of procurement and fielding of new and replacement equipment.

Aviation Combat Element (ACE): The Aviation Combat Element is formed around aviation maneuver units employed from expeditionary bases both afloat and ashore. The majority of our aircraft, our KC-130F, CH-46E, CH-53D, and UH-1N, have exceeded their projected service life. Our KC-130Fs are 19 years past planned retirement. Our CH-46Es and CH-53Ds are more than thirty years old, and the average age of our CH-53Es is 12 years. Replacement aircraft, specifically the KC-130J, and the MV-22, as well as upgrades to our UH-1N and AH-1W fleet are critical in order to significantly improve operational capabilities, resolve existing safety deficiencies, and reduce life-cycle costs.

Combat Service Support Element (CSSE): The Combat Service Support Element of the MAGTF is formed around tailored support units that provide the full range of combat service support functions and capabilities necessary to support the readiness and sustainability of the MAGTF as a whole. Despite the importance of combat service support to the flexibility and responsiveness of our forces, we continue to rely on aged vehicles, trucks, and materiel handling equipment that needs replacement. For example, our five-ton truck fleet is at the 19-year point of its planned 20-year life. Acquisition of the Medium Tactical Vehicle Replacement (MTVR), a cost-effective replacement for our existing tactical trucks, and the M88A-2 Hercules Improved Recovery Vehicle, a successor to our 24-year old tank retriever, is crucial in our efforts to modernize.

Supporting Establishment: The Supporting Establishment is the “fifth” element of the MAGTF. Our bases and stations provide direct and indirect support to the MAGTF as well as the means by which we develop, train and maintain a modern force. They are platforms from

which we project expeditionary power and support the quality of life of our Marines and their families back home. As a critical part of our readiness, we must ensure our bases and stations are also a significant part of our modernization effort.

NAVAL EXPEDITIONARY CAPABILITIES

Key to exploiting the tremendous potential of Naval Forces, and in particular, Marine Corps expeditionary units, is a robust Navy ship construction program for modern amphibious lift. These platforms facilitate rapid, decisive operations from the sea, across the spectrum from humanitarian operations to power projection for combat. Our amphibious lift requirement is well defined, requiring modern ships to meet forward presence requirements while maintaining the flexibility to surge additional forces for the uncertain crises of the future. Although our amphibious lift requirement is for sufficient ships to lift 3 Marine Expeditionary Brigade (MEB) Assault Echelon (AE) equivalents, fiscal constraints have resulted in plans which limit the planned and programmed amphibious force to 2.5 MEB AE equivalents, a total of 36 ships (or 12 Amphibious Ready Groups). This requirement will be sustained with the completion of the twelfth LPD-17 class amphibious ship, modernizing and enhancing our amphibious lift capability. Currently, the Navy is planning a future amphibious force of 12 big deck ships (a mix of aging LHAs and newer LHDs), 12 newer LSD 41/49s and, with your continued support, 12 new LPD-17 San Antonio Class ships.

Today, the Navy-Marine Corps team relies on some amphibious ships, which, like our ground and aviation equipment, are reaching the end of their service lives. The LPD-17 class ships will replace four aging classes of ships and will provide increased operational capabilities and greater amphibious lift per ship. As our LHAs approach the end of their service lives in

2011, we can improve our big deck capability by using the LHD-8 as the transition ship to a LHA replacement. This will be a critical component of a powerful Navy-Marine Corps team, providing capable ships as platforms for deploying and employing modern forces.

Another critical component of our strategic lift capability is the Maritime Prepositioning Force (MPF), which provides the Unified Commanders thousands of C-17 sortie equivalents of combat equipment and sustainment already forward located in their areas of responsibility. However, the MPF ship leases will expire between FY 2009 and FY 2011 and we will need National Defense Sealift resources to replace these cost effective and proven strategic assets with MPF Future ships. Because the U.S. has never been able to rely exclusively on forward basing or overseas access as means of positioning forces, and with base access increasingly problematic, Naval forces must continue to provide robust assured access with forward presence and the projection of power and influence from the sea. Our Sea Based Logistics concept envisions use of the sea as maneuver space and a sanctuary for the safe-basing of long range, precision Naval fires, force assembly, maintenance, and resupply in future operations. MPF Future will be a key enabler of the sea-based operations necessary to support expeditionary maneuver warfare, providing support for forces already forward deployed or deploying in amphibious ships as well as rapid response with tailorable and scalable stocks for crises.

To continue to assure access in the littorals, modernization is necessary to overcome the logistical challenges of ship-to-shore movement, to improve Naval Surface Fire Support (NSFS) in “transforming fires,” as well as to improve Navy and Marine Corps mine countermeasure capabilities.

An objective of Naval forces’ ship-to-shore movement is to avoid, or go around, the mine threat. Efforts in increasing mine warfare capability in the waters greater than 40 feet are

commendable, and the organic capability envisioned in the Carrier Battle Group will greatly enhance assured access. However, we can ill afford to move 3,000 miles to theater and be stymied by mines and obstacles in the last 3,000 yards. We applaud the steps taken to leverage technology to improve our surf zone, shallow water, and very shallow water mine countermeasure capabilities—aimed at the far-term (FY 2010 and beyond). This will “take the man out of the minefield” by developing standoff breaching capabilities for this most challenging of water regions. We remain concerned about the capabilities to address this critical region in the near- and mid-term.

The Landing Craft, Air Cushion (LCAC) SLEP will ensure that LCACs continue to provide over-the-horizon logistical support long past their current 15-20 year service life. This program will significantly enhance the LCAC’s command and control, navigation, performance and service life, resulting in a landing craft that will support Navy and Marine Corps expeditionary operations for the foreseeable future. The LCAC is an important part of our tactical mobility triad with the MV-22 Osprey and the AAV expeditionary fighting vehicle.

Using the sea as a base for long range, precision fires, Marines look forward to modernization or replacement of today’s destroyers and cruisers with future surface combatants and submarines equipped with modern naval guns and missiles. With our Navy assuring blue-water access to a littoral environment where anti-ship missiles, diesel submarines, and sea mines proliferate, the Navy is also exploiting all technological advances to improve our surf zone, shallow water, and very shallow water mine countermeasure capabilities.

THE WAY AHEAD

At the dawn of the 21st Century, we are ushering in the MV-22 Osprey tiltrotor aircraft, AAV, Joint Strike Fighter (JSF), MTRV, Logistics Vehicle System Replacement (LVS) Program, LW155, and the San Antonio Class Landing Ship LPD-17, all-of-which promise to greatly enhance the Corps firepower, mobility and mission flexibility, and are integral to the Corps' concept of enhanced power projection. These major contributions to the development of warfighting concepts, weaponry, and equipment will enable the Corps to operate in the 21st Century with a confidence born from a proud heritage of innovation, ingenuity, and a willingness to continually adapt to changes across the spectrum of conflict. While we have a viable plan to field this, and other new and improved equipment, I remain concerned about the slow pace of our modernization efforts.

Dramatic increases in operational requirements, coupled with topline constraints over the last several years have forced us to fund near-term readiness at the expense of equipment modernization and investment in infrastructure.

Our equipment (ground and aviation) modernization accounts have been funded well below the historical "steady state" level for most of the last decade. As a result, much of our ground equipment, aircraft, and weapons systems have reached or exceeded the end of their useful service lives. We are facing block obsolescence in our major ground and aviation equipment. The costs to maintain these systems – in terms of both dollars and man-hours – continues to climb. While we have taken advantage of SLEPs for both our aviation and ground systems, these efforts cannot fulfill our modernization needs.

Our reliance on aging equipment negatively impacts our capabilities. Countless additional hours of required maintenance directly impact the quality of life of our Marines and

allow less time for their training. We can no longer afford to delay the modernization of our force.

The continued support of Congress has allowed us to make significant progress in solving some of our most pressing needs, however, these problems did not occur overnight and neither will a solution. Based on our current strategy and structure, the Marine Corps requires an increase of approximately \$1.8 to \$2.0 billion per year sustained for the next eight to ten years in order to meet tomorrow's challenges and to maintain the "expeditionary force in readiness" our Nation requires. This estimated shortfall in funding may change as a result of the Secretary's strategy review that will guide future decisions on military spending. However, an accelerated modernization program will allow us to maintain the technological advantage we currently enjoy on the battlefield, will reduce our operating costs, and will allow Marines to spend more time doing what the American public expects of them – training and deploying in the defense of our vital national interests.

Your Marines deeply appreciate your unwavering support.

Mr. Chairman, I would be happy to answer any questions.