

**Senate Armed Services
Committee**



**POSTURE STATEMENT OF
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CHAIRMAN OF THE
JOINT CHIEFS OF STAFF**

**BEFORE THE 110TH CONGRESS
SENATE ARMED SERVICES COMMITTEE**

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Chairman Levin, Senator McCain, distinguished members of the Committee, it is my privilege to report to you on the posture of the U.S. Armed Forces. On behalf of 2.4 million Active, Guard, and Reserve Soldiers, Sailors, Airmen, Marines, and our families, thank you for your continued support. Your visits to troops in Iraq, Afghanistan, and beyond; comfort to the wounded; and funding for transformation, recapitalization, pay and benefits are deeply appreciated.

America's military is the world's finest, due in large measure to the patriotic sacrifices 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. For the first time, America's All Volunteer Force is fighting a long term war with a significant commitment of combat forces. Our troops are serving with extraordinary dedication and distinction. They are an inspiration to us all and I am honored to represent them here today.

Winning the War on Terrorism is and will remain our number one priority. At the same time, we will continue to transform our Armed Forces, strengthen Joint Warfighting capabilities, and improve the Quality of Life of our Service members and their families.

Strategic Environment

My biennial National Military Strategy Risk Assessment was recently submitted to Congress. That classified document and the Secretary of Defense's plan for mitigating risk depict the challenges we face around the globe and discuss how we will overcome them. Sustained deployments, equipment utilization, and operational tempo each impart risk from a military perspective. The current heavy demand for ground, sea, and air capabilities is not likely to dissipate in the immediate future.

As stated in my Assessment, our Armed Forces stand ready to protect the homeland, prevent conflict, and prevail over adversaries.

These missions present simultaneous and interrelated challenges of varying intensity, immediacy, and danger.

America's Armed Forces are in our sixth year of sustained combat operations. We are fighting sectarian violence, insurgency, and terrorism in Iraq and Afghanistan. Al Qaeda and its allies threaten the safety of our homeland and our overseas partners – threats made more alarming by the proliferation of Weapons of Mass Destruction. We face other threats and challenges as well:

- Iran sponsors operations in Lebanon and Iraq that are destabilizing those governments. In addition, Iran's drive to enrich uranium highlights its desire to assert greater influence in a region of vital interest to our Nation.
- North Korea's pursuit of nuclear weapons and associated missile technologies poses another strategic challenge. The launch of multiple ballistic missiles on the fourth of July 2006 coupled with the apparent successful detonation of a nuclear device in October 2006 undermines counter-proliferation efforts, threatens many, and could provoke a regional arms race.
- China's military build-up continues unabated, to include offensive strike missiles, expanded sea and air control capabilities, anti-satellite systems, cyber-attack technologies, and an increasingly capable Navy and Air Force.
- Pakistan requires continued international support to maintain stability. Given its possession of nuclear weapons and pivotal location, a stable government in Pakistan is critical to guard against transnational terrorism and ease tensions with neighboring India.
- The Abu Sayaf Group in the southern Philippines and Al-Qaeda's partner Jemaah Islamiyah in Indonesia threaten international maritime security in strategic waterways.
- Narco-terrorists in Latin America destabilize societies, harm nations, and hold American citizens hostage.

- The governments of Venezuela and Cuba are openly anti-U.S. Together, they actively seek to create alignments to oppose us throughout the region.
- Succession questions in Cuba may lead to mass migration.
- Political and humanitarian challenges in Africa are myriad, including the specter of growing instability, genocide, civil war, and safe havens for terrorists.

Given the breadth of these challenges, their complexity, and their potential long duration, we must increase our overall capacity in order to reduce strategic risk. The proposed Fiscal Year 2008 Budget, the Fiscal Year 2007 Supplemental, and the Fiscal Year 2008 Global War on Terrorism Request match resources to these tasks. These budget requests represent a significant investment, but that investment is approximately 3.9% of our Gross National Product – relatively modest in historic terms.

Win the War on Terrorism

We must prevail in the Global War on Terrorism. Sustaining operations in Iraq and Afghanistan, while maintaining readiness to respond to new contingencies around the globe, is a heavy burden for our current force structure. Nearly a million American men and women in uniform have deployed to Iraq and Afghanistan, and more than 400,000 have been deployed more than once. Presently, more than 200,000 troops are deployed to the Central Command area of responsibility; another 210,000 are elsewhere overseas. Most of our Army Brigade Combat Teams and their Marine Corps regiment equivalents receive only one year at their home station before deploying again – and that year is spent actively preparing to redeploy overseas to fight. We will have twenty Brigade/Regimental Combat Teams deployed to Iraq, with another three in Afghanistan, one in Korea, and one in Kosovo. This drives our units to operate at about a 1:1 “deployed:at-

home” ratio – which is about half the time we believe is necessary to sustain readiness for the long term.

To accomplish our missions in Iraq and Afghanistan and remain prepared for other challenges, the President and Secretary of Defense have announced a number of personnel initiatives. These include the increase of force structure for the Army and Marine Corps, and policy changes to the way we mobilize our Reserve Component. The Army and Marine Corps are both focused on using this added troop strength to grow their operational forces. We are committed to building an active Army of 48 Brigade Combat Teams. That is an increase from a previous goal of 42. For the Marine Corps, we are adding one Regimental Combat Team. The Army is also civilianizing military positions, cutting its non-operational force structure, and reallocating those manpower savings to combat units. The Marine Corps is also implementing policy to ensure all Marines have the opportunity to serve in a combat zone.

Approximately 38,000 individual augmentees have deployed to headquarters such as Multi-National Force-Iraq, the International Security Assistance Force in Afghanistan, and U.S. Central Command. Nearly 13,000 others have helped train Afghan and Iraqi forces. Most of these positions are filled by mid-grade leaders normally serving in operational units. Increased manning in these mid-grade ranks, to include the Army’s request for an additional 2,852 field grade officers, will fill requirements without undermining combat units.

Our weapons, equipment, and supplies have been reduced by combat loss and consumption in Iraq and Afghanistan during the past five and a half years. We have also used significant resources in disaster relief operations responding to the Asian Tsunami, Hurricane Katrina, and Pakistan’s earthquake. The FY2007 Supplemental and FY2008 Global War on Terrorism Request include a total of \$51.5 billion to reconstitute our Joint Forces. While it will take some time for newly authorized troops to become available for deployment and for reconstitution of equipment to

take effect, our men and women in uniform are grateful for the much needed additional manpower and resources that are on the way.

The challenges we face are not ours alone; they threaten many others. Working with partners improves our ability to defeat terrorist networks and increases regional stability and security. Our regional security cooperation efforts in Latin America, particularly in Colombia where great progress is occurring, help local militaries protect democratic governments and build partnership capacity to counter terrorist, narcotic, and other illicit activity. In the Far East, our support for Southeast Asia maritime security in the Strait of Malacca and the Sulu and Sulawesi Seas helps fight terrorist and criminal activity. Combined Joint Task Force-Horn of Africa and the Trans-Sahara Counter-Terrorism Initiative deter terrorist activity, provide humanitarian assistance, and improve the ability of African countries to foster security within their own borders. And, we are establishing a new unified command for Africa to better integrate U.S. interagency efforts and partner with other nations and international organizations.

Boosting the capability of other countries' forces and providing direct action support to commanders in the field requires that we expand our irregular warfare capabilities. Irregular warfare includes long duration unconventional warfare, counter-terrorism, counterinsurgency, clandestine operations, and military support for stabilization and reconstruction. Our Special Operations units perform these missions in Iraq and Afghanistan, and deploy to approximately forty other countries around the world. To answer these demands, we are expanding the size of our Special Operations Forces and we have established the Marine Special Operations Command. We are also moving forward with the Global Special Operations Force Posture plan that will maximize the number of Special Operations Units forward deployed.

In addition to physical battlefields, the Global War on Terrorism has a significant information component. Our enemies use propaganda to

deliver their message and justify their actions. We counter the enemy's efforts most effectively when our actions and words reinforce America's strategic goals and national ideals. We deny our foes success in mobilizing sympathizers when local and global audiences understand the enemy's true intent. The Joint Staff, the Combatant Commands, and the Office of the Secretary of Defense are working together to ensure greater consistency and timeliness in our strategic communication efforts.

At its most basic level, winning the War on Terrorism means defending our homeland. To better protect the United States from direct attack, our Armed Forces are working closely with civilian leadership in federal, state, and local governments to provide an effective response in time of crisis. The Navy and Coast Guard are strengthening maritime domain awareness. The Air Force maintains surveillance and interceptor alerts to provide air sovereignty protection. The Army is investing in expanded biological weapons detection equipment and vaccines. And we are continuing to increase the capability of our Chemical Biological Radiological Nuclear and High Yield Explosive Consequence Management Response Forces and seeking more resources to better respond to multiple events in different locations. Contingency plans are continually refined so that the Armed Forces are prepared to assist civil authorities in the event of another terrorist attack. We are creating additional Weapons of Mass Destruction response teams. Moreover, we are working with coalition partners, through intelligence sharing, coordinated planning, and agreements such as the Proliferation Security Initiative to prevent the spread of Weapons of Mass Destruction.

Additionally, your Armed Forces are prepared to assist in responding to natural disasters. In such events, we would provide support in the form of manpower, logistics, transportation, communications, and planning, just as we did following the devastation of Hurricane Katrina. Likewise, military planners are focused on the dangers of a possible global Pandemic

Influenza, to ensure our readiness to execute military missions and support civil authorities.

Accelerate Transformation

The evolving diverse threats to our Nation make it imperative that we adapt and innovate. Transformation is a continual effort to significantly increase our ability to deter and defeat America's foes. It is an ongoing process of rethinking our doctrine and operational concepts; fashioning professional education and training to meet new challenges; restructuring our organizations and business practices to be more agile; improving our personnel policies; adapting our planning systems to be more responsive; reforming our acquisition and budget processes; and harnessing advanced technology. It is not an end state. It is a mindset and a culture that encourages innovation and fresh thinking.

We need a dramatic leap forward in our relationship with interagency and international partners. Today's many challenges – conventional, insurgency, terrorism, and the proliferation of weapons of mass destruction – require that our Armed Forces work closely with our civilian government counterparts and multinational partners. Much like Goldwater Nichols accomplished for our Armed Forces two decades ago, we should assess what new or revised authorities are needed to enhance interagency coordination, and build a more joint and integrated process. To increase our government's overall effectiveness in the War on Terrorism, we must improve three areas.

First, we must improve our ability to build partnership capacity. Our struggle against violent extremists requires that we fight people who hide in countries with whom we are not at war. In many cases, the best way to do this is by augmenting the capacity of those countries to defeat terrorism and increase stability – helping them overcome problems within their borders and eliminate terrorist safe havens. Legislation proposed by the Department of Defense and Department of State, the

Building Global Partnerships Act, extends and expands past enacted 1206, 1207, and 1208 authorities for educating, training and equipping foreign forces for counter-terrorism and stability operations. In addition, an interagency National Security Initiative Fund, to better invest in countering terrorism with other countries is required. In a time when national security priorities require integrated action by multiple government agencies, resource sharing and coordination among departments is essential. Authorization for a National Security Initiative Fund, under Congressional oversight and managed jointly by the Departments of State and Defense, will provide us with needed flexibility. Such a fund will be instrumental in harnessing resources across agencies to address changed circumstances and policies, and will complement congressionally granted transfer authority and emergency supplemental appropriations.

Second, we need greater expeditionary capabilities in U.S. government civilian agencies for stabilization and reconstruction operations. Our civilian agencies are under resourced to meet the requirements of the twenty-first century. Greater investment in these agencies is required if they are to be more effective in the Global War on Terrorism. To increase their expeditionary capability, the President has proposed the creation of a Civilian Reserve Corps for the State Department. We strongly support this initiative to boost our Nation's capability to deploy civilian expertise in tandem with our military.

Third, we must enhance interagency effectiveness. Just as the Goldwater-Nichols Act established a system of incentives and requirements to foster Jointness among military officers, we need to find ways inside of our government to encourage interagency expertise. Rewarding interagency education, interagency experiences, interagency collaboration, and interagency planning will facilitate better synergy between departments. We can go beyond the education we provide our military and civil servant professionals by transforming our National

Defense University into a National Security University. We can build on the success of interagency centers such as the National Counter Terrorism Center and Joint Interagency Coordination Groups at the Combatant Commands – which increase our operational effectiveness while providing personnel with interagency experience. We can increase planning capacity in civilian agencies. And, we can improve our planning, coordination, and operational execution through interagency exercises. Shared deliberate and crisis planning capacity among our interagency partners will improve our Nation’s readiness for operations, and better integrate our Nation’s diplomatic, military, intelligence, information, and economic instruments to forestall and address crises.

Strengthen Joint Warfighting

To win the war and continue the process of transformation, we are strengthening our Joint Warfighting capabilities. By employing our Service branches in a joint manner, we leverage their complementary capabilities. We can and should, however, go beyond our current level of jointness by moving from an interoperable force to an interdependent force. We have already had some successes. For instance, naval aviation is now responsible for all airborne electronic warfare. Air Force Unmanned Aircraft Systems provide key intelligence for all Services. Moreover, Navy and Air Force security, communications, and logistics elements fill joint requirements in Iraq and Afghanistan.

Combatant Commanders have identified shortfalls in our persistent Intelligence Surveillance and Reconnaissance capabilities, such as shortages of platforms, sensors, and processing infrastructure. To better support our Intelligence Surveillance and Reconnaissance needs, we are budgeting for more capacity. We are also refining integration between our unmanned assets, human intelligence operations, and our analysis capabilities – improving all.

Warfighter demands for satellite platforms and related terminal programs continue to grow as we field more bandwidth-intensive systems, deploy to austere locations, and connect more tactical users to our Global Information Grid. To meet our requirements for beyond-line-of-sight and reach-back communications, we must maintain military satellite communications launch schedules, leverage commercial capabilities, pursue efficiencies, and continue research and development initiatives.

America and our friends around the globe are increasingly dependent on networked communications systems to store, modify, and exchange data. Interruption of our access to cyberspace could significantly damage national defense and civil society. The Armed Forces' new cyber strategy sets a course that calls for the development of new organizations, intellectual capital, and greater interagency coordination. To ensure unity of effort, U.S. Strategic Command's Joint Task Force – Global Network Operations is working with the Combatant Commands, the Services, and the Interagency to strengthen and integrate defensive and offensive cyber capabilities. We are reviewing the authorities and responsibilities required for dealing with cyberspace threats, particularly as they apply to our relationship with other U.S. government agencies. Changes in authority and policy must ensure that the entire U.S. government is able to meet current and emerging threats.

We must also enhance our capability to engage targets globally and rapidly to strengthen strategic deterrence and response. We are developing conventional long range strike capability, improving missile defense, and modernizing our national command and control. These efforts will ensure our strategic deterrence capabilities remain relevant.

Improve the Quality of Life of our Service Members and our Families

Our men and women in uniform are our most precious resource. We must continue to ensure their welfare and that of their families. The most advanced ship, aircraft, or weapon system is useless without

motivated and well-trained people. Every day, our Soldiers, Sailors, Airmen, and Marines serve our Nation with distinction. We do well to honor their service by providing for them and their loved ones.

As of the submission of this statement, the FY2007 Military Construction, Quality of Life, and Veteran's Affairs appropriation is being considered for funding by a House Joint Resolution. Congressional approval of the proposed resolution without amendment will cause a \$3.1 billion shortfall in the Base Realignment and Closure (BRAC) appropriation. This shortfall will jeopardize our ability to complete BRAC actions within statutory deadlines and create negative effects on the movement of our troops and their families in support of our global defense posture restructuring.

Predictability of deployments for all Service members is a key factor to quality of life. Sustainable force rotation policies are needed to spread the burden across the Active and Reserve Components. Greater mobilization predictability for Reserve Component members, and their families and employers is required. To accomplish this, the Secretary of Defense has established a new Total Force Policy. The mobilization of Reserve Component forces will be managed on a unit, instead of an individual, basis – and with a goal of one year maximum mobilization, followed by five years at home. This predictability will improve the quality of life in our Guard and Reserve while fostering greater unit cohesion. Stop Loss for both Active and Reserve forces will be minimized.

To our families, protecting our troops in combat is the most important measure of quality of life. All Defense Department personnel in Iraq and Afghanistan have state of the art body armor. As technology improves we are procuring the next generation of body armor. Likewise, thanks to your continued support, currently all of our tactical vehicles that operate off forward operating bases in Central Command's area of responsibility have armor protection. And we are purchasing vehicles

explicitly designed from the wheels up to limit Improvised Explosive Device damage. To further counter Improvised Explosive Devices, we established the Joint Improvised Explosive Device Defeat Organization. Teaming with private industry, we continue to make progress in this vital endeavor.

Providing for our troops and their families also means caring for our wounded. Our military medical system saves lives everyday – and helps them heal here at home. The efforts of our medical professionals and recent advances in medicine, technology, and rehabilitation techniques make a huge difference. Injury survivability rates are at a historic high - nearly 9 in 10 of all wounded troops survive, many of whom would have died in past conflicts. We are also working to address the effects of Post Traumatic Stress Disorder. Many injuries have a profound impact on troops and their families, and our health care system is dedicated to doing everything possible to bring them back to duty, if they wish – or, through our Military Severely Injured Center and the Services’ wounded warrior programs, help our wounded return to society empowered to make a positive difference.

Conclusion

I testify before you today with tremendous pride in the performance of your Armed Forces. Some are in combat. Others stand guard. All are at war helping deter attacks on our Nation and allies.

Like World War II did for the Greatest Generation, this war will define this generation, and our troops are doing an extraordinary job. They serve this Nation superbly, willingly, and unflinchingly – volunteers all. The sacrifices they and their families bear for our entire Nation warrant our deepest gratitude. Like so many who have gone before them, their heroism is awe inspiring. It is an honor to serve alongside them.

Thank you for your support.