

RECORD VERSION

STATEMENT BY

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America remains at war. This is one of the most dangerous times in our history. We retain the confidence of the Nation as we engage in a long struggle against global terrorism and the conditions that give it life and sustain it. Since 9-11, well over 700,000 active and reserve Soldiers have deployed overseas in support of the war on terror.

Today, almost 600,000 Soldiers are on active duty, serving in nearly 80 countries worldwide. While fighting, we are continuing to prepare our Soldiers, leaders, families, civilians, and forces for the challenges they will face. *Our commitment to current and future readiness in the face of uncertainty* is driving how we are transforming; modernizing; and realigning our entire global infrastructure of bases, depots, arsenals, and equipment sets.

To fulfill the central role that will be demanded of landpower in the 21st Century, we are becoming a strategically agile, expeditionary force reliant on modular brigades. These modular brigades are designed to deal with the full spectrum of challenges our Nation will face. Their effectiveness in current theaters of operation today validates that we are moving in the right strategic direction.

The recent decision to expand the size of the Armed Forces – specifically our ground forces – reflects clear recognition on the part of the President, the Congress, and the Secretary of Defense of the dangers we face, the importance of our mission, and the increasing level of stress that our Soldiers and families are weathering as a result of unprecedented levels of strategic demand over the past five years.

To continue to accomplish our mission in service to the Nation, we require support to:

- Ensure full, timely, and sustained funding to be ready for current and future challenges;
- Expand the size of the Army to build strategic depth and to enhance readiness across all components of the force;
- Implement new policies to assure recurrent, predictable access to Army National Guard and Army Reserve units in order to meet sustained global demand for Army forces;
- Enhance wartime authorities to improve commanders' ability to deal with emerging, in-theater operational demands and to build the capabilities of strategic partners; and
- Support to sustain our All-Volunteer Soldiers, their families, and our Army Civilians and to maintain the trust of the American people, whom we serve in this time of war and uncertainty.

We have received considerable support to execute current operations, to reset our forces, and to build a modular Army. We will need additional support to close the gap between requirements and resources, particularly as we maintain an extraordinarily high operational pace and grow the Army. This support must not be provided at the expense of our future readiness. To break our historic cycle of national unpreparedness, America must invest prudently and predictably in defense, which it can afford to do.

To meet the needs of the Combatant Commanders and the Nation, the Army will require the full level of the resources requested in the base budget and in supplemental appropriations.

Executive Summary

Soldiers are serving today in one of the most dangerous periods in our history. They are making enormous contributions and sacrifices at the forefront of the Global War on Terror. Their "*boots on the ground*" have enabled historic elections in Afghanistan and Iraq and will be required for democratic institutions to take hold. Operating as part of the Joint Team, our Soldiers are preventing attacks on the Nation, responding to natural disasters at home and abroad, helping to secure our borders, and underwriting our nation's commitment to defend its interests.

In light of the growing threats to the Nation posed by states and non-state movements and organizations, the environment in which our Soldiers will operate will remain extraordinarily dangerous for the foreseeable future. Our mission within this environment will remain largely unchanged. The Army, as a vital ground component of the Joint Team, will be required to conduct prompt, sustained combat and stability operations. We will continue to provide the forces and capabilities to the Combatant Commanders needed to sustain the full range of U.S. global commitments in the face of growing challenges.

As U.S. ground forces have demonstrated so vividly since 9-11, the ability to operate in the "human dimension" – to directly confront, to defeat, or to otherwise influence our adversaries – can only be provided by putting "*boots on the ground.*" Ground forces will play a central role in countering the spread of radical ideologies, influencing people, and bringing order and stability to troubled areas worldwide. This capability will become increasingly important for the Nation and its friends, allies, and coalition partners.

To prepare our Soldiers for the challenges they will face today and tomorrow, and to sustain anticipated levels of demand for Army forces which far exceed deployments to current theaters of operation, we seek to accelerate critical aspects of our transformation.

Recent decisions to expand the size of the Armed Forces – specifically our ground forces – reflect clear recognition on the part of the President, the Congress, and the Secretary of Defense of the dangers we face, the importance of our mission, and the increasing level of stress our Soldiers and families are weathering as a result of unprecedented levels of strategic demand over the past five years.

This recognition must be matched by commensurate levels of national commitment that result in timely, adequate, and predictable resourcing and support. These resources are required to sustain the capacity to wage war and to transform – to build our force in a balanced, coordinated fashion, while providing adequately for the needs of our All-Volunteer Soldiers and their families, across our active and reserve components.

The purpose for our expansion is to build readiness for current and future challenges. We know from our national experience that this is a time consuming process – that depends not only on manning and equipping, but also on training and caring for our people. Likewise, our capacity to grow military forces depends on our capacity to grow and maintain the infrastructure needed to train and sustain these forces.

As we move to expand the size of our force, we will adhere to the four key ideas which have guided our transformation in recent years:

- **Whole Cohesive Units.** First, we remain committed to producing units that are ready for the challenges they will face and to overcoming years of underfunding prior to 9-11. We have received unprecedented support to “buy back” much needed capability. We cannot, however, fool ourselves by maintaining large numbers of forces on paper that, in reality, lack the people, equipment, training, and support needed to accomplish the missions that they will be assigned.
- **Adaptive Leaders and Soldiers.** Second, we recognize that intellectual change precedes physical change. For this reason, we are developing qualities in our leaders, our people, our forces – and the institutions which generate and sustain them – that will enable them to operate effectively amidst uncertainty and unpredictability. We describe the leaders we are creating as “*pentathletes*,” whose versatility and agility – qualities that reflect the essence of our Army – will enable them to learn and to adapt to new situations in a constantly evolving environment. To ensure that our Soldiers are well led, we are now actively implementing the findings of a comprehensive review focused on how we train, educate, assign, and develop our officers, noncommissioned officers, and civilian leaders.
- **National Commitment.** Third, reinforced by American military experience, we believe that our Soldiers’ effectiveness depends upon a national commitment to recruit, to train, and to support them properly. This commitment demands consistent investment in their equipment and supporting infrastructure. We are acutely aware of fiscal constraints; however, we remain firm and unwavering in our determination to fulfill our duty to do what is right for our Soldiers, their families, and the Nation. We are equally determined to improve support for our Soldiers and their families. Our objective is to provide a *quality of life* that matches the *quality of service* they perform for America.
- **Holes in the Force.** Fourth, we remain mindful of our position at the start of the long struggle in which we are now engaged. After years of insufficient investment in the Army, many of our units were under-equipped and not ready for deployment, especially in our reserve units. To meet Combatant Commanders’ immediate wartime needs, we pooled equipment from across the force to equip those Soldiers deploying into harm’s way – a practice that we are continuing today to meet current operational demands. This practice increases risk in our ability to perform other critical missions, as observed in our Army National Guard during Hurricanes Katrina and Rita, and in our assessment of our ability to respond to other strategic contingencies.

With help from the President, the Secretary of Defense, and the Congress – through base and supplemental appropriations – we have addressed many of our equipment shortfalls. Supplemental appropriations, however, have not enabled the Army to “get well,” as they are intended to pay for the costs of war, principally through the purchase of consumable supplies and the replacement of battle losses. Even with full resourcing, we would still have much to accomplish to mitigate risk as currently assessed (by the Department of Defense and the Chairman of the Joint Chiefs).

Our need to build readiness to sustain the current mission, to remain relevant and ready to meet future challenges, and to maintain risk at acceptable wartime levels, translates into a set of core objectives which the Army must achieve:

- **Obtain Full, Timely, and Predictable Funding to Sustain the Army's Global Commitments.** *Full, timely, and predictable funding of the Army's Fiscal Year 2008 President's Budget request and supplemental appropriations is required to build readiness needed to execute the National Defense Strategy and to pay for the costs of war. Full funding will enable the Army to provide adequately for Soldiers, families, and Army Civilians; to accelerate key aspects of our transformation; and to maintain the momentum of vital training programs, modernization, and critical stationing initiatives.*
- **Grow the All-Volunteer Force to Sustain the Long War.** *Support and full funding is needed to continue to achieve our goals for attracting and retaining high quality people in each of our active and reserve components. This funding will facilitate the expansion of our operational, deployable force pool – which is vital to sustaining the effectiveness and health of the All-Volunteer force, now being tested for the first time in a long war.*
- **Improve Wartime Authorities and Resources for Soldiers and Commanders in Combat.** *Changes are needed to eliminate unintended constraints on programs such as the Commander's Emergency Response Program, the Logistics Civil Augmentation Program, and in administering security cooperation and assistance programs, as well as furnishing humanitarian assistance. In addition, continued Congressional leadership will be required to support programs and initiatives to protect Soldiers (to counter Improvised Explosive Devices, to provide up-armored vehicles, to field individual body armor, etc.) and to better equip Iraqi and Afghan police, security, and military forces.*
- **Reset the Force to Ensure Readiness for Current and Future Challenges.** *Full funding is needed to restore units – a process with both materiel and human dimensions – to required levels of readiness to execute projected operational deployments, while remaining prepared for likely future contingencies and homeland defense missions. To be ready, we must not only ensure that battle damaged items are repaired, recapitalized, or replaced; we must also enable our Soldiers and families to recover from the stress of combat and prolonged separation. Resetting the force will require sustained, predictable funding for several years beyond major deployments.*
- **Transform the Force to Sustain the Full Range of our Global Commitments.** *Full funding for Army transformation is needed to create an operational, deployable pool of 76 modular Brigade Combat Teams and approximately 225 Support Brigades. Our transformation is improving our ability to execute and support protracted campaigns by increasing the depth and breadth of our overall capacity. We are converting to more capable modular formations; balancing the size and capabilities of our active and reserve components; and stabilizing our force.*

Our transformation will be reinforced by an Army-wide readiness model to support expeditionary, rotational deployment. This system is designed to: improve the readiness of our non-deployed forces across all components; reduce stress on Soldiers, families, and equipment; improve predictability for employers of reserve component Soldiers; end the need to extend deployments in theater to provide active component Soldiers at least one year at home before redeploying them; and, manage the force to achieve our goal of one year deployed with two years at home station for these Soldiers.

This system requires recurrent, assured, and predictable access to our reserve component units who – because of strategic decisions and operational necessity – have become a vital part of our deployable force pool.

- **Modernize by Accelerating the Fielding of Advanced Technologies to our Soldiers Today.** *Full funding of the Army's modernization program is needed to accelerate aspects of Future Combat Systems (FCS) development, aviation programs, and over 300 other key modernization initiatives.* FCS is our first major modernization program in several decades and is our most critical investment program. In 2008, to enhance combat effectiveness today, FCS will begin to "spin out" key technologies to our current forces – a process projected to continue in roughly two-year intervals. FCS is enabling Soldiers – from our active and reserve components, all U.S. ground forces, and our allies that support ground campaigns – to deal with the full spectrum of challenges they will face.
- **Station the Force to Meet Emerging Strategic Demands While Providing Infrastructure and Services to Enable Mission Accomplishment.** *Full funding and timely passage of key appropriations is needed to achieve the framework of a new global basing posture by 2011 and to enable our installations to deliver a quality of life for our Soldiers, families, and Army Civilians that matches the quality of the service they provide to the Nation.* Our plan will improve our ability to fulfill national strategic requirements and to do so far more efficiently than today. Moreover, the funding provided to the Army will enable us to allocate significantly greater levels of resources to improve the quality and effectiveness of the facilities we depend on to: train, maintain equipment; house and care for our Soldiers, and provide safe, modern working conditions for our Army Civilians.

Our capability to meet current force rotation requirements, and to grow our forces, depends on our ability to adhere to an extremely complex, intricate schedule to realign our entire global infrastructure of bases, depots, arsenals, and other facilities. Our ability to remain on schedule depends on timely execution of a diverse range of military construction projects and supporting activities (e.g., environmental assessment studies and remediation projects). Timely passage of military construction appropriations is needed to prevent the effects of delays from cascading into other areas of Army activity that put at risk our ability to accomplish our mission – to provide trained, ready forces to meet the Combatant Commanders' needs.

The resources provided in 2007 and 2008, through base and supplemental appropriations, are needed to enable the Army to adhere to the schedule established by law, and to sustain our All-Volunteer Soldiers and their families, now bearing the stress of more than five years of war.

- **Transform Business Practices to Better Enable Army Transformation.** *Continued support is needed to execute Army Business Transformation initiatives that are achieving targeted efficiencies through: management reform; acquisition reform; comprehensive redesign of the organizations and business processes that generate, deploy, and reset forces; consolidation of bases and activities; military to civilian conversion programs; and performance measurement enhancements.*

This remains a pivotal time for the Army. We will continue worldwide operations to support the war on terror and to sustain the full range of our global commitments. At the same time, we will maintain our focus on transforming the force, our global infrastructure, and our supporting business processes.

Four overarching, interrelated strategies form the core of our plan – which we call The Army Plan. This plan is enabling us to accomplish our mission today and to realize our vision over time: *to remain the preeminent landpower on Earth – the ultimate instrument of national resolve – that is both relevant to, and ready for, the challenges of the dangerous, complex 21st Century security environment.*

Our strategies are summarized in Figure 1. Our compelling needs – expressed in terms of the resources and support we require to execute these strategies – are summarized in Figure 2.

These strategies are driving change at an unprecedented pace. We are making enormous progress in “shifting the weight” of our intellectual and organizational focus from traditional challenges to be better prepared for irregular, disruptive, and catastrophic challenges.

We are developing a broad set of capabilities to deal with, and quickly adapt to, the full spectrum of challenges we will face. Our forces are becoming more powerful, more flexible, and more deployable. We are improving our ability to operate with our Joint and coalition partners. We are also working, while at war, to relieve stress on our Soldiers, families, and Army Civilians to sustain the viability of our All-Volunteer force – which is perhaps our greatest strategic challenge.

The resources and support provided to the Army in 2007, 2008, and beyond will enable us to maintain the momentum of key programs and to accelerate critical aspects of our transformation. Moreover, this funding will determine our ability to continue to accomplish our mission, to complete the shifting of our weight, and to prepare our Soldiers to deal with the challenges they will face today and tomorrow.

Four Overarching, Interrelated Strategies

Provide Relevant and Ready Landpower

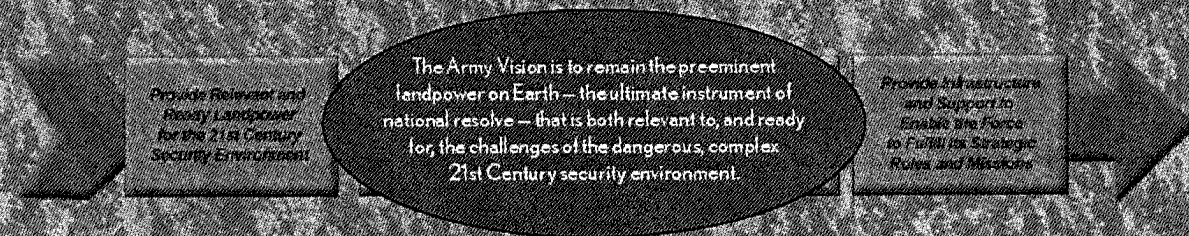
We are improving our capabilities to achieve victory in the war on terror and sustain all of our global commitments. While fighting, we are:

- Accelerating our efforts to transform and to modernize.
 - Transforming to create an active and reserve component pool of 76 modular Brigade Combat Teams and approximately 225 Support Brigades.
 - Modernizing – the first time in decades – to develop Future Combat Systems, new aviation systems, and over 300 advanced technologies and systems.
- Building a modular force in which brigades – not divisions – can “plug into” joint and coalition task forces in expeditionary and campaign settings.
- Improving readiness to deal with traditional, irregular, catastrophic, and disruptive challenges.
- Building depth (*more*) and breadth (*more kinds*) of capability to ensure Soldiers and units can adapt to these challenges.
 - Growing the Army and accelerating the availability of *more* brigades, to increase our strategic depth, and to relieve stress on Soldiers and equipment.
 - *Developing more kinds* of capability by making our brigades *more* powerful, versatile, deployable, and relevant to new challenges.
 - Transforming our supporting organizations to better enable the execution of combat and logistics operations.
- Creating improvements in: Sustaining the Force, Actionable Intelligence, Stability Operations, Homeland Defense, Operating in Complex Environments, and more.
- Ensuring that every investment in our current force benefits our future force.

Train and Equip Soldiers and Grow Adaptive Leaders

We are better preparing our Soldiers for the rigors of war and developing our leaders to serve as multi-skilled pentathletes able to thrive amidst complexity and uncertainty. Recognizing that intellectual change precedes physical change, we are:

- Producing Soldiers armed with the mindset, values, and combat skills to serve as competent, resilient warriors.
- Reinforcing a commitment to our *Warrior Ethos* among all our Soldiers and Army Civilians.
- Enhancing education and training programs throughout the Army: at home stations, at our Combat Training Centers, within our schools, by leveraging distance learning methods – and by increasing opportunities for graduate level education.
- Growing innovative, adaptive leaders through training and education programs that quickly apply lessons learned during combat, stability operations, reconstruction, and in providing support to civil authorities.
- Enhancing our capabilities by providing the best possible training, weapons, sensors, protection, and equipment to our Soldiers.
- Expanding our emphasis on language training and enhancing cultural awareness in our military education programs.
- Improving our Soldiers' abilities to operate in complex environments overseas and with other governments and militaries to strengthen the capacity of partner nations.



Sustain an All-Volunteer Force

Our continuing success in accomplishing the Army mission is directly attributed to the talented men and women of our Army who provide “boots on the ground” around the world. We are sustaining the All-Volunteer force by:

- Honoring our commitment to care for these versatile young Americans and their families.
- Enhancing numerous programs for housing, education, health care, and other areas to improve how we support our Soldiers and their families.
- Promoting a greater sense of belonging to units and communities to build readiness and cohesion, while reducing uncertainty.
- Executing a full range of initiatives to recruit and retain Soldiers with the right aptitudes and attitudes.
- Working to match the *quality of life* that our Soldiers enjoy to the *quality of service* they provide to the Nation.

Provide Infrastructure and Support

To better enable the force to fulfill its strategic roles and missions, we are:

- Adjusting our global footprint to be better positioned for the challenges of the 21st Century and to achieve victory in the long war on terror.
- Transforming our installations, depots, and arsenals – and the information network that connects them – to become more efficient and better able to support the Army's mission, at home and abroad.
- Changing how we conduct the business of the Army – finding ways to improve, to increase productivity, and to maximize the use of every dollar.
- Transforming the Army's structure, systems, processes, and logistics automation to enable Soldiers to sustain the full range of our global commitments.

www.army.mil/epr/Q7

Figure 1

Compelling Needs

Provide Relevant and Ready Landpower

- Provide full, timely, and predictable funding of the Army's Fiscal Year 2008 President's Budget request and supplemental appropriations required to build readiness to execute the *National Defense Strategy* and to pay for the costs of war.
- Fully fund the Army's requirements to reset the force. Full funding is needed to restore units — a process with both materiel and human dimensions — to required levels of readiness to execute projected operational deployments, while remaining prepared for future contingencies and homeland defense.
- Fully fund the Army's plan to grow our Operating Force and to restructure all components of our Operating and Generating Forces.
- Fully fund continuous modernization of the current force through Future Combat Systems, aviation programs, and other key supporting programs which include: increasing Soldier protection, developing advanced technologies, transforming LandWarNet, transitioning Joint Network Node to Warrior Information Network-Tactical, and rebalancing active and reserve component units and skills.
- Provide support to accelerate the momentum we have established to transform the Army through modular conversions in Fiscal Years 2007 and 2008 which will:
 - Continue or complete conversion of 17 Brigade Combat Teams (1 AC, 16 ARNG).
 - Continue or complete conversion of 27 Multifunctional or Functional Support Brigades (12 AC, 8 ARNG, 7 USAR).
 - Begin conversion of 16 Brigade Combat Teams (4 AC, 12 ARNG) and 2 ARNG Headquarters.

Train and Equip Soldiers and Grow Adaptive Leaders

- Fully fund Army Operations and Maintenance accounts to develop the readiness — of fully manned, trained, and equipped units — that are able to execute the full spectrum of operations.
- Fully fund modernization programs to accelerate the delivery of advanced technologies to Soldiers to increase their effectiveness and protection.
- Provide continued support to reset, repair, replace, or refurbish Soldiers' equipment needed for combat, training, and homeland defense.
- Support to implement Army Leader for the 21st Century policies, programs, and initiatives designed to build *pentathletes*.
- Fully fund planned infrastructure improvements — including new construction and upgrades to existing training facilities and ranges — to support our Combat Training Center Program and our capacity to conduct tough, realistic training at our home stations.
- Fully fund programs to expand our capacity to train Soldiers and grow adaptive leaders at our Combat Training Centers, at home stations, and across our institutional training base to enable the growth of the Army.
- Fully fund programs and initiatives to support the ongoing expansion of language and cultural awareness programs in our schoolhouses and in our unit based activities.

Provide Relevant and Ready Landpower to the 21st Century Security Environment

Full, timely, and predictable funding of the Army's Fiscal Year 2008 President's Budget request and supplemental appropriations will ensure the Army is ready — fully manned, trained, and equipped — to sustain the full range of its global commitments and to achieve victory in the war on terror.

Provide Infrastructure and Support to the 21st Century Security Environment

Sustain an All-Volunteer Force

- Fully fund and support critical recruiting and retention goals to enable the Army to grow by:
 - Achieving accession and retention goals across all components of the Army by providing incentives, recruiters, advertising, and other support.
 - Continuing support for Army initiatives designed to increase stability and enhance predictability for Soldiers and families in both our active and reserve components.
- Fully fund programs designed to sustain the propensity to serve — demonstrated by our Soldiers, their families, and our civilian employees — and to ensure a *quality of life* that matches the *quality of their service* by:
 - Supporting initiatives to provide quality housing for Soldiers and their families at our installations.
 - Supporting initiatives to improve medical care, in both active and reserve components, that attest to the Nation's concern for Soldier well-being.
 - Supporting construction of Child Development Centers, Youth Centers, Fitness Centers, Recreational Facilities, and Chapels.

Provide Infrastructure and Support

- Fully fund and support the execution of a carefully synchronized plan to achieve a new global basing posture — and to grow the Army — while fulfilling the requirements of the *National Defense Strategy*. The requirements of this plan (for renovation, construction, environmental remediation, and other costs) will exceed the resources currently apportioned for base realignment and projected to be recouped through consolidation and closure (a situation that will require continuous reevaluation in future years).
- Fully fund and support efforts to synchronize Global Defense Posture Realignment, Base Realignment and Closure, and numerous initiatives required to complete the realignment of our global infrastructure of bases, depots, arsenals, and other facilities.
- Fully fund Base Operations and Sustainment accounts to provide uniformly high standards of service for our Soldiers, families, and Army Civilians, while ensuring predictable spending levels needed to plan and execute operations at all of our installations.
- Fully fund Sustainment, Restoration, and Modernization accounts to slow the rate of deterioration of Army infrastructure.
- Fully fund the Installation Information Infrastructure Modernization Program.

www.army.mil/aps/07

Figure 2