

**STATEMENT BY**  
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**BEFORE THE**  
**COMMITTEE ON ARMED SERVICES**  
**UNITED STATES SENATE**

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**ON READINESS**

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Mr. Chairman and members of the Committee.

Thank you for this opportunity to update you on the United States Army's readiness to provide for our nation's security today and in the future. The Army has made significant progress in the past year, and I welcome the opportunity to share my thoughts with you.

Our soldiers are most appreciative of the work of the Congress and of this committee to address some of our most pressing concerns. Soldiers and their families sense a renewed commitment to their well being through your approval of pay raises and initiatives such as retiree health care. We also appreciate your strong vote of confidence in Army Transformation. Your support in our procurement and R&D accounts will also allow the Army to sustain our current warfighting readiness as we begin to transform the Army.

ARMY VISION

Last year at the Annual Convention of the Association of the United States Army, Secretary Caldera and I unveiled a vision for The Army's future. That vision pointed the way toward a future objective force that will be strategically responsive and dominant across the spectrum of military operations. In general, The Army Vision addressed three broad areas—people, readiness, and transformation.

## PEOPLE

The Army is people, and the soldier remains the centerpiece of our formation. The Army remains a values-based institution, where loyalty, duty, respect, selfless service, honor, integrity, and personal courage are the cornerstones of all that we do.

Our soldiers enable America to meet its leadership responsibilities worldwide. Soldiers are our investment in America. Soldiers from all components are deployed around the world and showing America how real that investment is. The U.S. Army currently has over 140,000 soldiers forward deployed and stationed in 101 foreign countries. As many of you who have visited them have seen, over 5,700 American soldiers of Task Force Falcon are serving in Kosovo, with another 1,131 in Macedonia, well over a year after the air campaign ended and refugees began returning home. Four thousand soldiers of the 49<sup>th</sup> Armored Division, Texas Army National Guard, and the 3<sup>rd</sup> Armored Cavalry Regiment from Fort Carson, Colorado, comprise Task Force Eagle in Bosnia. Our forces remain on duty in Kuwait and Saudi Arabia, in the Sinai, and in Korea. Far less known are the companies and teams of soldiers in far-off places such as Hungary, Turkey, Moldova, Nigeria, East Timor, Micronesia, Australia, Japan, Colombia, Nicaragua, Haiti, and dozens of other countries around the globe. Right here at home, four battalions from Fort Hood, Texas, Fort Campbell, Kentucky, and Fort Bragg, North Carolina, have spent large parts of the summer fighting fires in the Northwest. The Army's job is to fight and win the nation's wars. But, when necessary, American soldiers are prepared to answer the nation's call to execute missions across the spectrum of military operations

We can never do enough for these soldiers and their families. In taking care of our people last year, we focused on pay and retirement. This year, we must build on that successful effort by focusing on health care and the well-being of soldiers and their families. We must strive to provide adequate housing, schools, community services, and medical and

dental care, with a quality and access comparable to society at large. One issue that has come to our attention most clearly is the need to take better care of the health needs of our soldiers—those serving today and those who have retired from our ranks—and their families. This is a readiness issue and one that needs our immediate attention.

The combined efforts of the Army, the Administration, and the Congress have paid dividends in recruiting and retention. Last year's pay raise, pay table reform, and retirement reform, as well as The Army's own efforts to improve our recruiting efforts, have convinced more young Americans to join The Army and more of our soldiers to stay with us than in years previous. As the fiscal year ends next week, we anticipate reporting good news on both recruiting and retention.

The Army has taken a number of initiatives in the past year to improve the lives of our soldiers and their families. We have established task forces to study well being and turbulence, both of which have reported out recommendations to help The Army enhance the ways in which we enable our people to live more fulfilled and productive lives and to give them more predictability in their schedules.

We also undertook last year to redefine the priorities whereby we fill our organizations with manpower. We began filling our warfighting units first; that is, we increased the percentage of personnel fill in our divisions and combat arms regiments. This priority necessarily entailed accepting risk in other areas, non-divisional units, higher-level headquarters, and the institutional Army. As a result, our early deployers are more ready than they were at this time last year. Predictably, we have felt some pain in those units from which we reassigned soldiers.

In testimony earlier this year, I said that my best professional judgment told me that The Army is too small to accomplish all of the missions that we are called upon to perform. We realigned our personnel priorities to test that hypothesis. We do not yet have all the requisite data to make a formal request for a change in endstrength, but I expect to

receive reports in the near future that will enable us to conduct a manpower analysis. At that point, we will return to you with recommendations about the size of The Army of the future.

Just as important as The Army's size is the quality of our soldiers and leaders. We are also about leadership—it is our stock in trade. Throughout our history, The Army has prevailed through hardship because of the quality of our soldiers and their leaders. But that doesn't happen by accident.

Every day in The Army we do two things—we train soldiers and we grow them into leaders. The Army is an immersion experience in leadership.

As we transform The Army into the Objective Force of the future, it is crucial that we look at the emerging strategic environment to shape training and leader development. We have established training and leader development panels to determine what skills objective force soldiers and leaders will need and to make recommendations on how we can best provide those skills to our people—how we can train our soldiers and grow them into leaders.

## READINESS

The Army has a non-negotiable contract with the American people to fight and win our nation's wars. Warfighting is job #1. But in addition to the requirement to be trained and ready for the warfight, The Army is globally engaged, heavily committed to meeting the daily requirements of the National Security Strategy (NSS) and National Military Strategy (NMS). On any given day, more than 140,000 Army personnel are forward stationed or deployed around the world. Soldiers and civilians stationed in the United States perform other critical roles, from keeping warfighting organizations ready for worldwide employment today to building the tools necessary to maintain readiness tomorrow.

Since 1989, the Army has participated in 35 major deployments, many of which are small-scale contingencies in support of our national security interests. In nearly all these deployments, the Army provided the bulk of our nation's deployed forces, and therefore, contributed to shaping the operational environment in major ways. During the same period, we reduced the size of our Army—Active, National Guard, and Army Reserve—by over 34 percent, a reduction that came in response to the end of the Cold War. The Army is the force the nation relies on most heavily to perform the full spectrum of military operations. Since the end of the Cold War, the average frequency of Army contingency deployments has increased from one every four years to one every 14 weeks. Some of these operations have been brief; others have evolved into ongoing commitments for our forces.

As I testified last spring, The Army has remained ready at all times to meet the warfighting requirements of the NMS: to fight and win two nearly simultaneous major theater wars (MTWs). We are still able to meet the requirements of the NMS, but there is moderate risk associated with fighting the first MTW and higher levels of risk associated with the second MTW. In this context, risk does not mean that U.S. Forces would not prevail; rather, it means that achieving our objectives would likely require a larger expenditure of our national treasure.

The Army's agility permits us to respond to a wide range of missions. But the increased frequency of mission requirements has had detrimental impacts on the force, especially in terms of operational tempo, personnel tempo, and turbulence. Current Army endstrength does not permit us to fully meet all our manning requirements. Meeting our recruiting, retention, and attrition objectives has helped, but not enough to meet all requirements we have. Last year, The Army recognized the need to redistribute personnel resources within the existing force structure to ensure the full readiness of our divisions to accomplish the National Military Strategy. This Army Manning Initiative is a deliberate effort to

ensure that our warfighting forces have the personnel resources they require.

As a result, readiness in our active divisions has improved, even though our deployment tempo continues to increase. We will man our active divisions and armored cavalry regiments at 100 percent of pay grade and skill requirements by the end of this fiscal year. We will similarly man early deploying units to 100 percent in FY01. We will fill all remaining operational units in the active force in FY02. Other units with approved authorizations will follow in FY03. The Army's manning strategy is to fill all active units at 100 percent by grade and skill by the end of FY03.

The cost associated with this manning strategy is measured in the institutional Army, which has become a personnel bill payer and is relatively undermanned. The Army Manning Initiative will continue to challenge the institutional Army in the next three years. For example, the U.S. Army Training and Doctrine Command's (TRADOC) mission priority is accessing new personnel, training, and leader development. TRADOC is achieving its mission, but its level of personnel fill (both military and civilian) does not fully support mission requirements. We are protecting key positions in TRADOC, such as drill sergeants for initial entry training and small group instructors in officer branch courses. The Army Materiel Command and other parts of the institutional Army are experiencing similar challenges.

The Army Manning Initiative has helped us isolate the true manning requirements of The Army under the current NMS. We will continue with this deliberate plan to achieve full manning of the force. But the end of the process may necessitate an increase in active duty endstrength.

The increased readiness of our divisions does not address the readiness of the whole Army. Increasing mission requirements have resulted in increasing employment of our reserve components, particularly our National Guard divisions. The best and most recent example is the

Texas Army National Guard's 49<sup>th</sup> Armored Division deployment to Bosnia as the command element of Task Force Eagle. Of course, the increasing frequency and duration of deployment presents challenges to our National Guard and Army Reserve units, employers, soldiers, and families.

We recognize that we need to devote resources to meeting those challenges. The Army has a plan to provide additional full-time manning to the National Guard. We have engaged in a constructive dialogue with the Guard, the Reserve, and employer support groups to address concerns ranging from medical care and insurance to family support groups. Two weeks ago, we announced the alignment of all National Guard divisions with active duty corps for training oversight and mission focus. This missioning initiative builds on the success of division teaming and will push forward the full integration of the active and reserve components of The Army.

The Army has fully funded operating tempo (OPTEMPO) requirements in accordance with defense planners. But readiness is more than OPTEMPO. We have training shortfalls in institutional training, training support, training range modernization, and combat training center modernization. Our depot maintenance program received a plus-up to achieve funding at 65 percent of requirement. Base operations support, which underpins training readiness, is funded at 91 percent of requirement. Real property maintenance is currently funded at 75 percent of requirement, a funding level that will not slow or prevent the ongoing deterioration of existing Army facilities. Further, beginning in FY01 we will halt the migration of OPTEMPO funds to offset shortfalls in base operations support and real property maintenance. In general, we need to recapitalize our infrastructure faster in order to avoid accelerating degradation.

The Congress has worked with us for a number of years now to redefine the means by which we measure readiness in The Army. In the wake of the Cold War, not only has the frequency of our missions

increased, but the nature and duration of those missions has changed. Old means of measuring our readiness can lead to reporting anomalies. For example, last fall two Army Divisions reported a C-4 rating for personnel because parts of their formations were conducting operations in the Balkans and were therefore unavailable for a wartime mission. Those divisions were clearly trained and ready, as evidenced by the fact that they were conducting military operations at the time. We will soon announce new readiness standards that will take into account such contingencies and thereby help us better to answer the question—ready for what?

## TRANSFORMATION

We appreciate the Committee's support of our effort to begin transforming The Army into a force that will be strategically responsive and dominant across the spectrum of operations. Over the past year, we have made significant progress in sustaining and recapitalizing the Legacy Force, establishing the Interim Force, and beginning the all-important science and technology (S&T) effort for the Objective Force.

We have established the first Interim Brigade Combat Teams at Fort Lewis, Washington. The organizations are in place and are fielding surrogate equipment in lieu of the yet-to-be-selected Interim Armored Vehicle (IAV). That IAV selection process is well under way, and we anticipate making an announcement within the next several weeks. We will then go forward with an Initial Operational Test and Evaluation.

The S&T effort is the linchpin of the Transformation. Defense Advanced Research Projects Agency and the Army Science Board have begun this enterprise in earnest and their efforts are showing promise. However, we need greater resources to accelerate their research, enabling us to achieve better scientific and technological results sooner.

## CONCLUSION

In summary, through the cooperative efforts of the Administration and Congress this year, we have made significant strides toward achieving the Vision we announced last year. The end of 13 consecutive years of declining defense buying power last year has enabled us to plan for the future with confidence. We have begun to build a force that is more strategically deployable, one that can arrive at trouble spots quickly, engage effectively, and dominate across the spectrum of operations. We appreciate the support of this committee and the Congress in implementing this Vision for an Army that will be the finest land force far into the next century.