

**RECORD VERSION**

**STATEMENT BY**

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**BEFORE THE**

**SENATE ARMED SERVICES COMMITTEE  
SUBCOMMITTEE ON READINESS AND MANAGEMENT SUPPORT**

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**CURRENT STATE OF READINESS OF THE U.S. FORCES IN REVIEW OF THE  
DEFENSE AUTHORIZATION REQUEST FOR FISCAL YEAR 2017 AND THE  
FUTURE YEARS DEFENSE PROGRAM**

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COMMITTEE ON ARMED SERVICES**

## **INTRODUCTION**

Chairman Ayotte, Ranking Member Kaine, distinguished Members of the Subcommittee, thank you for the opportunity to testify on the readiness of your United States Army. On behalf of our Acting Secretary, the Honorable Patrick Murphy, and our Chief of Staff, General Mark Milley, I would also like to thank you for your support and demonstrated commitment to our Soldiers, Army Civilians, Families, and Veterans.

We live in a dangerous world, and after more than 14 years of continuous combat, it is tempting to hope that a respite lies just over the horizon. Instead, the global security environment remains unstable and continues to place a high demand on the Army. Instability across Europe, the Middle East, Africa, and the Pacific, coupled with continued threats to the homeland, demand our Army remain an indispensable foundation of the Joint Force while we simultaneously build the Army for the future.

Today, the Army is globally engaged with more than 186,000 Soldiers supporting Combatant Commanders in over 140 countries. These Soldiers conduct combat operations, deter aggression, and assure our Allies and partners. In Afghanistan, the Army continues to engage the enemy as we work with Allies and partners to train, advise, and assist Afghan National Security Forces. In Iraq, we build partner capacity to fight the Islamic State of Iraq and the Levant. In Africa, and throughout the Americas, we partner to prevent conflict and shape the security environment. In the Pacific, more than 75,000 Soldiers remain committed, including 20,000 who stand ready in the Republic of Korea. In Europe and Asia, Army forces reassure Allies and deter Russian aggression. At home and supporting every region of the world, the Army stands ready.

In this unstable and unpredictable world, the Army is called to lead. We are called to lead because the Army delivers the essential backbone that provides foundational capabilities to Joint, interagency, and multi-national teams. America's Army remains capable of compelling the Nation's enemies through decisive action and our Army is called to lead because we are trusted professionals. It is the character, competence, and commitment of our Soldiers that makes our Army the greatest land force in the world today.

To meet the demands of today's security environment and maintain the trust placed in us by the American people, our Army requires sustained, long term, and

predictable funding. Although the Bipartisan Budget Act (BBA) of 2015 provided short-term relief, funding levels have not kept pace with the realities of the strategic environment. The FY17 Army Budget base request of \$125.1 billion is \$1.4 billion less than the FY16 enacted budget of \$126.5 billion. While the budget provides a modicum of predictability, it is insufficient to simultaneously rebuild decisive action readiness and modernize. To ensure sufficient readiness for the demands of today's operating environment, the Army must assume risk by reducing end-strength, delaying modernization, and deferring infrastructure recapitalization and investment. These trade-offs mortgage future readiness.

Absent additional legislation, the caps set by the Budget Control Act of 2011 will return in FY18, forcing the Army to further draw down end strength, reduce funding for readiness, and increase the risk of sending under-trained and poorly equipped Soldiers into harm's way - a preventable risk our Nation must not accept. We request Congressional support of the FY 2017 President's budget request that will fund readiness, maintain end-strength, equip our Soldiers with the best systems now and in the future, and provide Soldiers and their families with quality of life commensurate with their unconditional service and sacrifice.

### **Readiness: Manning, Training, Equipping/Sustaining and Leader Development**

Readiness is the Army's number one priority. The Army's primary focus on counterinsurgency operations for the last decade shaped a generation of leaders and imparted invaluable skills and experience across the force. This mission focus forced us to accept developmental trade-offs. Fourteen years of sustained counter-insurgency operations degraded the Army's ability to conduct operations across the entire spectrum of conflict and narrowed the experience base of our leaders. The global security environment now demands a shift in focus to support Joint operations against a wide range of threats in diverse environments. The ability to conduct combined arms maneuver in support of the Joint Force to deter, deny, compel, and defeat the threat of hybrid warfare represents the benchmark by which we will measure our future readiness.

A ready Army is a fully manned, well trained, well equipped, and competently led force able to conduct Joint missions to deter and defeat a wide range of adversaries. A ready Army enables the Joint Force to protect our Nation and win decisively in combat.

**Manning:**

At today's end-strength, the Army risks consuming readiness as fast as we build it. Today, the Army has one third fewer Brigade Combat Teams (BCT) than it did in 2012, yet emergent demand for Army forces across Combatant Commands has increased by 23 percent during the same period. Reductions to end-strength below the current plan will reduce the Army's ability to meet emerging global requirements, affecting Combatant Commanders' efforts to prevent conflict and shape their security environments.

Demand for Army forces, combined with current end-strength limitations, will reduce the Army's capacity to support the National Military Strategy. Of the Army's 20 Ready or Fully Ready BCTs, 11 are already committed to Combatant Command missions around the globe, leaving only nine to provide strategic flexibility for unforecasted contingencies. To address this reality, manage risk, and maximize readiness of our fighting formations, we reorganized our BCTs, implemented the Sustainable Readiness Model (SRM), and optimized the contributions from all components of our Total Army.

In FY15, the Brigade Combat Team reorganization enhanced the combat effectiveness of our fighting units by adding a third maneuver battalion to CONUS BCTs while reducing the total number of BCTs from 73 to 60 (32 Active Army and 28 Army National Guard) in the Total Force. Although we cut 13 BCTs, we retained 93 of our original 100 maneuver battalions, decreased the number of headquarters and personnel, and retained combat power with our operational battalions.

To ensure the highest level of readiness throughout the Army, we initiated a Total Force effort to generate, assess, and monitor readiness through the Sustainable Readiness Model. SRM is an enduring process that enables the Army to clearly analyze and evaluate readiness, optimize resources and unit activity, and minimize risk. The end state of the SRM is to build and sustain the highest possible readiness levels across the Total Force.

Optimizing readiness requires an appropriate mix of forces across Active, National Guard and Reserve units. Given increasing global demand, a smaller Active Army requires all components to increase deployment frequency. To support Joint Force requirements worldwide over the last 14 years, the Army increased operational use of the Army National Guard and the Army Reserve. We will continue this trend. With the support of Congress, the Army can maintain the appropriate force mix capable of conducting sustained operations worldwide.

To this end, the Army appreciates the insights of the National Commission on the Future of the Army. We are carefully assessing their recommendations for potential implementation to increase Army readiness, consistent with statute, policy, and available resources. Implementation of recommendations will require a coordinated effort across the Army's three components. The Army's ongoing analysis will determine if implementation requires additional funding.

### **Training:**

Training is the bedrock of readiness. To provide trained and ready forces, the Army must conduct realistic and rigorous training across multiple echelons. Realistic training demands predictable and sustained resources, in time and money. To ensure a trained and ready Army today, the Army accepts considerable risk by reducing end-strength while deferring modernization programs and infrastructure investments. These trade-offs are reflections of constrained resources, not strategic insight. But, given end-strength reductions, budget constraints, and global demand, the Army prioritized building decisive action proficiency to rebuild readiness across the force and assure a predictable flow of trained and ready forces for Combatant Command requirements.

Today, less than one-third of Army forces are at acceptable levels of readiness to conduct sustained ground combat in a full spectrum environment against a highly lethal hybrid threat or near-peer adversary. To mitigate this risk, the Army will continue to prioritize readiness. In addition to fully funding CTC rotations, the Army is establishing objective training standards, reducing non-essential training requirements, and protecting home station training to increase training rigor and readiness in our formations. We will build decisive action proficiency through repeated, high quality training iterations at home station before units attend CTC rotations, while sustaining

the readiness of our remaining forces. This strategy enables the most effective and efficient use of training resources and focuses our leaders to optimize readiness across the Army.

A ready Army requires highly trained units across all components. To build sufficient operational and strategic depth, the Army is exploring a number of initiatives to build increased readiness in our Reserve Component units. This includes increasing the number of annual training days to provide sufficient repetition in core tasks; building multi-component and round-out units to enhance Total Force integration; and expanding CTC rotations for National Guard BCTs from two to four annually. These initiatives would provide readiness for current operations and ensure strategic depth required for future campaigns, and will require increased funding.

### **Equipping/Sustaining:**

A trained and ready Army requires modernized equipment to win decisively. This includes the equipment Soldiers use in combat and the infrastructure that supports them as they prepare, deploy, and return from battle. Technological overmatch against our adversaries is a hallmark of America's Army and as leaders, we have an obligation to deploy our Soldiers into combat with the best equipment our Nation can provide.

However, an unintended consequence of current fiscal constraints is that the Army can no longer afford the most modern equipment, and we risk falling behind near-peers in critical capabilities. Decreases to the Army budget over the past several years significantly impacted Army modernization. Since 2011, the Army ended 20 programs, delayed 125 and restructured 124. Between 2011 and 2015, Research and Development and Acquisition accounts plunged 35 percent. Procurement alone dropped from \$21.3 billion to \$13.9 billion. Given these trends, and to preserve readiness in the short term, the Army has been forced to selectively modernize equipment to counter our adversary's most pressing technological advances and capabilities. These decisions increase the time necessary to defeat an adversary, increase risk to mission, and potentially increase casualty rates. It reflects the best of bad options, given current fiscal constraints.

The Army developed the Army Equipment Modernization Strategy to preserve readiness in the short term and manage risk in the mid to long term. The strategy

reflects those areas in which the Army will focus its limited investments for future Army readiness. We request the support of Congress to provide flexibility in current procurement methods and to fund the five capability areas—Aviation, the Network, Integrated Air Missile Defense, Combat Vehicles, and Emerging Threats—to provide the equipment the Army requires to fight and win our Nation’s wars.

To provide greater Aviation combat capability at lower cost, the Army continues to execute the Aviation Restructuring Initiative (ARI). Today, ARI is fully underway and the benefits of our hard choices are starting to show. The Army has already inactivated one Combat Aviation Brigade, converted the 12th Combat Aviation Brigade, inactivated seven Air Cavalry Squadrons, divested nearly all of the OH58D fleet, stopped all TRADOC OH-58D training, transferred 66 LUH aircraft to Fort Rucker, and transferred 28 UH-60Ls to the National Guard and eight MEDEVAC UH-60s to the Army Reserve. Additionally, the Army is examining the recommendations of the National Commission on the Future of the Army as we work to ensure the most modern Aviation capabilities are ready now while underwriting critical modernization efforts to build the future Aviation force.

The Army Network provides foundational capabilities to the Joint Force, requiring the Army to maintain a robust Network hardened against cyber-attacks. Key investments in the Army Network are Warfighter Information Network-Tactical; assured position, navigation, and timing; communications security; and defensive and offensive cyberspace operations. Given the rapid advances in the cyber warfare capabilities of our adversaries, these investments ensure access to reliable, timely, and secure information, enabling our Joint Force to sustain a decisive advantage.

The Army is investing in Integrated Air Missile Defense to defeat a wide array of threats, from micro unmanned aerial vehicles to cruise missiles and medium range ballistic missiles. The Army will continue to upgrade the Integrated Air and Missile Defense Battle Command System, Indirect Fire Protection Capability, and Patriot missile system. These investments ensure the Joint Force remains capable and ready to defeat the most advanced adversaries in an array of contested environments.

Army improvements to Combat Vehicles focus on the Ground Mobility Vehicle, Stryker lethality upgrades, Mobile Protected Firepower, and the Armored Multi-Purpose

Vehicle. These investments ensure future Army maneuver forces retain the optimal capability in expeditionary maneuver, air-ground reconnaissance, joint combined arms maneuver, and wide area security.

Finally, the Army addresses emerging threats by focusing Science and Technology investments on mature technologies with the greatest potential for future use. We are investing in innovative technologies to protect mission-critical systems from cyber-attacks, enhance active protection systems for both ground and air weapons systems, improve aircraft survivability, expand future vertical lift, and employ cutting-edge directed energy, cyber, and integrated electronic warfare weapons.

To prioritize readiness, a second area in which the Army assumes risk is in installation modernization and infrastructure improvement. Installations are the Army's power projection platforms and a key component in generating readiness. To build readiness, however, the Army has been forced to cancel or delay military construction, sustainment, restoration and modernization across our posts, camps and stations. Additionally, the Army reduced key installation services, individual training programs, and modernization to a level that impacts future readiness and quality of life. In addition to effects on Soldier quality of life, these cuts force Commanders to divert Soldiers from training to perform life-support tasks. We estimate an annual burden of at least \$500 million to operate excess or underutilized facilities—an amount that would fund an Armored BCT European Activity Set for almost an entire year.

The deliberate decision to prioritize readiness over Army modernization and installation improvement is an unfavorable choice. To meet current operational requirements, however, Combatant Commanders employ almost one-third of the active Army and regularly require access to critical reserve component capabilities. If in the midst of these current operations the Army is directed to support a major war plan, the additional requirements will consume the rest of the Army—all three components—for the duration of the conflict. This imperative requires the Army to maximize the readiness of our remaining forces while managing future risk as best we can.

## **Leader Development:**

The single most important factor in delivering Army readiness, both now and in the future, is the development of decisive leaders of character at every echelon. In a complex and uncertain world, the Army will cultivate leaders who thrive in uncertainty and chaos. Our creative, adaptive, and agile leaders deliver success on the battlefield and sustain our All Volunteer Force.

To ensure the Army retains this decisive advantage, we are increasing funding for leader development across the force; from the individual, unit, and institution level. This year, the Army will train approximately 130,000 leaders from all three components in its Professional Military Education programs. We instituted the Select, Train, Educate and Promote process to improve leader development of non-commissioned officers and we continue to enhance the strategic development of our officers through broadening assignments in graduate school, inter-agency fellowships, and training with industry. Despite budget constraints, we will continue to fund these priority programs, targeted to develop leaders who demonstrate the necessary competence, commitment and character to win in a complex world.

Decisive leaders also strengthen the bond between our Army and the Nation and preserve our All-Volunteer Force. Empowered leaders instill the Army values in our Soldiers and uphold the high standards that our Nation expects. As Army leaders, we continue to express our enduring commitment to those who serve, recognizing that attracting and retaining highly-qualified individuals in all three components is critical to readiness. This is why our FY17 budget request includes key initiatives that support leaders of character in mitigating the unique challenges of military life, fostering life skills, strengthening resilience, and promoting a strong and ready Army.

The Army is expanding our Soldier for Life program to drive cultural change. Our Soldiers will receive the tools to succeed across the continuum of their Service to our country, in or out of uniform. As they return to civilian life, Soldiers will continue to influence the most talented young people to join the Army and, along with retired Soldiers and Veterans, retain the vital link with our Nation's communities. As we reduce the Army's end-strength, we owe it to our Soldiers and their Families to ensure our

veterans strengthen the prosperity of our Nation through rewarding and meaningful civilian careers and service to their communities.

Committed and engaged leadership is the focal point of our SHARP prevention efforts. The Army's "Not in My Squad" program is a grass roots initiative to develop a unit culture that prevents sexual harassment and sexual assault. The Army instituted a SHARP Resource Center pilot program; a "one-stop shop" to coordinate and support all SHARP services on an installation. Cadet Command has 232 Reserve Officer Training Corps programs that have signed partnership charters with civilian academic institutions, and cadets serve as peer mentors, bystander intervention trainers, and sexual assault prevention advocates. Future Army initiatives will continue to focus on prevention through the use of "I. A.M. Strong" and "Not In My Squad" campaigns. These holistic prevention efforts will shape Army culture and enrich Army readiness.

Army leaders remain committed to building diverse teams. Opening the Army to all qualified citizens of our Nation builds upon the best the United States has to offer. Diversity of thought strengthens our bonds with America and builds readiness by contributing diverse solutions to complex problems. The Army is in full compliance with the Department's Women in Service Review and is prepared to fully integrate women in all occupational specialties. The Army's deliberate process validated standards, grounded in real-world operational requirements, and will provide our integrated professional force the highest level of readiness and potential for mission success.

Decisive leaders are essential to maintaining a ready Army, composed of resilient individuals and cohesive teams, capable of accomplishing a range of operations in environments of uncertainty and persistent danger.

## **Closing**

Today, our Army stands ready to defend the United States and its interests. This requires sustained, predictable funding. To rebuild readiness today and prepare for tomorrow's challenges, the Army has prioritized decisive action readiness required to respond to current security challenges. The difficult trade-offs in modernization and installation improvements reflect the hard realities of today's fiscal constraints.

The strength of the All Volunteer Force is our Soldiers, Civilians and their Families, and we must do all we can to ensure they stay ready. History provides

recurring testimony to past failures to heed this harsh reality, which ultimately falls on the backs of our Soldiers. With your assistance, the Army will continue to resource the best-trained, best-equipped and best-led fighting force in the world. We thank Congress for the steadfast support of our outstanding men and women in uniform, our Army Civilians, Families, and Veterans. They deserve our best effort.