

2 **NOT FOR PUBLICATION UNTIL**
3 **RELEASED BY THE SENATE**
4 **ARMED SERVICES COMMITTEE**
5
6
7

8 **STATEMENT OF**

9
10 **ADMIRAL GARY ROUGHEAD, U.S. NAVY**

11
12 **CHIEF OF NAVAL OPERATIONS**

13
14 **BEFORE THE**

15
16 **SENATE ARMED SERVICES COMMITTEE**
17
18
19
20

21
22 **3 DECEMBER 2010**
23
24
25
26
27

28 **NOT FOR PUBLICATION UNTIL**
29 **RELEASED BY THE SENATE**
30 **ARMED SERVICES COMMITTEE**
31
32
33
34
35

36 Chairman Levin, Senator McCain, and distinguished members of the Committee, thank
37 you for the opportunity to appear before you today to address the report of the Comprehensive
38 Review Working Group (CRWG) and my perspective of the issues associated with a potential
39 repeal of 10 U.S.C. §654.

40 I commend the CRWG for what they have accomplished, and I applaud the
41 professionalism and seriousness of the men and women of the U.S. Navy as they participated in
42 an unprecedented survey of our Armed Forces. I am satisfied with the methodology and
43 execution of the Service member and spouse surveys, and the extent to which the Working
44 Group engaged Sailors and their families. I believe the appropriate policy issues have been
45 researched, examined and necessary courses of action have been considered. The service
46 member survey was the largest survey of its kind ever conducted in the Department of Defense.
47 More than 21,000 Sailors responded to the survey producing a statistically valid assessment of
48 the attitudes present within the Navy. The responses helped me to assess the potential impacts to
49 effectiveness, readiness, unit cohesion, and morale on our Navy. Seventy-six percent of Sailors
50 believe the impact on these force characteristics to be neutral or positive.

51 There will be issues to be addressed, especially in the period immediately following
52 repeal. There is a sizeable minority of the Navy, approximately 24 percent, who believe the
53 impact of repeal will be negative. Areas of greatest concern expressed in the survey include
54 social cohesion, privacy in sleeping/showering facilities aboard ships, submarines and in certain
55 training environments, and increased stress on the force during a period of high operational
56 tempo. I believe these concerns can be effectively mitigated through engaged leadership,
57 effective communications, training and education, and clear and concise standards of conduct.

58 While we will engage all Sailors, regardless of their points of view, it is this minority upon
59 which our leaders must focus.

60 We all understand and appreciate the critical role of families in support of our Sailors.
61 The assessment of the spouses is important because of their support to our Sailors and their role
62 in reenlistment decisions Navy families make. Of the more than 7,500 Navy spouses who
63 responded to the Spouse Survey, 81 percent told us they do not expect family readiness to be
64 negatively impacted as a result of repeal.

65 Overall, I assess recruiting and retention will not be adversely affected in the short-term.
66 However, I do note that Navy irregular warfare specialties, critical to ongoing combat operations,
67 such as SEALs, EOD, and Seabees, expressed greater negativity and a lower propensity to
68 reenlist should repeal occur. While these effects may not be fully realized, these specialties must
69 be monitored closely to ensure we are positioned and resourced to respond to changes over the
70 long-term. We cannot assume these projected retention losses away and we must take into
71 account the past, current and future combat employment of these critical specialties.

72 Should repeal occur, we will move quickly to bring Navy into compliance. We will:

- 73 • Provide our leaders with clear policies and procedures necessary to effect change,
- 74 • Clearly communicate what repeal means to Sailors and their families,
- 75 • Deliver tailored training and education to inform Sailors at all levels, and
- 76 • Emphasize the importance of our continued professional behavior for all through
77 clearly defined standards of conduct.

78 The CRWG's recommended changes to benefits are tiered appropriately, but the costs
79 must be addressed more fully. The Department of Defense should conduct a thorough analysis
80 of the policy and resource issues involved prior to the proposed expansion of single-member

81 designated benefits. I do not believe we have a full accounting of the costs and manpower
82 associated with the expanded benefits that are recommended for prompt implementation. We
83 must also understand whether a dilution of services could result from increasing the served
84 demographic without a concomitant increase in resources. If not properly addressed, the quality
85 of service to all service members could diminish, and reduced access to benefits in a time of war
86 would exacerbate negative perceptions of repeal.

87 10 U.S.C. §654 is currently the subject of ongoing litigation, and I cannot predict its
88 outcome. I do believe any change in the law is best accomplished through the legislative process
89 and not judicially. Legislative repeal affords us the time and structured process needed to
90 effectively implement this significant change within our Armed Forces.

91 Should the law be repealed, the U.S. Navy will continue to be professional, global,
92 effective, and relevant to the Nation. Repeal of the law will not fundamentally change who we
93 are and what we do. The U.S. Navy can implement the necessary changes to policies and
94 procedures, even in a time of war and increasing global commitments. With the exception of
95 moderate risk associated with projected retention in some Navy irregular warfare specialties, I
96 assess the risk to readiness, effectiveness and cohesion of the Navy to be low. Accordingly,
97 based on my professional judgment, and informed by the inputs from our Navy, I recommend
98 repeal of 10 U.S.C. §654.

99 I have the ultimate confidence in the men and women of the U.S. Navy, and in their
100 character, discipline and decency. Navy leaders will continue to set a positive tone, create an
101 inclusive and respectful work environment, and enforce our high standards of conduct
102 throughout the Navy as we serve the Nation. Our Sailors will continue to live by our core

103 values of honor, courage, and commitment which are the foundation of our character and
104 conduct.

105