

RECORD VERSION

STATEMENT BY

GENERAL GEORGE W. CASEY, JR.  
CHIEF OF STAFF, US ARMY

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Mr. Chairman and distinguished Members of the Committee, on behalf of the more than one million Active, Guard, and Reserve Soldiers, their Families, and the Civilians of the United States Army, I welcome the opportunity to discuss the direction we intend to take the Army in the next several years.

Our Nation has been at war for over seven years. Our Army continues to lead, not only in Afghanistan and Iraq, but also in defense of the homeland and in support of civil authorities in responding to domestic emergencies. Over time, these operations have expanded in scope and duration, stressing our All-Volunteer Force and straining our ability to maintain strategic depth. During this period, the Congress has responded to the Army's requests for resources, and that commitment to our Soldiers, their Families, and Civilians is deeply appreciated. Continued timely and predictable funding is critical as the Army continues to fight the wars in Iraq and Afghanistan, meet other operational demands, sustain our All-Volunteer Force, and prepare for future threats to the Nation.

Much of the Army's success is due to our Noncommissioned Officers (NCOs). This year, we specifically recognize their professionalism and commitment. To honor their sacrifices and celebrate their contributions, we have designated 2009 as the "Year of the Army NCO." Our NCO Corps is the glue holding our Army together in these challenging times.

We live in a world where global terrorism and extremist ideologies pose very real threats. The global security environment is more ambiguous and unpredictable than in the recent past. Many national security and intelligence experts share the Army's assessment that the next several decades will be characterized by persistent conflict—protracted confrontation among state, non-state, and individual actors that are increasingly willing to use violence to achieve their political and ideological ends. We face adept adversaries who exploit technological, informational, and cultural differences. Future operations in this dynamic environment will likely span the spectrum of conflict from peace operations to counterinsurgency operations to major combat operations.

Several global trends are evident in this evolving security environment. Globalization has increased interdependence and prosperity in many parts of the world. It has also led to greater disparities in wealth, creating conditions that can foster conflict. The current global recession will further increase the likelihood of social, political, and economic tensions.

Technology, which has enabled globalization and benefited people all over the world, is also exploited by extremists to manipulate perceptions, export terror, and recruit people who feel disenfranchised or threatened. Population growth increases the likelihood of instability because the vast majority of growth is occurring in urban areas of the poorest regions in the world. The limited resources in these areas make young, unemployed males especially vulnerable to anti-government and radical ideologies.

Resource demand for energy, water, and food, especially in areas with growing populations and developing economies, will increase competition and the likelihood of global conflict. Climate change and natural disasters further strain already limited resources, increasing the potential for humanitarian crises and population migrations.

The proliferation of weapons of mass destruction (WMD) remains a vital concern, with many terrorist groups actively seeking WMDs. Growing access to technology increases the potential for highly disruptive or even catastrophic events involving nuclear, radiological, chemical, and biological weapons or materials. Failed or failing states, lacking the capacity or will to maintain territorial control, can provide safe havens for terrorist groups to plan and export operations, which could include the use of WMD.

Future conflicts in this complex, dynamic, and ambiguous environment will increasingly be waged among the people in a struggle for their allegiance. These conflicts will primarily be conducted on land in austere locations. So landpower—the ability to achieve decisive results on land—will remain central to any national security strategy. Landpower normally solidifies the outcome, even when it is not the decisive instrument, through the integrated application of civil and military capabilities. Therefore, the Army, conducting full spectrum operations as part of the Joint Force, continues to transform itself to provide the prompt, sustained, and dominant responses necessary to ensure our Nation's security.

While fully supporting the demands of our Nation at war, our Army faces two major challenges—restoring balance to a force feeling the cumulative effects of seven years of war and setting conditions for the future to fulfill our strategic role as an integral part of the Joint Force.

Simply put, the Army is out of balance. The current demand for our forces in Iraq and Afghanistan exceeds the sustainable supply and limits our ability to provide ready forces for other contingencies. Even as the demand for our forces in Iraq decreases, the mission in Afghanistan and other requirements will continue to place a high demand on our Army for years to come. Soldiers, Families, support systems, and equipment are stressed due to lengthy and repeated deployments. Overall, we are consuming readiness as fast as we can build it. These conditions must change. Institutional and operational risks are accumulating over time and must be reduced in the coming years.

While restoring balance, we must simultaneously set conditions for the future. Our Army's future readiness will require that we continue to modernize, adapt our institutions, and transform Soldier and leader development in order to sustain an expeditionary and campaign capable force. Modernization efforts are essential to ensure technological superiority over a diverse array of potential adversaries. Our Army must also adapt institutions to more effectively and efficiently provide trained and ready forces for combatant commanders, and continue the transformation of our Reserve Components to an operational force to achieve the strategic depth necessary to successfully sustain operations in an era of persistent conflict.

Through the dedicated efforts of our Soldiers, their Families, and Civilians, combined with continued support from Congressional and national leadership, we are making substantial progress toward these goals. Our continued emphasis on the Army's four imperatives—**Sustain, Prepare, Reset, and Transform**—has focused our efforts. We recognize, however, that much more remains to be done in order to restore balance and set conditions for the future. Our military construction (MILCON) budget is a critical component in support of these goals.

First and foremost, we must sustain our Soldiers, Families and Civilians. Through meaningful programs, the Army is committed to providing the quality of life deserved by those who serve our Nation. To sustain the force, we are focused on

recruitment and retention; care of Soldiers, Families, and Civilians; care for our wounded Warriors; and support for the Families of our fallen Soldiers.

The Army is focused on recruiting quality men and women through dynamic incentives and retaining quality Soldiers and Civilians in the force by providing improved quality of life and incentives. In 2008, nearly 300,000 men and women enlisted or reenlisted in our All-Volunteer Army. In addition, the Army created the Army Preparatory School to offer incoming recruits the opportunity to earn a GED prior to initial entry training. All Army components are currently exceeding the 90% Tier 1 Education Credential (high school diploma or above) standard for new recruits. The number of recruited civilians with waivers is declining—19.6 percent for the Active Component in fiscal year 2008 (FY08).

Army Families make incredible sacrifices and all our Soldiers need the peace of mind that comes from knowing their Families are being cared for while they are away from home. The Army is dedicated to improving their quality of life through the implementation of the Army Family Covenant and the Soldier and Family Action Plan. We are also garnering support of community groups and volunteers through 93 Army Community Covenants. To date, the Army has hired more than 800 new Family Readiness Support Assistants to provide additional support to Families with deployed Soldiers. In FY09, we committed \$1.5 billion for all Soldier and Family Programs. Ninety Child Development Centers and 21 new Youth Centers have been approved for construction in FY08 and FY09.

Our Soldiers are our most valuable strategic asset, and the loss of any Soldier to suicide is tragic. Army leaders are working to better understand the causes of the disturbing rise in Soldier suicides and taking swift action on widespread prevention measures. Our Army initiated an operational stand down of all forces, across components, followed by a first line leader facilitated chain teach training program to increase suicide awareness and prevention. We have also partnered with the National Institute for Mental Health on a 5-year, \$50 million study to find practical interventions for mitigating suicides and enhancing Soldier resiliency.

Our values and Warrior Ethos require that Soldiers look out for one another. Sexual assault violates the very essence of what it means to be a Soldier. We want

every Soldier to take action to prevent sexual offenses, and we want the Army to be a model for the nation in aggressively preventing this problem. As a result, we have implemented the Intervene, Act, Motivate (I. A.M.) Strong campaign with the goal of eliminating sexual harassment and sexual assault in the Army.

The Army is providing better access to quality health care, enhanced dental readiness programs focused on Reserve Component Soldiers, improved Soldier and Family housing, increased access to child care, and increased educational opportunities for Soldiers, children, and spouses.

Forty-five percent of our current force is unmarried. For these Soldiers, we are in the late stages of our ambitious barracks modernization program. At the end of FY09, 120,000 out of 170,000 (71 percent) of our barracks will meet a 1+1 or equivalent standard, greatly impacting Soldiers' permanent living quarters.

One of the Army's key strategies to improve Family housing is the application and use of privatized housing where practical. Begun in 1999, the Residential Communities Initiative (RCI) is providing quality, modern housing in communities that our Soldiers and their Families can proudly call home. Through RCI, we were able to reduce inadequate Family housing in the U.S., making a positive impact on our Soldiers' and Families' quality of life. As of April 2009, we have privatized 43 installations and sub-installations, turning over more than 79,000 homes to the Army's partners. By the end of FY10, we project that privatized housing will include over 87,000 homes at 45 installations, or 98 percent of our inventory in the U.S. Our RCI program is on a glide path to successful completion. Following this year's schedule, we plan to complete privatization at Fort Richardson.

The Army never leaves a fallen comrade—a value that extends beyond the battlefield. So we are committed to providing world-class care for our wounded, ill, and injured Warriors through properly resourced Warrior Transition Units (WTUs), enabling these Soldiers to remain in our Army or transition to meaningful civilian employment consistent with their desires and abilities. We have established 36 fully operational WTUs and 9 Community-Based WTUs to help our wounded, ill, and injured Soldiers focus on their treatment, rehabilitation, and transition. We have also initiated programs to better diagnose and treat Post-Traumatic Stress and Traumatic Brain Injury.

We are devoted to supporting the Families of our fallen comrades and honor the service of their Soldiers. The Army is developing and fielding Survivor Outreach Services, a multi-agency effort to care for the Families of our Soldiers who, in President Lincoln's words, gave the "last, full measure of devotion." This program includes benefit specialists who serve as subject matter experts on benefits and entitlements, support coordinators who provide long-term advocacy, and financial counselors who assist in budget planning.

We must prepare our force by readying Soldiers, units, and equipment to succeed in the current strategic and operational environments, especially in Iraq and Afghanistan. We continue to adapt institutional, collective, and individual training to enable Soldiers to prevail against highly adaptive and intelligent adversaries. And since we never want to send our Soldiers into a fair fight, they deserve equipment that will not only give them a technological advantage over our adversaries, but also the best possible level of protection consistent with accomplishing their mission. To prepare our force, we continue to focus on growing the Army, training, equipping, and better supporting the Army Force Generation (ARFORGEN) process.

The Army accelerated end strength growth of the Active Component (AC) to 547,400 Soldiers and the Army National Guard (ARNG) to 358,200 Soldiers. The U.S. Army Reserve (USAR) will grow to 206,000 Soldiers by 2012, even as the USAR works an initiative to accelerate that growth to 2010.

Our plan calls for growing the Army's forces to 73 Brigade Combat Teams (BCTs) and approximately 227 Support Brigades with enabling combat support and combat service support, while simultaneously developing the additional facilities and infrastructure to station these forces. The Army grew 32 Modular Brigades in 2008 (7 AC Brigades and 25 Brigades in the Reserve Component). This growth in the force, combined with reduced operational deployments from 15 months to 12 months, eased some of the strain on Soldiers and Families.

We must improve the Army's individual, operational, and institutional training for full spectrum operations, and develop the tools and technologies that enable more effective and efficient training through live, immersive, and adaptable venues. The Army improved training facilities at home stations and combat training centers,

increasing realism in challenging irregular warfare scenarios. Army Mobile Training Teams offered career training to Soldiers at their home station, preventing them from having to move away for schooling and providing more time for them with their Families. Our Army continues to improve cultural and foreign language skills.

Our Soldiers deserve an effective, sustainable, and timely supply of equipment through fully integrated research and development, acquisition, and logistical sustainment programs. The Army must continue its modernization efforts, such as the Rapid Fielding Initiative and the Rapid Equipping Force, using a robust test and evaluation process to ensure the effectiveness of fielded equipment. Since September 11, 2001, to provide Soldiers fighting in Iraq and Afghanistan what they need to accomplish their mission, the Army has fielded millions of items of equipment, including over 7,000 Mine-Resistant, Ambush-Protected (MRAP) vehicles. We've also produced and fielded over four million body armor plates which have saved the lives of countless Soldiers. Within the past year alone, we fielded over 15 million pieces of individual Soldier equipment.

The Army is dedicated to improving the ARFORGEN process to generate, on a rotational basis, trained, ready, and cohesive units for combatant commanders to meet current and future strategic demands. By 2011, our goal is to achieve a degree of balance by reaching a ratio of one year deployed to two years at home station for Active Component units, and one year deployed to four years at home for Reserve Component units. Recent refinements in the ARFORGEN process have increased predictability for Soldiers and their Families.

We must reset the force to rebuild the readiness that has been consumed in operations in order to prepare Soldiers, their Families, and units for future deployments and contingencies. Reset systematically restores deployed units to a level of personnel and equipment readiness that permits the resumption of training for future missions. The Army is using a standard reset model and is continuing a reset pilot program to further improve the effectiveness and efficiency of the ARFORGEN process. To reset our force, we are revitalizing Soldiers and Families; repairing, replacing, and recapitalizing equipment; and retraining Soldiers.

I have come to believe that the most critical component in restoring balance is increasing the time our Soldiers spend at home, not just to reestablish and strengthen relationships, which is very important, but also to give the Army the time it needs to reset units and Soldiers and efficiently prepare them for their next deployment. In the reset pilot program, units have no readiness requirements or Army-directed training for a period of time (6 months for the Active Component and 12 months for the Reserve Components). This period allows units to focus on Soldier professional and personal education, property accountability, and equipment maintenance, and it also provides quality time for Soldiers and their Families.

In order to repair, replace, and recapitalize equipment for our Soldiers we have fully implemented an Army-wide program that replaces equipment destroyed in combat and repairs or recapitalizes equipment that has been worn out due to harsh conditions and excessive use. As units return, the Army resets equipment during the same reconstitution period we dedicate to Soldier and Family reintegration. The Army reset more than 125,000 pieces of equipment in 2008. The maintenance activities and capacity at Army depots increased to their highest levels in the past 35 years. Equipment reset must continue as long as we have forces deployed and for several years thereafter to ensure readiness for the future.

We are dedicated to providing our Soldiers with the critical specialty training and professional military education necessary to accomplish the full spectrum of missions required in today's strategic environment. The Army is executing a Training and Leader Development Strategy to prepare Soldiers and units for full spectrum operations. The Army is 60 percent complete in efforts to rebalance the job skills required to meet the challenges of the 21st Century.

We must transform our force to provide the combatant commanders dominant, strategically responsive forces capable of meeting diverse challenges across the entire spectrum of conflict. Our transformation improves the capability of the Joint Force to defend the homeland, deter conflict in critical regions, respond promptly to small-scale contingencies, and swiftly defeat the enemy in major combat operations. To transform our force, we are adopting modular organizations, accelerating delivery of advanced

technologies, operationalizing the Reserve Components, transforming leader development, and restationing our forces.

The Army's plan is to reorganize the Active and Reserve Components into standardized modular organizations, thereby increasing the number of BCTs and support brigades to meet operational requirements and creating a more deployable, adaptable, and versatile force. In 2008 the Army converted 14 brigades from a legacy to a modular design (5 AC and 9 RC Brigades). The Army has now transformed 83 percent of our units to a modular design—the largest organizational change since World War II.

We must modernize and transform the Army to remain a globally responsive force and ensure our Soldiers retain their technological edge for current and future fights. The Army will accelerate delivery of advanced technologies to Infantry BCTs fighting in combat today through a process known as Spin-outs. This aggressive fielding schedule, coupled with a tailored test and evaluation strategy, ensures Soldiers receive reliable, proven equipment.

The Army will complete the transformation of the Reserve Components to an operational force by changing the way we train, equip, resource, and mobilize Reserve Component units by 2012. The Army continues its efforts to build and sustain readiness systematically, and to increase predictability of deployments for Soldiers, their Families, employers, and communities by integrating the ARFORGEN process.

The Army continues to produce agile and adaptive military and Civilian leaders who can operate effectively in Joint, interagency, intergovernmental, and multinational environments. The Army published Field Manual (FM) 3-0, Operations, which includes a new operational concept for full spectrum operations where commanders simultaneously apply offensive, defensive, and stability operations to achieve decisive results. Additionally, the Army published FM 3-07, Stability Operations, and FM 7-0, Training for Full Spectrum Operations, and is finalizing FM 4-0, Sustainment. The doctrine reflected in these new manuals provides concepts and principles that will develop adaptive leaders to train and sustain our Soldiers in an era of persistent conflict.

The Army continues to restation forces and Families around the globe based on the Department of Defense's (DoD) Global Defense Posture and Realignment (GDPR) initiatives, the 2005 Defense Base Closure and Realignment Commission Report (BRAC 2005), and the expansion of the Army directed by the President in January 2007. In addition, we are currently studying the overall effects of stopping the growth of Army BCTs at 45 versus 48. BRAC 2005 is carefully integrated with the GDPR, Army Modular Force transformation, and Grow the Army. As an essential component of Army transformation, BRAC 2005 actions optimize infrastructure to support the Army's current and future force requirements. The disposal of Cold War era infrastructure and the implementation of modern technology to consolidate activities frees up financial and human resources.

Over 1,100 discrete actions are required for the Army to successfully implement our BRAC 2005 requirements. The extent and impact of these actions are far greater than all four previous BRAC rounds combined and are expected to create significant annual savings. In total, over 380,000 Soldiers, Family members, and Army Civilian employees will relocate as BRAC 2005 is implemented.

Under BRAC 2005, the Army will close 12 Active Component installations, 1 Army Reserve installation, 387 National Guard Readiness and Army Reserve Centers, and 8 leased facilities. BRAC 2005 also realigns 53 installations or mission functions and enables the Army to establish Training Centers of Excellence, Joint Bases, a Human Resources Center of Excellence, and Joint Technical and Research facilities. To accommodate the units relocating from the closing National Guard Readiness and Army Reserve Centers, BRAC 2005 authorizes 125 multi-component Armed Forces Reserve Centers and realigns U.S. Army Reserve command and control structure. All of our BRAC construction projects are planned to be awarded by the first quarter of FY10. This will enable the major movement of units and personnel in FY10 and FY11, with completion of all closures and realignments by September 15, 2011, as required under BRAC law.

The Army awarded 79 FY08 BRAC construction projects: 16 projects to support GDPR; 26 Reserve Component projects in 18 states; and 37 other Active Component projects, totaling \$3.45 billion. In FY09, the Army expects to award 96 BRAC projects.

This represents our largest construction year for BRAC 2005. FY10 is our fifth and final year to award BRAC 2005 construction. We have moved into a period where our construction timeline flexibility is essentially exhausted.

Timely funding is critical and essential to our success. In each of the three previous fiscal years, funds have been delayed or withheld from the BRAC construction program. In FY07, an eight-month delay in the receipt of \$2 billion delayed the award of 50 of the 68 planned major construction projects; in FY08, \$560 million was delayed until the fourth quarter, impacting one third of that year's program; and in FY09, there has been a general reduction of \$170 million. Completion of the final phases of incrementally funded projects and the award of the remaining FY10 construction projects are planned as first quarter, FY10 contract awards. Delays in the receipt of full funding beyond October 2009 will result in increased cost, the risk of not meeting the required BRAC 2005 timeline, and uncertainty for mission commanders.

In an era of persistent conflict, our Army is the primary enabling and integrating element of landpower. The Army's transformation focuses on distinct qualities that land forces must possess to succeed in the evolving security environment. Through its current and planned efforts, the Army will continue to transform into a land force that is versatile, expeditionary, agile, lethal, sustainable, and interoperable in order to face the security challenges ahead. As we look to the future, our Army is modernizing and transforming to build a force that exhibits these essential qualities in order to meet the challenges of the security environment of the 21<sup>st</sup> Century. The Army's adoption of a modular, scalable brigade-based organization provides a broad range of capabilities that are inherently more versatile, adaptable, and able to conduct operations over extended periods.

While substantial progress has been made, there is still risk to the Army's ability to meet current requirements and future contingencies. To mitigate this risk, restore balance, and set conditions for the future, the Army requires continued Congressional support of MILCON, BRAC, and quality of life programs. Timely and predictable funding of these programs and initiatives is crucial to support current operations, fight the wars in Iraq and Afghanistan, meet other operational demands, sustain our All-Volunteer Force, and prepare for future threats to the Nation.

The Army needs support and funding for MILCON and Army installations to station and train an expeditionary Army and improve the quality of life for our people. Failure to fund housing, schools, and installation facilities fully will adversely impact the readiness of our Soldiers and the security and well-being of their Families.

Continued Congressional support is essential to train and equip our Soldiers for successful execution of missions across the full spectrum of operations. Training programs include initial Soldier qualification, unit training, training at the Army's major combat training centers, critical skills and functional training, and language qualification and cultural awareness training. Without the full funding and necessary authorities needed for timely and reliable materiel and services, the Army risks its ability to adequately sustain current operations, maintain readiness, and respond to contingencies. Critical sustainment programs include: depot maintenance to ensure available and ready equipment; transportation of newly fielded and depot-repaired equipment to units; safe sustainment, demilitarization, and storage of ammunition; maintenance and storage of the Army pre-positioned stocks for early-arriving expeditionary units; improved oversight of contracting activities; and enhanced industrial base operations

The Army must implement organizational change, institutional adaptation, and improved leader development. Transformation efforts include modular conversion; asymmetric warfare operations; combat training center modernization; leader training; and live, virtual, and constructive training. Without sufficient resources, the Army cannot effectively transform to meet the full spectrum of current and future security challenges.

The Army's All-Volunteer Force is a national treasure. Less than one percent of Americans wear the uniform of our Nation's military; they and their Families carry the lion's share of the burden of a Nation at war. Despite these burdens, our Soldiers continue to perform magnificently across the globe and at home, and their Families remain steadfast in their support. Our Civilians remain equally dedicated to the Army's current and long-term success. They all deserve the best the Nation has to offer.

America's Army has always served the Nation by defending its national interests and providing support to civil authorities for domestic emergencies. Seven years of

combat have taken a great toll on the Army, our Soldiers, and their Families. To meet the continuing challenges of an era of persistent conflict, our Army must restore balance and set the conditions for the future while sustaining our All-Volunteer Force. We must ensure our Soldiers have the best training, equipment, and leadership we can give them. Our Army has made significant progress over the last year, but has several tough years ahead. With the support of Congress, the Army will continue to protect America's national security interests while we transform ourselves to meet the challenges of today and the future.