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Before the

Subcommittee on
Readiness and Management Support

COMMITTEE ON
ARMED SERVICES

UNITED STATES SENATE

HEARING TO RECEIVE TESTIMONY ON THE CURRENT
READINESS OF U.S. FORCES

Wednesday, February 8, 2016

Washington, D.C.

ALDERSON COURT REPORTING
1155 CONNECTICUT AVE NW
SUITE 200
WASHINGTON, D.C. 20036
(202) 289-2260
www.aldersonreporting.com

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HEARING TO RECEIVE TESTIMONY ON
THE CURRENT READINESS OF U.S. FORCES

Wednesday, February 8, 2017

U.S. Senate
Subcommittee on Readiness and
Management Support
Committee on Armed Services
Washington, D.C.

The subcommittee met, pursuant to notice, at 2:31 p.m.
in Room SR-232A, Russell Senate Office Building, Hon. James
Inhofe, chairman of the subcommittee, presiding.

Subcommittee Members Present: Senators Inhofe
[presiding], McCain, Rounds, Ernst, Perdue, Kaine, Shaheen,
and Hirono.

1 OPENING STATEMENT OF HON. JAMES INHOFE, U.S. SENATOR
2 FROM OKLAHOMA

3 Senator Inhofe: I call the meeting to order.

4 Let me share a couple of thoughts with you. Twenty-two
5 years ago I became the chairman of this committee, and I
6 haven't since that time because under the rules on the
7 Republican side, if you chair and are a ranking member in
8 another committee, you can't chair a subcommittee. This is
9 really the committee where really everything is happening.
10 The problems that we're facing today are the ones that we
11 deal with, so Tim and I are going to do a good job with
12 that, Joni and the rest of the committee.

13 The committee meets for the first time in the new
14 session of Congress to receive testimony from you guys. I
15 don't think there's a member of this committee that hasn't
16 read what happened yesterday. I know I have.

17 We're joined by the same group. We have all the vices
18 here, General Allyn, Admiral Moran, General Walters, and
19 General Wilson. So I appreciate your sticking to this one
20 more time here.

21 Last week General Mattis used the guidance on the
22 Administration's plan to rebuild and strengthen our Armed
23 Forces. But, you know, I looked at some of the things that
24 were said yesterday, some of the quotes, and I really do
25 appreciate the fact that you folks came out and said things

1 that weren't easy to say. We had General Allyn talking
2 about the Army. Only three of 58 brigade combat teams are
3 ready to fight. We had General Wilson talked about the
4 hollow force, actually used the term "hollow force." That's
5 what we're faced with right now. A lot of the
6 characteristics that we, who are old enough to remember it,
7 remember from the Carter Administration, know what we had to
8 do the following years. So that's very similar to what we
9 are going to have to do now. We had General Walters. You
10 talked about the operational tempo is as high as it was
11 during the peak of the Iraq and Afghanistan wars. We know
12 the problems that are out there.

13 While I didn't always get along perfectly with Hagel
14 when he was in the Senate, and I wasn't one of his strongest
15 supporters when he came into being the Secretary of Defense,
16 when I read the statements that he has made from that
17 position, it's a wake-up call to the American people because
18 otherwise they don't know, they're not exposed to this.

19 This is what he said, quote, "American dominance on the
20 seas, in the skies, and in space can no longer be taken for
21 granted." So this is something we want to address, we want
22 to accept as a reality. So we're going to have to improve
23 our readiness, achieve a balance in addressing shortfalls,
24 and build a larger and more capable and more lethal joint
25 force. Those are the statements that were made, the three

1 priorities that were given to this committee, the major
2 committee, just a week or so ago.

3 So we have a lot of these problems that we're going to
4 be dealing with. During Secretary Mattis' nomination
5 hearing he stated that we are going to have to increase
6 operation and maintenance funding while adapting to
7 strengthening our military as the situation dictates. This
8 means additional resources are needed, and what I'd like
9 from our witnesses today is an outline of how you plan to
10 restore the readiness to our Armed Forces and how we re-grow
11 our force, how do we maintain the equipment that has been
12 through two decades of war, and how do we train that force
13 to meet the national security requirements.

14 So this is the committee where most of the action is
15 going to be, and we've got a lot of work to do, and Tim and
16 I have already talked about this. We're going to see to it
17 that we start getting a bigger attendance here and that we
18 start addressing these problems that we should be addressing
19 before they hit the major committee.

20 Senator Kaine?

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1 STATEMENT OF HON. TIM KAINE, U.S. SENATOR FROM
2 VIRGINIA

3 Senator Kaine: Thank you, Mr. Chairman. You've done a
4 better job arm twisting on your side of the table than I
5 have.

6 Senator Inhofe: Yes, I guess so.

7 Senator Kaine: So I have to up my game here.

8 But welcome to the witnesses. This is an interesting
9 hearing. The witnesses -- did you know this, Mr. Chair?
10 Our four witnesses have a combined 142 years --

11 Senator Inhofe: No, I didn't know that.

12 Senator Kaine: -- of combined military experience. So
13 that means I know we're only going to hear the most astute
14 wisdom today.

15 There is a limit to what we can discuss in open
16 session. So I'd just say at the start that all colleagues
17 on the committee are encouraged to read the classified
18 readiness reporting that is available to members of this
19 subcommittee.

20 I am pleased to be the ranking. I work very, very well
21 with the Chairman. We've got a good relationship, and I
22 know this subcommittee will continue the bipartisan
23 tradition that is its norm.

24 The military does suffer from an unacceptable level of
25 readiness. I said to the Chair as we walked in that some of

1 what we'll hear today we heard last year, and we heard two
2 years ago. Somebody said maybe if we listened, history
3 wouldn't have to repeat itself.

4 The first step we ought to take to address this
5 vulnerability is to provide more predictable and stable
6 funding for men and women in uniform. The new
7 administration has made some comments about spending that I
8 agree with, a desire to boost military spending and repeal
9 sequestration for the DOD. But we haven't heard the same
10 commitment with respect to repealing sequestration for the
11 whole government. The chairman of this committee, Chairman
12 McCain, put out a report suggesting that should be done, and
13 even if your focus is specifically on national security,
14 it's still very important that sequestration, we look at it
15 not just on the DOD accounts but on the whole of government,
16 because whether we're talking about Homeland Security,
17 State, the DEA, the nuclear reactor portion of what the
18 Department of Energy does, there are so many things in the
19 non-defense discretionary side that really are integral to
20 our security challenges.

21 We've got the responsibility to help DOD restore
22 readiness as soon as possible. We'll be getting good
23 information that we can use as information to persuade our
24 colleagues of this.

25 I am concerned about one recent development, the hiring

1 freeze that was issued on January 23rd for Federal civilian
2 employees. It was not a permanent hiring freeze. It was a
3 temporary hiring freeze to analyze what should be done, and
4 I hope it is, in fact, temporary because this does have a
5 readiness impact on shipyards, depots, air logistics
6 centers, but also on other Federal agencies because the
7 Federal agency is certainly the employer of choice for
8 veterans. So when you do a hiring freeze at the Federal
9 level, it falls most disproportionately on the veterans that
10 are hired so significantly into the Federal Government.

11 At a time when we're losing shipyard depot workers and
12 others to retirement and sequestration-related attrition,
13 I'm afraid that a freeze like this, if it continues, could
14 really hurt us both on the readiness side and be unfavorable
15 to our veterans.

16 I am pleased in hearing from our witnesses today about
17 plans to rebuild readiness and what exactly does a fully
18 funded ready force look like. Each service branch has its
19 own measures of readiness, and some of the most interesting
20 discussions we've had in these hearings in the past is
21 exactly what does a readiness measure mean. I used to say
22 as governor I can measure everything, but the one thing that
23 scared me was measures of emergency readiness. I can
24 measure an unemployment rate, I can measure a graduation
25 rate, but what was the measure for what we would do if there

1 was a hurricane tomorrow? Those measures are tough, and the
2 need for the committee to understand exactly how we measure
3 the readiness in the different branches is very important.

4 I understand the hearing today from the Air Force, they
5 would like to increase the number of fighter squadrons from
6 55 to 60. So what are the research requirements we have to
7 grapple with in the committee and those who are on budget
8 and appropriations to get to that? And what's the
9 appropriate timeframe that we should be looking at to make
10 that kind of advance?

11 This committee also deals with MILCON and facility
12 sustainment, and these are important matters to readiness
13 too. When we talk about increasing military spending, I do
14 think that there is this area where we can do better, and
15 that's increasing the O&M funding for facilities
16 sustainment, restoration, and modernization. We'll be
17 getting into some testimony that I'm really interested in on
18 the shipbuilding side. But as a general matter, if we're
19 resource pressed and we end up having fewer facilities, then
20 it becomes even more important if we have fewer that we
21 maintain those we have to a higher level. That's not
22 necessarily what we're doing now in the MILCON area or in
23 purchasing platforms.

24 Our installations for a long time have had to defer
25 necessary maintenance, and if we don't address backlogs

1 soon, it just leads to higher long-term costs and risks that
2 decrease the quality of life for our troops. So I hope we
3 can look at the FSRM accounts, increase as much as possible
4 in the Fiscal Year 2018 NDAA. I hope we can increase
5 military construction across the active and Reserve
6 components. If we can increase those two accounts in
7 particular, we not only improve the readiness in
8 installations in every state, it would also bolster the
9 resiliency of facilities, and we need to work together to
10 make this happen.

11 One area that's important to me and I know important to
12 the Chairman, we have some slight differences on it, but
13 it's the area of energy. DOD is the largest user of energy
14 in the Federal Government, and I support the military's
15 effort to invest in technologies and alternative sources
16 that not only improve readiness but increase combat
17 capabilities by extending range, endurance, lethality, and
18 energy resilience for our installations, and especially in
19 some ways for forward operating bases.

20 Whether DOD is confronting cyber threats or
21 vulnerabilities in its energy supply or protecting against
22 severe weather events, from a readiness perspective we've
23 got to make sure that we make the investments in energy
24 resiliency, and we did those in Section 2805 in the 2017
25 NDAA, and I hope we will continue to do that.

1 So, Mr. Chairman, thanks again for today's hearing, to
2 start this discussion that will roll up into the NDAA work
3 that we will do as a full committee. I'm excited to work
4 with you as the ranking on this committee and very gratified
5 that we have the witnesses here today.

6 Senator Inhofe: Well, thank you. Thank you, Senator
7 Kaine.

8 It will be easy for you guys because you can use the
9 same opening statements you used yesterday, if you want to.

10 [Laughter.]

11 Senator Inhofe: But we want to hear it, and we want to
12 get it on record. Some of the things were very bold
13 statements that were made. It's worth repeating because
14 this is for our record over here. We're going to be very
15 aggressive trying to make the changes necessary to bring our
16 defenses up, so feel free to do it.

17 We'll start with you, General Allyn. Try to keep it
18 down somewhere around 5 minutes, all right?

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1 STATEMENT OF GENERAL DANIEL B. ALLYN, VICE CHIEF OF
2 STAFF, UNITED STATES ARMY

3 General Allyn: Thank you, Chairman Inhofe, Ranking
4 Member Kaine, distinguished members of the subcommittee.
5 Thank you for the opportunity to testify on the readiness of
6 your United States Army. I appreciate your support and
7 demonstrated commitment to our soldiers, civilians,
8 families, and our veterans, and look forward to discussing
9 the strength of our Army with you today.

10 This is a challenging time for our nation, and
11 certainly for our Army. The unipolar moment is over, and
12 replacing it is a multi-polar world characterized by
13 competition and uncertainty. Today, the Army is globally
14 engaged with more than 182,000 soldiers supporting combatant
15 commanders in over 140 worldwide locations.

16 My recent travel -- I have visited our soldiers in 15
17 countries since Veterans Day -- reinforces that the Army is
18 not about programs; it is about people, our people executing
19 security missions all around the globe. The strength of the
20 all-volunteer force truly remains our soldiers. These young
21 men and women are trained, ready, and inspired. We must be
22 similarly inspired to provide for them commensurate with
23 their extraordinary service and sacrifice.

24 To meet the demands of today's unstable global
25 environment and maintain the trust placed in us by the

1 American people, our Army requires sustained, long-term, and
2 predictable funding. Absent additional legislation, the
3 caps set by the Budget Control Act of 2011 will return in
4 Fiscal Year 2018 -- that would be October of this year --
5 forcing the Army to once again draw down end strength,
6 reduce funding for readiness, and increase the risk of
7 sending under-trained and poorly equipped soldiers into
8 harm's way, a preventable risk our nation can and must
9 prevent.

10 We thank all of you for recognizing that plans to
11 reduce the Army to 980,000 soldiers would threaten our
12 national security, and we appreciate all your work to stem
13 the drawdown. Nevertheless, the most important actions you
14 can take, steps that will have both positive and lasting
15 impact, will be to immediately repeal the 2011 Budget
16 Control Act and ensure sufficient funding to train, man, and
17 equip the Fiscal Year 2017 NDAA authorized force.

18 Unless this is done, additional topline and OCO
19 funding, though nice in the short term, will prove
20 unsustainable, rendering all your hard work for naught. In
21 this uncertain environment, readiness remains our number-one
22 priority. Sufficient and consistent funding is essential to
23 build and sustain current readiness, progress towards a more
24 modern, capable force, sized to reduce risk for
25 contingencies, and to recruit and retain the best talent

1 within our ranks.

2 Readiness remains paramount because the Army does not
3 have the luxury of taking a day off. We must stand ready at
4 a moment's notice to defend the United States and its
5 interests. With your assistance, the Army will continue to
6 resource the best trained, best equipped, and best led
7 fighting force in the world.

8 We thank you for your steadfast support of our
9 outstanding men and women. Please accept my written
10 testimony for the record, and I look forward to your
11 questions.

12 [The prepared statement of General Allyn follows:]

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1 Senator Inhofe: Thank you.

2 All statements will be made a part of the record.

3 Good statement.

4 Admiral Moran?

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1 STATEMENT OF ADMIRAL WILLIAM F. MORAN, VICE CHIEF OF
2 NAVAL OPERATIONS, UNITED STATES NAVY

3 Admiral Moran: Thank you, Mr. Chairman, and good
4 afternoon to you and the members of the subcommittee. It's
5 a real privilege to be here with my fellow vice chiefs to
6 talk about the readiness of our military.

7 The crux of my testimony is that your Navy is less
8 ready because she is simply too small. It's a simple matter
9 of supply can't meet demand. The smallest Navy we've had in
10 99 years can only answer 40 percent of combatant commander
11 requirements today.

12 On 9/11, we had 316 ships and over 400,000 sailors.
13 Today we have 275 ships and nearly 90,000 fewer sailors, and
14 yet the world has become a lot busier place today. A
15 smaller fleet operating at the same pace is wearing out
16 faster, work is increased, and we're asking an awful lot of
17 our sailors and Navy civilians.

18 That said, we are where we are, which makes it urgent
19 to pass an amended budget and remove sequestration so that
20 we can adequately fund, fix, and maintain the fleet that we
21 do have.

22 It seems that every year, to Senator Kaine's point, we
23 come before you and talk about making tough choices, and
24 more often than not, we rightly choose to support those
25 forward at the expense of those at home. This year is more

1 of the same as our long-term readiness continues its
2 insidious decline. So while we're still able to put our
3 first team on the field, our bench is largely depleted.

4 With your help, we have the opportunity to change all
5 this. It starts by strengthening the foundation of the Navy
6 by ensuring that the ships, aircraft, and submarines that we
7 do have are maintained and modernized so they provide the
8 full measure of their combat power. Then let's fill the
9 holes by eliminating the inventory shortfalls of ships,
10 submarines, and aircraft in the fleet. Together, by taking
11 these two steps, we can achieve the ultimate goal of sizing
12 the Navy to meet the strategic demands of this dynamic and
13 changing world.

14 Mr. Chairman, thank you very much. I look forward to
15 your questions.

16 [The prepared statement of Admiral Moran follows:]

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1 Senator Inhofe: Thank you, Admiral. Excellent
2 statement.

3 General Walters?

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1 STATEMENT OF GENERAL GLENN M. WALTERS, ASSISTANT
2 COMMANDANT, UNITED STATES MARINE CORPS

3 General Walters: Good afternoon, sir. Chairman
4 Inhofe, Ranking Member Kaine, and distinguished members of
5 the Armed Services Subcommittee on Readiness, thank you for
6 the opportunity to appear today and report on the readiness
7 of your Marine Corps.

8 The Marine Corps remains dedicated to our central role
9 as our nation's naval expeditionary force. During 15 years
10 of conflict, we've focused investment on ensuring our
11 Marines were prepared for the fight, and they were. Today
12 our operational tempo remains as high as it was during the
13 peak of operations in Iraq and Afghanistan.

14 Our continued focus on deployed unit readiness,
15 combined with fiscal uncertainty and funding reductions,
16 leave your Marine Corps facing substantial readiness
17 challenges. Your Marine Corps is insufficiently manned,
18 trained, and equipped across the depth of the force to
19 operate in an evolving operational environment. Due to
20 years of fiscal constraints, the Marine Corps is
21 fundamentally optimized for the past and has sacrificed
22 modernization and infrastructure to sustain our current
23 readiness.

24 In addition to the increased resources for operations
25 and maintenance needed to improve current readiness across

1 the entirety of your Marine Corps, we require your support
2 in three key areas to regain the readiness levels our nation
3 requires of us. Over the past 18 months we have identified
4 various end strengths and associated capabilities and
5 modernization required to operate in the threat environment
6 characterized by complex terrain, information warfare,
7 electromagnetic signatures, and a contested maritime
8 environment.

9 We need to increase our active component end strength.
10 We are confident that an increase of 3,000 Marines per year
11 maintains a rate of growth consistent with effective
12 recruiting while maintaining our high standards. Our bases,
13 stations, and installations are the platforms where we train
14 and generate our readiness. The continued under-funding of
15 our facilities sustainment, restoration, modernization, and
16 military construction continues to cause progressive
17 degradation of our infrastructure and creates increased
18 long-term costs. We have a backlog of \$9 billion in
19 deferred infrastructure sustainment requirements. We
20 require up-to-date training systems, ranges, and facilities
21 to support the fielding of our new equipment, and simulation
22 systems that facilitate improved training standards and
23 readiness.

24 Supporting the joint force requirements over the past
25 15 years consumed much of the life of our legacy systems,

1 while fiscal uncertainty reduced defense spending for
2 significant delays in our modernization efforts. There are
3 significant costs associated with maintaining and sustaining
4 any legacy system without a proportional capability increase
5 associated with that investment. As we continue to spend
6 limited fiscal resources to sustain legacy systems developed
7 for threats 20 years ago, we risk steadily losing our
8 competitive advantage against potential adversaries. We
9 need to modernize our ground tactical vehicle and aircraft
10 fleets soonest. Accelerated investments in amphibious ships
11 is necessary to reach our wartime requirement.

12 If forced to continue to pursue the path of investing
13 in legacy systems in lieu of modernizing our force, we will
14 find our Marine Corps optimized for the past and
15 increasingly at risk to deter and defeat our potential
16 adversaries.

17 On behalf of all of our Marines, sailors, and their
18 families, and the civilians who support their service, we
19 thank the Congress and this subcommittee for the opportunity
20 to discuss the key challenges our Marine Corps faces. I
21 thank you for your support as articulated in the recent 2017
22 National Defense Authorization Act.

23 While much work needs to be done, the authorizations
24 within, coupled with sufficient funding and the repeal of
25 the Budget Control Act, will begin to put us on a path to

1 rebuild and sustain our Marine Corps for the 21st century.

2 I look forward to your questions.

3 [The prepared statement of General Walters follows:]

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1 Senator Inhofe: Thank you, General.

2 General Wilson?

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1 STATEMENT OF GENERAL STEPHEN W. WILSON, VICE CHIEF OF
2 STAFF, UNITED STATES AIR FORCE

3 General Wilson: Thank you, Chairman Inhofe, Ranking
4 Member Kaine, distinguished members of the subcommittee. On
5 behalf of the Secretary of the Air Force and Chief of Staff
6 of the Air Force, it's a pleasure to be here with you today,
7 and with my fellow vice chiefs. I request the written
8 statement be submitted for the record.

9 American airmen are professional, innovative, dedicated
10 and, frankly, the envy of the world. They are proud to be
11 part of the most powerful joint fighting team in our
12 history. We provide our leaders with a broad range of
13 options, from protecting our country and its interests both
14 at home and abroad. For the past 70 years responsive,
15 flexible, and agile American air power has been our nation's
16 first and often most sustainable solution in conflict and in
17 crisis, underwriting every other instrument of power.

18 We provide the nation with unrelenting global
19 vigilance, global reach, and global power. In short, your
20 Air Force is always in demand and always there. Look no
21 further than two weeks ago when your Air Force executed a
22 precision strike in Sirte, Libya, killing over 100 violent
23 extremists. This was a textbook trans-regional, multi-
24 domain, and multi-function mission. Air Force space, cyber,
25 and ISR warriors provided precision navigation and timing

1 while monitoring enemy communication and movement.

2 Simultaneously, two B2 bombers took off from Whiteman
3 Air Force Base in Missouri, flew a 34-hour non-stop mission,
4 refueled with 18 tankers from U.S., European, and Middle
5 East bases, and teamed with two MQ9s to employ 108 precision
6 munitions, meeting their time on target within 10 seconds.

7 Meanwhile, every day your American airmen operate 60
8 remotely-piloted aircraft patrols 24/7/365, as an unblinking
9 eye for combatant commanders. They remotely fly these
10 missions from the continental United States. They team with
11 nearly 20,000 forward deployed airmen to support the
12 missions, like the recent Raqqa and Mosul offensives, where
13 our fighter bomber and RP airmen also conduct 92 percent of
14 U.S. strikes against ISIS.

15 We do all of this while fulfilling two of our nation's
16 most critical missions at home. We insert two-thirds of the
17 nuclear triad and 75 percent of the nuclear command control
18 communications remain to ensure robust, reliable, flexible
19 and survivable options for the nation, while our fighters
20 and tankers remain on alert, as they have for the past 15-
21 plus years, ready to launch to defend the homeland.

22 The capabilities our airmen provide to our nation and
23 our allies have never been more vital, and our global demand
24 for American air power will only grow in the future.
25 However, this steadfast watch comes at a price, and the

1 demand for our mission and our people exceeds the supply.
2 We are out of balance.

3 Twenty-six years of continuous combat has limited our
4 ability to prepare for future advanced threat scenarios,
5 scenarios with the lowest margin of error and the highest
6 risk to national security. Non-stop combat, paired with
7 budget instability and lower-than-planned topline, have
8 made the United States Air Force one of the smallest,
9 oldest-equipped, and least ready in our history. We have
10 attempted to balance the risk across our force to maintain
11 readiness but have been forced to make unacceptable
12 tradeoffs between readiness, force structure, and
13 modernization. Today's global challenges require an Air
14 Force not only ready to defeat today's violent extremism but
15 prepared and modernized for any threat the nation may face.

16 Mr. Chairman, I'll close by quoting General Douglas
17 MacArthur. He sent a cable as he escaped the Philippines in
18 1942. He said, "The history of failure in war can be summed
19 up in two words: Too late. Too late to comprehend the
20 deadly purpose of the potential enemy, too late in realizing
21 the moral danger, too late in preparedness."

22 Distinguished members of the subcommittee, preparedness
23 or readiness cannot be overlooked. Your Air Force needs
24 congressional support for Fiscal Year 2017 to pass an
25 appropriation, and support for a budget amendment that

1 accelerates readiness recovery. In Fiscal Year 2018 we must
2 repeal the Budget Control Act and provide predictable
3 funding for the future. These are critical to rebuilding
4 full-spectrum military readiness, which is the number-one
5 priority of the Secretary of Defense. We need to act now,
6 before it's too late.

7 On behalf of the Secretary and the Chief of Staff and
8 the 660,000 airmen, active Guard, Reserve, and civilians who
9 serve our nation, thank you for your tireless support. I
10 look forward to your questions.

11 [The prepared statement of General Wilson follows:]

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1 Senator Inhofe: I thank all of you for your opening
2 statements.

3 I see this as I did 22 years ago in this committee, not
4 just to get our state of readiness where it should be, but
5 also to tell the truth about how unready we are. I think
6 you did a good job of that, General Wilson.

7 Admiral Moran, the thing that probably came out that
8 shocked most people from yesterday was your statement about
9 more than half the F18s are not running. I mean, people
10 need to hear that, and they need to hear it from you guys
11 who are at the top and who are in a position to say it with
12 more credibility certainly than I can say it.

13 So anyway, we know where we are right now. We know
14 there are problems we have. Senator Kaine and I are in very
15 much agreement. In fact, we have a mutual friend who put us
16 together several years ago, and we have a friendship.
17 There's a little bit of difference in how we see what has
18 happened during the last administration, the idea of finding
19 ourselves where we have to do something about sequestration,
20 we have to do something about the deterioration in the
21 funding and the capabilities of our military.

22 But as we do that, we don't want to be in a position
23 that for every dollar we do that, we have to do it for the
24 non-defense. I mean, that philosophy tells me that the
25 priority is not what I interpret the Constitution, and I

1 told you all of this when you were in my offices. So I
2 think it's important that we recognize that we're going to
3 have to do a lot of rebuilding here, and we have to tell the
4 truth. When you talk about we're pretty good forward but we
5 have nearly an empty bench behind, that's a serious thing.

6 So you've heard a lot of the talks recently. You've
7 heard the figures, as some of you have referred to, the Army
8 going to 540,000 ships, 355 Marines to 36 battalions, and
9 1,200 fighter aircraft there for General Wilson. These are
10 figures that it's going to be hard to actually come out for
11 exact figures. We talked to Mattis about these same
12 figures, and they recognize they do represent an enhancement
13 that has to be there.

14 So I want to start off by asking each one of you how
15 realistic you think these figures are, not as if they're
16 going to be exact but are they in the ball park of the
17 threat that's facing us now.

18 We'll start with you, General.

19 General Allyn: Thank you, Chairman Inhofe. I'll start
20 by --

21 Senator Inhofe: I neglected to say if there's no
22 objection, we'll use 7-minute rounds because we're going to
23 have to do this in one round.

24 Go ahead.

25 General Allyn: I'll ignore this 4-minute ticker on my

1 screen here.

2 Senator Inhofe: Just ignore that.

3 General Allyn: But, yes, Chairman Inhofe, the
4 Secretary of Defense has directed a strategic review that we
5 expect to result in an adjusted force sizing construct. But
6 as Chief of Staff of the Army has highlighted in prior
7 testimony, the estimate that 540,000 in the active force
8 reflects is a subset of what would it take to get the
9 military risk level to respond to the contingencies that we
10 face and the operational plans of our combatant commands
11 down to a moderate level.

12 Senator Inhofe: So you're talking about moderate risk.

13 General Allyn: A moderate risk level. That would
14 require a 1.2 million total force. Now, if we get adjusted
15 guidance, obviously we will do our internal due diligence to
16 determine exactly what the right number is. But you asked
17 is it in the ballpark; it's in the ballpark.

18 Senator Inhofe: All right, and I appreciate that. You
19 know, when you talk about risk, I would hope you would
20 always make sure people understand. You talk about risk,
21 which talks about readiness, which talks about lives. We're
22 talking about lives now, that's how serious that is.

23 Admiral Moran?

24 Admiral Moran: Yes, sir, Chairman. The number you
25 quoted was based on our force structure assessment, which

1 was done over the past year. I would tell you that that's a
2 good target to start ramping towards. But as you know, in
3 shipbuilding, it takes years just to get to one ship. So
4 we're going to have many years to assess where new
5 technology takes us, new war-fighting constructs.

6 But as I said in my opening, we know we're too small
7 for what we're being asked to do today, so we have to get on
8 a ramp to not only arrest the decline, which I think we're
9 on in PB-17, unsequestered, and with an appropriations bill.
10 So it's a target that's worth shooting for, at least in the
11 beginning ramp of the next four or five years.

12 Senator Inhofe: Okay, that's understandable. Would
13 you repeat your characterization of our capability of our
14 F18s?

15 Admiral Moran: Yes, sir. The facts are that for our
16 entire Hornet fleet, it's the Hornets and Super Hornet
17 fleet, we have 62 percent on a given day. Yesterday was 62
18 percent. I doubt it's changed much since yesterday. But
19 we're in about 62 percent that are not flyable.

20 Senator Inhofe: More than half.

21 Admiral Moran: More than half. On a typical day it's
22 about 30 percent if everything's going well, about 30
23 percent that's either in depot or on a flight line that's
24 not flyable. So we're double where we should be in non-
25 flyable aircraft.

1 Senator Inhofe: Thank you.

2 General Walters?

3 General Walters: Yes, sir. The figure of 36
4 battalions for us, that's a reasonable target to shoot at if
5 it's a total force number. But more importantly I think is
6 if we grow end strength. I mentioned that we have done 18
7 months' worth of analysis on what capabilities we need.
8 They're everywhere from ISR, IO, counter-UAS, which is
9 nascent but required and I think a need right now, long-
10 range fires.

11 So before we build another capacity, we need to fix the
12 holes that are in our current organizations. That's a
13 smaller number, 194,000 is about that, before you start
14 buying any additional capability. That's a strategic choice
15 that needs to be made, and a strategic review will look at
16 that.

17 But I think the 36 battalions comes from a two-thing
18 strategy, doing two things simultaneously. I can tell you
19 today we cannot do two things simultaneously, and one of the
20 stressing ones for us is Korea. We couldn't do that at all
21 if we still had commitments elsewhere in the world --
22 Europe, Africa, or the Middle East.

23 Senator Inhofe: You know, they don't use that anymore
24 like they used to, two worldwide conflicts almost
25 simultaneously.

1 General Walters: Yes, sir, and I think our enemies
2 know that.

3 Senator Inhofe: Because it's a recognition we're not
4 there.

5 General Walters: Yes, sir, and I think our enemies
6 know that, too.

7 Senator Inhofe: Yes, I think they do too.

8 General Wilson?

9 General Wilson: Chairman, I told you yesterday that
10 we're at about 50 percent readiness today across the Air
11 Force. We're at the smallest Air Force ever in 2016, when
12 we bottomed out at 310,000. Just last year we finished the
13 year at 317,000. We want to grow our force to 321,000 this
14 next year. But we think the target we're shooting for is
15 350,000 airmen in the United States Air Force. That number
16 fills 100 percent of our current manning documents. So
17 that's a current mission. That's no new mission. As
18 mentioned by General Allyn, it's a strategic defense review
19 that looks at where we need to be. That number can be
20 adjusted even up. But we think 350,000 is the number for
21 our airmen.

22 We think we need 60 fighter squadrons, in addition to
23 modernizing our nuclear force and our space forces.

24 Senator Inhofe: I want to get to one other area before
25 we go around, and that is when you're going through a

1 starvation period, you have two problems. One is it's at
2 the expense of modernization and maintenance. First of all,
3 do you agree with that?

4 What I'd like to have is just for each one of you the
5 area of modernization that needs to be enhanced now because
6 you've had to let that go, starting with you, General Allyn.

7 General Allyn: As we testified last year, Chairman
8 Inhofe, we've had most of our modernization programs on life
9 support for the last several years. We are currently -- our
10 modernization program is 50 percent of what it was in 2009.
11 In 2009, it was \$48.5 billion. It's \$24.8 billion this
12 year, and it's inadequate to modernize for the near term,
13 let alone the long-range future force that we know we're
14 going to require on a multi-domain battlefield.

15 So we would prioritize against our near-peer
16 competitors to ensure our current platforms are the best
17 that we can possibly field, and then begin to work on the
18 new equipment that we would need.

19 The good news about modernizing current equipment is
20 it's shovel-ready today if the resources are provided.

21 Senator Inhofe: Thank you.

22 Admiral?

23 Admiral Moran: Senator, as you know, modernization for
24 us also comes in the form of maintenance. We modernize our
25 ships while they're in maintenance, just upgrading radars,

1 weapon systems, those sorts of things. But in terms of
2 platform modernization, our top priority is the Columbia
3 class to replace the Ohio class of submarines. We're at the
4 end of service life in Ohio if we don't start this year. So
5 we appreciate the anomaly in the current CR environment for
6 Columbia.

7 Second would be a close call between building to the
8 12th nuclear aircraft carrier Ford class to get us to a
9 total of 12. And then DDGs and SSNs, probably SSNs over
10 DDGs if we had to prioritize them, simply because we're
11 already very low on our SSN numbers, and are going lower
12 over time. That's a key capability for us.

13 Senator Inhofe: Okay. Generals Wilson and Walters,
14 you answer for the record since we're out of time here. But
15 keep one thing in mind, and that is when you're looking at
16 the future, you don't know really what you have to -- I
17 always remember the last year I was on the House Armed
18 Services Committee, we had a witness. This was in 1994.
19 They said that in 10 more years we will no longer need
20 ground troops. So, you don't know. You're predicting in
21 the future; it's very difficult to do.

22 So if you want to meet the expectations of the American
23 people, you have to be superior in all areas, which we're
24 not.

25 Senator Kaine?

1 Senator Kaine: Thank you, Mr. Chairman.

2 Thanks to the witnesses.

3 First a general question for all four of you based on
4 your verbal testimony. Would you agree that a comprehensive
5 national security strategy would require a repeal of
6 sequestration not only for defense but also for the non-
7 defense accounts that directly bear upon national security?

8 General Allyn: Senator Kaine, absolutely. We require
9 a new national security strategy to guide both the military
10 capability that's required and the other elements of
11 national power that would be integrated to whatever solution
12 we would need to deliver around the world.

13 Admiral Moran: I would agree with General Allyn, sir.

14 General Walters: I agree, sir. The entire nation's
15 power needs to be brought to bear.

16 General Wilson: I agree.

17 Senator Kaine: Thanks, General Wilson.

18 General Allyn, in your verbal testimony, in talking
19 about readiness, you talked about the link between readiness
20 and our ability to recruit and retain our best talent, and
21 I'd like you to elaborate on that a little bit. What's the
22 connection between these readiness discussions we're having
23 and the ability to recruit and retain?

24 General Allyn: Thank you, Senator Kaine. As I talked
25 in the intro of the conversation, the Army is people. At

1 its core, our primary weapon system is our soldier. So
2 unless we can continue to assess the great champions that
3 continue to join the United States Army every day and retain
4 the best, we cannot sustain the tempo that we are executing
5 each and every day around the globe.

6 We have really endured the last several years of the
7 drawdown on the backs of our soldiers who have been willing
8 to extend the time deployed, reduce the time at home, and
9 carry that load. We cannot continue to bear that burden
10 into the future without severe readiness impacts. If we
11 don't have soldiers manning our forces and carrying our
12 weapons, we don't have anything. So that is job 1 for us.

13 Now, the good news is we are successfully recruiting
14 the force that we need, and we are seeing very positive
15 signs in retention. In response to the NDAA 2017
16 authorization, our first step was to try to retain more of
17 the current force, and within the first 30 days of this
18 effort 2,500 have said I want to extend on this great team.
19 So we are encouraged by that, but we know that this is a
20 long-term effort, and we have to stay after it.

21 Senator Kaine: Thank you.

22 Admiral Moran, you and I talked in my office about the
23 maintenance of ships, and as you point out, maintenance is
24 modernization for a lot of what you do. If we're down from
25 the 300 and teens down to 275, doesn't that make the

1 maintenance of the remaining 275 even more important?

2 Admiral Moran: Yes, sir, it absolutely does.

3 Senator Kaine: Talk to me a little bit about the
4 shipyards, and I'll stay with Admiral Moran because there
5 was an implementation guideline on the civilian workforce
6 hiring freeze that was last week issued by the deputy
7 secretary of defense, Secretary Work, and he authorized
8 certain exemptions for positions in shipyards and depots
9 that perform direct management of inventory and direct
10 maintenance of equipment. But nevertheless, that hiring
11 freeze still is affecting your shipyard and depot workers,
12 and many of them are nearing retirement. If this hiring
13 freeze were to continue without adjustment, talk a little
14 bit about the effect that that would have on shipyards in
15 particular.

16 Admiral Moran: Yes, Senator. I'm mindful of the fact
17 that we've got several members here that have shipyards that
18 are very concerned.

19 Senator Kaine: Yes, I'm trying to beat the question --
20 [Laughter.]

21 Admiral Moran: Yes, sir. So we have some pretty good
22 assurances that the hiring freeze, the temporary hiring
23 freeze that's been put into place, that we will be able to
24 get exemptions for our depots and our yards. We are still
25 working through the mechanics of that, though. The

1 Secretary of the Navy, who has been delegated authority to
2 allow for these exemptions, has to sign each person's
3 exemption, or can we do these in groups based on the lower
4 echelon input? So we're working through those details, but
5 I think you'll be pleased to know that we're going to get
6 through this in the very near term.

7 But to your point, if it were to endure, we're back to
8 sequestration, furlough levels of '13, that was devastating
9 to our force, and we don't want to go there.

10 Senator Kaine: And could I have the other members of
11 the panel talk a little bit about what the hiring freeze
12 would mean if it continued?

13 General Walters: Sir, I'll just give you a short
14 example. We're doing a lot of planning to increase
15 readiness and grow the force and do these things. I'm short
16 contracting officers 50 percent. If I can't hire
17 contracting officers, we can put any plan we want in place,
18 we can put the money in place, but I can't execute it, it's
19 not going to come to fruition. So that's one of our
20 challenges.

21 Senator Kaine: General Wilson?

22 General Wilson: You mentioned shipyards; depots are
23 the same way. So we need to be able to -- today, 96 percent
24 of our civilian workforce works outside of Washington, D.C.
25 They work in places like our depots or on our flight lines.

1 And if we can't hire, that has a direct impact to readiness.
2 We're confident that we can get the procedures in place to
3 move through this, but we can't have it slow down the
4 hiring.

5 General Allyn: And for the Army, we've begun to triage
6 our depots based on those temp and term hires that were
7 about to expire. We've worked through February. We're just
8 about through March, and we find that the waiver is meeting
9 the need that we have for our commanders, and we have a
10 direct link between our commanders and the Secretary to
11 ensure that bureaucracy does not get in the way of taking
12 care of our people.

13 Senator Kaine: I'm going to use the remainder to allow
14 General Walters and General Wilson to answer the question
15 that Senator Inhofe asked, because I was really interested
16 in the prioritization, if there were restoration of funds,
17 what are some of the highest priority items that you've not
18 been able to do that you would want to do, and I think this
19 is really important testimony to get on the record today.

20 General Walters: Yes, sir. So we are like all the
21 other services that have taken hits in modernization. We're
22 at about 50 percent of where we were even five years ago.
23 It caused us to make decisions. Our ground combat vehicle
24 program, our 40-year-old amphibious vehicles, our Humvees
25 need to be replaced, and we have programs for that but

1 they're a very, very minimal amount, minimum sustaining
2 rate, and it caused us to do things like an obsolescence
3 program on our light armored vehicles instead of buying new
4 ones. So we're putting -- I don't like the term "band-aid,"
5 but we're putting that program on a light armored vehicle
6 when we really should be buying a new one.

7 Senator Kaine: General Wilson?

8 General Wilson: Senator Kaine, just like Admiral Moran
9 talked about, our first priority would be nuclear
10 modernization. We delayed investment in that for far too
11 long. Today we have 75 less F-35s than we had planned on in
12 2012. So the F-35 program is a significant modernization
13 program going forward.

14 Additionally, the KC-46 and the B-21 are significant
15 programs going forward. Today's modernization is tomorrow's
16 readiness, and right now our average fleet is over 27 years
17 old. We've got 21 of 39 fleets of our aircraft that exceed
18 the 27-year average. So building this new capability will
19 help the modernization going forward.

20 Admiral Moran: Senator, if I could add, if you don't
21 mind, General Wilson reminded me that for Navy I was focused
22 on the shipbuilding part, but aviation is clearly a
23 priority, either in the near term buying Super Hornets to
24 replace the Hornet fleet, the legacy Hornet fleet, but also
25 we're in the same position. We are well behind where we

1 wanted to be when it comes to the F-35. So those are two
2 very important modernization --

3 Senator Inhofe: I know that's true, along with the
4 pilot problem, which I'm hoping members will get into.

5 Thank you, Senator Kaine.

6 Lieutenant Colonel Ernst?

7 Senator Ernst: Thank you, sir. I appreciate that.

8 Gentlemen, thank you very much for being here today. I
9 told a friend earlier today that I think what I'm going to
10 hear from you gentlemen today is very similar to what we
11 heard from last year, and that's extremely disappointing I
12 think for all of us. So thank you for working under such
13 tight constraints.

14 General Wilson, I'll start with you. The Iowa Army
15 Ammunition Plant produces components for some of America's
16 most advanced ammunition. Since 1941 it has played a role
17 in ensuring America's forces are ready, and I noted in your
18 written statement that you say we must have sufficient
19 munitions to counter threats. So you're stating in your
20 opinion that your munition supply is low; is that correct?

21 General Wilson: Yes, Senator. Today we're expending
22 about -- well, in the ISIS fight we expended 43,000
23 munitions. We're spending about 1,500 a month. So
24 replenishing that stock we think will take about a billion
25 dollars a year of added investments over a significant

1 period of time, just to replenish those stocks. But our
2 preferred munitions to meet all the combatant commanders
3 needs, we have a deficit across all of them that we need to
4 dig our way out of.

5 Senator Ernst: So as far as Congress is concerned,
6 simply by providing the dollars necessary, you would be able
7 to secure those munitions?

8 General Wilson: Yes, ma'am. We've put investments not
9 only into the munitions but into what you described, the
10 infrastructure that makes those munitions. So all the
11 plants that produce the fill for the munitions are part of
12 the investment going forward. It's a significant investment
13 we believe of about a billion dollars a year for about a
14 decade, just on munitions.

15 Senator Ernst: Very good. I appreciate that. Thank
16 you very much, General.

17 General Allyn, thank you. I appreciate you leading the
18 way in everything that you do in your travels around the
19 globe to visit our soldiers. That has been very important,
20 and it has been noted in many conversations that I've had.
21 So, thank you so much.

22 You stated that our greatest asset is our soldiers, and
23 I firmly believe that. I believe that we have some of the
24 finest young men and women out there. As you know, I've
25 been a long-time proponent of upgrading small arms

1 capabilities within the Army, and I know, I know that
2 readiness begins with the individual soldier. If they are
3 not ready, none of our higher echelons can be ready.

4 I do commend the Army's recent action on upgrading its
5 handgun. I did receive a call from the chief, and I was
6 glad to hear about that. The fact remains that it took far
7 too long for that to happen, but we are on our way.

8 Russia continues to upgrade its rifles, and this really
9 needs to be a priority as well for the Army.

10 So again to you, besides more money, what can we do to
11 upgrade other small arms, and how can we do it faster?

12 General Allyn: I know that you're aware we have a
13 soldier enhancement program that is part of our program
14 executive officer soldier, and we are focused on a number of
15 initiatives to ensure that our soldiers have the best
16 possible equipment as they go into combat in the future, as
17 we have been able to do in the past.

18 We have many of those programs, just like every other
19 modernization program that we have. For instance, our
20 multi-year programs for our aviation fleet are all on the
21 floor, right? They're absolutely at the minimum level to
22 keep those contracts alive. We cannot operate that way.
23 The unit cost for every aircraft is increased each time we
24 do that, and yet year over year we're put into this dilemma.

25 So in our soldier portfolio I can provide for the

1 record specifics, but having reviewed that in detail and
2 visited PEO soldier at Ft. Belvoir, we have a number of
3 lighter, better human dynamic and next-generation FLIR
4 capability that we need to get to the force. But we've got
5 to have money to enable that to happen, so I appreciate your
6 continued support as we move forward.

7 Senator Ernst: Outstanding. Thank you, General.

8 Admiral Moran, thank you. I enjoyed our conversation
9 the other day. We agreed that readiness is really a mutual
10 obligation, something that we have to commit to in the
11 Congress. You committed to continue to look for ways to
12 make major acquisitions like the Ford class carrier and the
13 F-35C more efficient. That's imperative. I recognize
14 Congress' responsibility to provide better budget planning
15 and execution.

16 Can you commit to me here again that you're going to
17 hold programs like the Ford class carrier accountable?

18 Admiral Moran: Yes, ma'am, absolutely.

19 Senator Ernst: Thank you. And in our meeting you
20 painted a very grim picture of our Navy's current state of
21 readiness, and I think ensuring that we are being fiscally
22 conservative with major programs like that is key to
23 establishing that readiness.

24 A question for you and something that we just briefly
25 touched on. If our Navy had to answer to two or more of the

1 so-called four-plus-one threats today, could we do that?

2 Admiral Moran: I hate to use the lawyer answer here
3 and say it depends, because it does depend on which two of
4 the four we're talking about. To answer it more
5 specifically than that, I think we probably need to go into
6 a closed hearing to really fully flesh that out for you.
7 But we are at a point right now, as I said in my opening and
8 in my written statement, that our ability to surge beyond
9 our current force that's forward is very limited, which
10 should give you a pretty good indication that it would be
11 challenging to meet the current guidance to defeat and deny
12 in two conflicts.

13 Senator Ernst: Absolutely. Thank you very much,
14 Admiral.

15 And finally, just very briefly, General Walters, you
16 listed the growing concern for the end strength as one of
17 your top priorities. Right now it looks like you're going
18 to have to pull in 3,000 Marines a year to meet those
19 recruiting goals. Is that accurate?

20 General Walters: To be quite accurate, Senator, we
21 think we should not grow any faster to ensure our standards
22 are met.

23 Senator Ernst: Very good. And given that --

24 General Walters: And we'll buy their --

25 Senator Ernst: Very good. The legal answer.

1 [Laughter.]

2 Senator Ernst: Given that women make up about 50
3 percent of our population, actually a little bit more,
4 that's a good place to start. Do you have a plan for
5 utilizing women? And what role will they play as you try
6 and increase your readiness and reach your desired end
7 strength?

8 General Walters: As you well know, the policy now is
9 that all MOS's are open to women in the Marine Corps. We
10 have a battalion that's starting a great woman right now. I
11 can't report to you on any results of that. We have three
12 female infantry down there and three in the staff, and that
13 was out of 380 that were trained and three volunteered.
14 We've turned the recruiters to start recruiting for that
15 MOS, and we have 13 in the pipeline right now. So it's
16 going to be the law of small numbers for a while, I believe.

17 Senator Ernst: Great. Well, I appreciate it very
18 much, General. And P.S., the Marines need more amphibs.

19 So, thank you. Thank you very much.

20 Senator Inhofe: Thank you.

21 Senator Shaheen?

22 Senator Shaheen: Thank you, Mr. Chairman.

23 And thank you all for being here today and for your
24 service to the country.

25 I just want to pick up on Senator Ernst's comments

1 about handguns for the Army and point out that I was very
2 pleased to see that get done and very proud to report that
3 those handguns are going to be made in New Hampshire by Sig
4 Sauer, which is an excellent company. So you're going to
5 get the best.

6 Admiral Moran, as we discussed when we met, one of the
7 things that I found very concerning was when the first
8 meeting of the Navy caucus met last fall, that Admiral
9 Richardson said to us that the Navy no longer plans any
10 spending in the first quarter of the new fiscal year because
11 of the ongoing continuous resolutions that you all have had
12 to deal with and the uncertainty that that means.

13 So I think we are probably looking at another CR for
14 the remainder of this year, and I wonder if each of you
15 could identify what you think will be the most challenging
16 impact of that CR as you look at what you're facing in this
17 current budget situation.

18 General Allyn: Thank you, Senator Shaheen. I'll
19 start, and I know they'll be ready to pile on here.

20 Our Fiscal Year 2017 NDAA authorized an increase in our
21 operations maintenance account of over \$4 billion. None of
22 that will be executable under a continuing resolution. That
23 will have severe implications to not only planned operations
24 here in the homeland but OCO missions as well, contingency
25 operations overseas. So that will be a significant problem.

1 We also have 50 new starts that are part of our
2 president's budget for 2017. None of those will get
3 started.

4 And to the point that Senator Ernst made about
5 ammunition, we also have a severe backlog in our war
6 reserves which we were trying to get after by increasing
7 production at our plants and facilitizing those plants.
8 None of that will be possible under a year-long continuing
9 resolution.

10 That's just the top couple for the United States Army.

11 Senator Shaheen: Thank you.

12 Admiral Moran: Senator, thanks for the question. The
13 top for us would be deferral of 14 ship avails, to include
14 one submarine that would add to the current bow wave for
15 backlog that we have, which is rather enormous. We would
16 probably -- we will begin to shut down two air wings
17 completely. That means no flying for two air wings, and
18 we'd go to what we refer to as tactical hard deck for two
19 additional air wings, which is 11 hours a month per pilot,
20 just to keep them safe. And then we would -- well, it would
21 definitely impact the other flight hour accounts which do
22 pilot production, so where we train pilots to become pilots.
23 I'm about to go over to the Naval Academy tonight to welcome
24 the newest selectees for naval aviation. I'd hate to tell
25 them that they're not going to be able to train to be pilots

1 for a while. But that's what we're being faced with if we
2 go to a year-long CR without trading, moving accounts around
3 where something else has to give.

4 Senator Shaheen: Thank you.

5 General Walters?

6 General Walters: Yes, Senator, I'm with the Navy on
7 this one. The definition of a CR is spending at 16 levels.
8 Our flying hour accounts are nowhere near. I think I
9 testified yesterday that if we don't get a supplemental,
10 we'll probably stop flying in July. It could be more. We
11 could burn through our 16 levels because we have more RBA
12 aircraft in 2017 than we had in 2016, and that's how it
13 works. That would be the effect on us.

14 Senator Shaheen: Thank you.

15 General Wilson: Senator, we would have a \$1.5 billion
16 math problem to make up. It would impact 60 new starts. To
17 meet that math problem, we'd have to directly -- the only
18 place we can go for money is our readiness accounts. So it
19 would be flying hours, WSS, or facilities, FSRM accounts.
20 So much like the rest of the service, we'd stop flying in
21 the summer, we'd backlog the depots, we'd have to delay,
22 further delay any modernization of our infrastructure on our
23 bases. So the thing we're trying to stop or dig our way out
24 of, readiness, would impact the most.

25 Senator Shaheen: Thank you all.

1 General Allyn: If I could, Senator --

2 Senator Shaheen: Please.

3 General Allyn: -- just to add for all of us, you
4 authorized an end strength increase. That would not be
5 funded. So we would be starting that hollow force revisit.
6 At least when I joined the United States Army, we were
7 coming out of that, and we would be starting back down that
8 precipice.

9 Senator Shaheen: Well, I think I've heard everyone on
10 this subcommittee and everyone on the Armed Services
11 Committee say that we can't let that happen. So shame on us
12 if we don't take action to address it.

13 General Wilson, I was distressed to read in your
14 testimony that pilot retention has declined for five
15 straight years. To what do you attribute that? Is it the
16 uncertainty that people are facing, the lack of readiness to
17 be able to train? Or is there something else going on?

18 General Wilson: Senator, there are a lot of factors at
19 play here, but let me try to give you a snapshot of a couple
20 of them.

21 It is lack of flying, because pilots join the Air Force
22 to fly. There are different categories, but today's fighter
23 pilots are flying about 75 to 80 sorties a year, and they're
24 flying about 140 to 150 hours a year, total. That's
25 significantly down from before. So they come into the Air

1 Force to fly.

2 We've got lots of efforts underway to improve the
3 culture of the squadron, to see what a 21st century squadron
4 looks like, and how do we remove the impediments that keep
5 pilots from doing what they want to do. So whether it be
6 reducing additional duties or their ancillary training,
7 improving their quality of life, we're working on those
8 efforts.

9 But the other part of it is there's an ops tempo that
10 goes on. Again, if I take a fighter squadron, for example,
11 the Shaw fighter squadron that flies F16s, when they're in
12 the bucket to deploy, that year they average 260 days a year
13 gone from their families. On the year that they're back
14 home, not deployed, they're averaging 110 days TDY to do
15 other things, red flags, other exercises, so they're gone a
16 lot.

17 So at about that 11-year point, the family makes a
18 decision do we continue doing this, and the airlines are
19 hiring and they're paying a lot of money, and is this a
20 better stability for us. So we're trying to get after this
21 problem, and I can talk more on the pilots because I don't
22 think it's an Air Force problem or a Navy problem or a
23 Marine problem; it's a national problem that we're going to
24 have to get our arms around to get after.

25 Senator Shaheen: Thank you.

1 One of the issues that we've been following very
2 closely in New Hampshire is what's happening with the KC-46
3 new air refueling tankers. I just learned that the
4 delivery, that first delivery of aircraft has slid by about
5 six months. Will that have an impact on our readiness? How
6 will that affect what's happening?

7 General Wilson: Senator, we all think it won't impact
8 readiness per say because we're going to keep the number of
9 KC-135s and KC-10s, and as we bring on the KC-46, once we
10 get to the 479 tankers, then we'll start one-for-one
11 replacing KC-10s and taking them out of the fleet. It's not
12 ideal, we wanted to be on time, but we slid a little bit.
13 After the initial batch of three per month, then we're going
14 to go to 1.5, 1.25. But that slide in adjustment has made
15 about a six-month delay.

16 Senator Shaheen: Thank you.

17 Thank you, Mr. Chairman.

18 Senator Inhofe: Thank you, Senator.

19 Chairman McCain?

20 Senator McCain: I thank the witnesses, and I only wish
21 that all members of Congress could hear the testimony today
22 as we again fight the battle of sequestration.

23 I only have one question, and I don't want to take the
24 time of my colleagues. But in late 1970s, some of you may
25 recall or know that the chief of staff of the United States

1 Army came before Congress and said that we had a hollow
2 Army, and that caused significant repercussions throughout
3 the Congress and the nation.

4 I'll begin with you, General Allyn. Do we face the
5 prospect of a hollow Army?

6 General Allyn: Thank you, Chairman McCain. My belief
7 is if we continue with a continuing resolution, and if we do
8 not eliminate sequestration this year, then we will be faced
9 with the likelihood of beginning that dive toward a hollow
10 force.

11 Admiral Moran: Senator, I believe that the sign of a
12 hollow force is when no one wants to stay in the force, and
13 I think the longer we go, to General Allyn's point, with
14 reduced funding and an inability to allow our young men and
15 women to do what they joined to do, to serve their country,
16 they'll walk, and that will lead to a hollow force. So
17 we're under threat here in the next few years if we don't
18 get our fiscal house in order.

19 General Walters: Chairman, same for us. If we don't
20 give them the new equipment, they won't stay around; and
21 that, by definition, at least in my mind, is a hollow force.

22 General Wilson: Chairman, I would agree with
23 everything that's been said. As we look at the time period
24 you talked about, the late '70s, at the depth of the hollow
25 force, we're flying less sorties and less hours today than

1 we were then.

2 The good news is we saw how we got there and we saw how
3 we get out of that, so we know what's required to do that.
4 We know that it takes, first of all, manpower. Once we fix
5 the manpower, then we get the right training. With the
6 right training, we get the weapon systems support, we get
7 the flying hours that we need, we fix the infrastructure,
8 and we can dig out of this, but we have to start now.

9 Senator McCain: Thank you.

10 Thank you, Mr. Chairman. Thank you for holding this
11 hearing.

12 Senator Inhofe: Thank you, Mr. Chairman.

13 Senator Rounds?

14 Senator Rounds: Thank you, Mr. Chairman.

15 Gentlemen, thank you for your service to our country.
16 Sometimes we don't say that enough. We appreciate what you
17 do.

18 I want to just work through some anecdotes that we've
19 learned about, and I'd like your thoughts on them, and
20 perhaps this brings some focus to the day-to-day operations
21 and some of the challenges that you have and your team has.
22 If you don't feel comfortable discussing it in this
23 category, please let me know.

24 Admiral Moran, I'd like to start with you. Can you
25 talk about the submarines that you've got right now, their

1 capabilities right now and whether or not, specifically with
2 the USS Boise, what the challenges are and the current
3 position?

4 Admiral Moran: Senator, thanks for the question.
5 First of all, our submarine force is the finest in the
6 world, unquestioned. But we are lacking capacity in the
7 long haul. So if we don't turn around our procurement of
8 Virginia class submarines, we're going to be down in the low
9 40s by the middle of next decade. That's the lowest point I
10 can recall. And we ask an awful lot of that force.

11 To give you an indication of where we are with this
12 smaller Navy running harder than it has in a very long time,
13 we are out in our public yards, the priority to fix ships in
14 our public yards are our nukes, starting with our boomers
15 because of the national strategic deterrence, followed by
16 our aircraft carriers, and then we get down to the SSN
17 world. Because of the capacity limitations and the
18 workforce limitations that we've had, and our inability to
19 get some of our submarines or some of our work assigned to
20 the private yards, we've had to delay submarines like Boise
21 for an extended period of time.

22 So Boise was scheduled for a 24-month availability.
23 They are now on 47 month. In that time, the CO has come --

24 Senator Rounds: May I just make this point?

25 Admiral Moran: Yes, go ahead.

1 Senator Rounds: What you're telling me is that you've
2 got a nuclear submarine that, because it doesn't meet
3 readiness standards, you can't take it out and utilize it
4 today.

5 Admiral Moran: Even while it's waiting for
6 maintenance, it is not certified to dive because of the
7 length of time it's been parked. Yes, sir, that's true.

8 The last piece of that that's important is that, much
9 like Albany, another SSN, which also was extended for 48
10 months, that CO started the avail and finished the avail
11 having never left the yard to operate that submarine. The
12 XO and the chief engineer, I believe, neither one of them
13 promoted, and the entire crew never deployed. We're on path
14 to do that with Boise if we don't get her going. So we're
15 looking hard at the private yards to fix that problem.

16 We have four additional, upwards of five additional
17 submarines this year who are going to have to go for an
18 extension to their dive certification. They're in a similar
19 situation. We think we get most of those extensions by NR,
20 but if they don't, then we have a similar problem with some
21 of them as we have with Boise today.

22 Senator Rounds: It's one thing to build to buy new.
23 It's another thing to take care of the stuff you've got,
24 which is suggesting that while we're talking about buying
25 new, we're not giving the resources to even take care of the

1 equipment that we've got today necessary for your
2 operations.

3 Admiral Moran: We often trade readiness dollars to pay
4 for current operations and making sure our kids who are
5 overseas on deployment have everything they need.

6 Senator Rounds: I understand right now it's not just
7 the ships themselves, it's not just the boats themselves.
8 When you talk about manning them and equipping them, is it
9 true that right now there have been cases in which you've
10 had carriers moving back out of the areas of forward
11 operations into the back areas and trading them off and
12 literally having to stop midway and trading munitions from
13 one ship to another because you don't have the resources
14 right now to maintain two?

15 Admiral Moran: All of the services are struggling with
16 munitions stocks, and we're no different. So when our
17 carriers swap places, one coming home and one going on
18 deployment, they often have to offload some of their
19 munitions to fill the stocks of the one that's going on
20 deployment. That is true.

21 Senator Rounds: Not necessarily the best way to run an
22 operation.

23 Admiral Moran: Not if you're going to turn that
24 carrier back around if something happens in the world like
25 has happened in the last five years, that's true. Yes, sir.

1 Senator Rounds: Thank you. Let me just ask with
2 regards to the tankers right now that we've got, I don't
3 think we can go anyplace in the world right now without
4 having any one of our aircraft having the availability of a
5 tanker. What's your current status on tankers, and what are
6 their capabilities today, and what would you expect them to
7 be in order to meet the ongoing needs of the Air Force?

8 General Wilson: Senator, we certainly are flying KC-
9 135s today. We're bringing on the KC-46, which is brand
10 new. We'll start delivery this year. We're flying KC-10s
11 to keep 479 booms in the air. And you're absolutely
12 correct, we've become a global Air Force because of our
13 tanker force that can move us around the world. As I
14 highlighted in my opening testimony, the strike in Libya
15 would have never happened without 18 different tankers
16 taking off from bases in the U.S., Europe and the Middle
17 East to make that mission happen.

18 Our tankers are getting old. That's why the KC-46 is
19 so important going forward and why it improves everything.
20 It improves MC rates to have more of them to fly, aircraft
21 availability. It improves capacity. The KC-46
22 modernization program is the first step to modernize the
23 tanker force. Largely it was built in the '50s, modernized
24 along the way. But we find tankers, KC-135s, with tail
25 numbers of 56, older than I am, and I'm an old guy, out

1 there on the ramp. As we've talked about, the maintainers
2 who maintain those do Herculean efforts to keep all those
3 airplanes ready.

4 Senator Rounds: Let me ask you about your pilots right
5 now. How long does it take you right now to train a pilot,
6 and how long under optimum conditions should it take you
7 based upon the availability of aircraft that are air worthy
8 today?

9 General Wilson: Senator, today, to produce a basic
10 pilot takes a little over a year. From that time, then
11 they'll go on to their training school. Depending on what
12 they're doing, it takes anywhere from four to eight months
13 to a year to get what we call mission ready. Then after
14 that they'll go off to their units.

15 Our training path is pretty much at capacity. So we're
16 producing about 1,200 pilots a year. We think we can grow
17 that to about 1,400, and then we'll max out the current
18 capacity to produce pilots. Our problem isn't getting
19 pilots on the front end. It's basically retaining them on
20 the back end, and then in the middle of that being able to
21 absorb them, getting them all the flight time and training
22 that they need. The hours of sorties have been coming down
23 across the force in the last decade.

24 Senator Rounds: I had a chance to visit the F-35 base,
25 the training base in South Carolina yesterday. I noted that

1 you've got up-to-date models that are flying right now.
2 They've got good operational capabilities, Admiral, and that
3 basically that B model right now is operational and ready to
4 go. The one thing that I discovered is that you guys could
5 use more of those in an expedited manner to make up the
6 difference. That aircraft where for a while there were
7 program problems, right now you're using some updated
8 software in it, and they're flying, and they've got a good
9 operational capability.

10 The aircraft in its current condition, we can use those
11 in combat today, can't we?

12 General Walters: Yes, sir, we can. The software
13 upgrades need to continue to give us full capability. It
14 needs to deliver on time.

15 Senator Rounds: I was very impressed with what you're
16 doing down there, and I appreciate it, and thanks for the
17 opportunity.

18 General Walters: Thanks for visiting the Marines down
19 there, sir.

20 Senator Rounds: Thank you.

21 Thank you, Mr. Chairman.

22 Senator Inhofe: Thank you.

23 Senator Hirono?

24 Senator Hirono: Thank you, Mr. Chairman.

25 Thank you all for your service and leadership.

1 Admiral Moran, thank you very much for your commitment
2 to making sure that we move ahead with a waiver of the
3 hiring freeze at our shipyards. Pearl Harbor Navy Shipyard
4 is very important to our national security, as well as to
5 Hawaii.

6 General Wilson, in your prepared testimony you state
7 that today's Air Force is at risk of becoming a second-best
8 hand, with readiness hovering near 50 percent. Can you
9 explain for the American public what this means in terms of
10 what the Air Force can and can't accomplish in terms of its
11 mission? And in your opinion, how much additional budget
12 relative to recent budgets would the Air Force need, and how
13 much time would it take to get readiness levels to much more
14 acceptable levels?

15 General Wilson: Let me start with -- I used an
16 example, Senator, of how long does it take to grow an eight-
17 year tech sergeant. It takes eight years, and that's the
18 type of experience we need and I think it's going to take to
19 get to the readiness levels that we need. It's not going to
20 happen in one year or two years. We're looking at six to
21 eight years to bring the readiness level back up to 80
22 percent.

23 When I talk about the United States Air Force being 50
24 percent ready, there are pockets of the Air Force that are
25 significantly below that. Let me give you a snapshot again.

1 To go back to the Desert Storm timeframe, in 1991, our Air
2 Force stood at about 500,000 active airmen, 134 fighter
3 squadrons. Today we have 55 fighter squadrons, and that's
4 active Guard and Reserve. Of that, 71 percent are deployed
5 today or are doing co-com-assigned missions, homeland
6 defense of the nation or doing theater support in both
7 Europe and the Pacific. Said another way, there's 29
8 percent left in the United States not fully engaged today.

9 In those different units, in a case against violent
10 extremists, I've got very ready crews. They're going to win
11 in the Middle East. But against a high-end adversary,
12 they're not training the way they should. They're not doing
13 all the muscle movement, all the skills that they need to
14 practice on a routine basis to be ready against any
15 adversary anywhere.

16 Senator Hirono: When you talk about a high-end
17 adversary, you're talking about Russia or China?

18 General Wilson: Russia or China, for example.

19 Senator Hirono: Again, General Wilson, the Air Force
20 COS has stated that 50,000 airmen have left the Air Force
21 while missions have grown, so there's a math problem, and
22 that the Air Force is too big for the resources available
23 but far too small for what the nation demands of it.

24 Can you explain the implications of reduced readiness
25 and the impacts on morale and retention? I think one of you

1 said it's getting them on the front end that's okay, but
2 keeping them is a major problem.

3 Can you talk about the Air Force's plan to increase
4 readiness in future years? And also, what steps are being
5 taken by the Air Force to meet the requirements for more
6 technically capable recruits for areas like space, cyber,
7 ISR, and nuclear?

8 General Wilson: Senator, those are all fantastic
9 questions. I'll maybe start with the last one.

10 We are in competition. We want the best talent that
11 America has to offer, and the good news is we're getting
12 great talent. It's going to continue to be a challenge as
13 we go forward, as we grow our force, because we've got to be
14 able to attract America's best and brightest. They've got
15 to see what we do is different, and I think we can connect
16 to the American public about the value of our mission. When
17 they see what we're doing, they want to serve, they want to
18 join our team.

19 But to be part of that, to be part of a world-class
20 team, we need to get them the right education, training, and
21 equipment, and then make sure they're both personally and
22 professionally fulfilled. That's what keeps them in the
23 service. So across those areas we've got lots of work to do
24 to make sure that they're not coming into the Air Force and
25 working on old, outdated equipment, that they're working on

1 state-of-the-art equipment. The training and education they
2 get is world class. So they remain committed, passionate,
3 and proud about serving our nation and are personally and
4 professionally fulfilled.

5 Senator Hirono: So for our other services, are you
6 basically having retention problems also, and what are you
7 doing to make sure that the troops stay in?

8 General Walters: Retention should never be taken for
9 granted, Senator. It's something we look at every day.
10 When it comes to pilots, I think probably the Air Force is
11 the bellwether for that, and we're watching very closely
12 what they're doing, and we're looking for the partnerships
13 to try to keep more pilots in place.

14 The biggest thing we can do to retain service men and
15 women is to give them the equipment they need and the
16 training they need and the quality of service. The quality
17 of life will come. But give them the things they need to do
18 the job they came in for. If they sign up, let's get them
19 the stuff they need.

20 Admiral Moran: Senator, I agree with everything that's
21 been said. I would just add that retention problems are
22 always looking in the rearview mirror. It's very difficult
23 to project when it's going to come without some of the
24 canaries in the coal mine.

25 On the pilot side, we certainly look to the Air Force

1 to be the leading indicator of that. So we're concerned,
2 deeply concerned that they're having issues.

3 When it comes to recruiting, I often look to the Army
4 because they recruit more young men and women into the Army
5 than any of us do. So if they're having troubles, then we
6 should be looking next.

7 So those are the bellwethers and the canaries in the
8 coal mine for us.

9 We currently are doing fine when it comes to
10 recruiting. A lot of young men and women want to come join
11 the service to their country. It's keeping them for the
12 long haul, especially those we have invested a lot of money
13 in for their technical training that we really have to pay
14 attention to.

15 General Wilson: Senator, can I pile on just for a
16 second, just to give you another example? If each of us
17 were to lose -- again, I'll use fighter pilots just for an
18 example. If I say I've lost 10 fighter pilots, what I
19 really said, what I should be saying, that's a \$100 million
20 capital investment, because they're about \$10 million each
21 to train, and it takes 11 years. So when they get out at
22 the 11-year point, that's the loss. I've got to make up
23 that capital investment, plus time, and that experience. So
24 we're focused hard on how to retain quality pilots in the
25 Air Force, and what they've all said, let them do their job

1 with the right equipment.

2 Senator Hirono: Did you want to add something,
3 General?

4 General Allyn: Thank you, Senator Hirono. I would
5 echo the comments that have been made. I will tell you that
6 we are assessing the finest talent that we have seen in our
7 history. So we're getting high-quality soldiers that are
8 joining. We are watching very carefully our mid-grade non-
9 commissioned officers and mid-grade captains and majors who
10 have been on this relentless tempo. The reason why the end
11 strength increase is so important is that a smaller force
12 cannot continue to carry the same load without a retention
13 impact. So we need to grow the force. We need to sustain
14 the quality that we have, and we will not have a retention
15 problem as we move forward if we do that.

16 Senator Hirono: And it's pretty hard to enable our
17 people to do the jobs that they signed up for if we continue
18 to rely on short-term CRs and we do not get rid of
19 sequester, because those all impact readiness and
20 modernization, all of those connected areas.

21 So, thank you very much, Mr. Chairman.

22 Senator Inhofe: Thank you, Senator Hirono.

23 Senator Perdue?

24 Senator Perdue: Mr. Chairman, thank you for having
25 this hearing. I just want to say for the record, I'm

1 shocked. When I read the testimony -- and I want to thank
2 you guys and your teams for everything you're doing, but I
3 want to comment on where we are. I mean, this is shocking
4 to me, that the Federal Government has only a few things
5 it's supposed to do. One of six reasons 13 colonies got
6 together to start with was to defend and provide for the
7 national defense. No leader would ever let that
8 responsibility dwindle to this sort of capability. It's not
9 the fault of these guys. God bless them. I think they're
10 getting as much out of what we've given them over the last
11 25 years than anybody in the world, but here's where we are.

12 This is not the first time we've been there. General
13 Wilson, you mentioned the late '70s. I mean, in the '70s,
14 post-Vietnam, we defunded the military. We recapped it in
15 the '80s. We defunded it again in the '90s. And we sort of
16 recapped it in the 2000s. But behind 15 years at war, we
17 burned it up, and a lot of that money went to operations,
18 not equipment.

19 So we hear across all these services, we've got 20
20 years of catch-up here, and I don't know how you do that.
21 General Mattis two weeks ago actually said that the greatest
22 threat to national security is our own Federal debt, and
23 here's why. I mean, we can't fund what these guys need, and
24 what we need for them to have. There's a moment in history
25 here today -- I just want to say it, though -- that I heard

1 both sides today say that we have something in agreement,
2 and I want to document that today in the United States
3 Senate. We both know that sequestration, CRs, and the BC
4 caps are just devastating to what we're trying to do here,
5 but it's much bigger than that, Mr. Chairman and leaders.

6 I just want to tell you how much I appreciate your
7 brave face today, but I'm very concerned that in the last
8 eight years, and in the next 10 years based on the baseline
9 budget today, the Federal Government is borrowing over 35
10 percent of what it spends as the Federal Government. That
11 means that we're borrowing the other 35 percent, the 35
12 percent. The problem with that is that our discretionary
13 spending is about 30 percent of our total spend. That means
14 all of the tax money we get in pays for our mandatory. That
15 means that every dollar we spend on your services, on the
16 defense of the country, every dollar we spend on our
17 veterans and our VA, every dollar we spend on the domestic
18 programs which have been holding our military spending
19 hostage, is borrowed. We have to go to China to help fund
20 what you're talking about doing today.

21 Mr. Chairman, I don't know how to say this any clearer.
22 We are in the throws, I think, of the worst military crisis
23 we've had in our history, short only of the 1800s when we
24 had to fund our first five frigates and we didn't have any
25 income to do it. I don't care how we do this, but we've got

1 to get serious as a Congress and as an administration to
2 figure out how to do this.

3 I just have a couple of questions. I read your
4 testimony. It speaks for itself. But, General Allyn, I'd
5 like for you to emphasize for the record some really telling
6 -- we had a question on the hollow force. I'd like to
7 quantify that a little bit. You mention in here that your
8 forces, you have about 31 BCTs. Is that right?

9 General Allyn: In the active force, 58 in the total
10 force.

11 Senator Perdue: Yes, sir. So of that 58, or of the
12 31, you have about 3 that could go to war tonight, that
13 could fight tonight. Is that what you said?

14 General Allyn: That's correct. They're fully manned,
15 fully equipped, and trained for immediate deployment.

16 Senator Perdue: And that 3 compares to the 58. Is
17 that correct?

18 General Allyn: That's across the 58. They happen to
19 be from the active force.

20 Senator Perdue: Agreed.

21 General Allyn: But however you do the math, it's not
22 good enough.

23 Senator Perdue: I'm trying to find out how severe this
24 really is relative to putting it in perspective. It's
25 amazing to me how Congress and past administrations have

1 allowed this to happen.

2 Talk about consuming readiness. As we sort of build
3 that back, there's a danger, and I've heard this before, and
4 I've seen it in business. You can consume what you're
5 adding back. So by the time you get to the end of that
6 adding back, you really haven't added much. I know you each
7 have that going. Could you explain that to us more?

8 General Allyn: Well, I think to my distinguished
9 colleague from the Navy, he used the term "supply and
10 demand." It's really a very simple math problem. If your
11 commitments remain steady or increase, as the United States
12 Army's have during this drawdown, and your force is smaller,
13 you are doing as much or more with less. And as a result,
14 something gives. For us, we would never send a soldier or a
15 force to do a mission that wasn't trained and ready and
16 fully equipped with the best that we can provide.

17 What that means is the force that's back here is less
18 ready than it needs to be, less well equipped, and for the
19 United States Army we've had to implement many restrictions
20 so that the forces going forward are fully manned.

21 Senator Perdue: And we see that. I've been on Foreign
22 Relations now for just two years, but traveling around,
23 meeting with your troops around the world -- and by the way,
24 the best American, and I mean the very best, is in uniform.
25 It makes me proud to be sitting here, and we want to fight

1 to help do what you're trying to do. They're getting what
2 they need at the tip of the spear. It's everything, the
3 mojo back here, is what you're saying is our problem.

4 But, General Walters, just to be specific about one
5 example of what General Allyn is talking about, in Moron,
6 Spain, you've got a great contingent of Marines over there.
7 Their mission, as I understand it, is to protect, on a
8 front-line basis, the embassies in Africa. That's one of
9 their missions, their primary mission.

10 General Walters: Yes, sir.

11 Senator Perdue: And we just had to bring half of our
12 B-22 squadron back. Could you explain to us why we brought
13 that back and --

14 General Walters: Because we couldn't sustain it, sir.
15 We had to reduce the commitment to Moron and --

16 Senator Perdue: And what does that do to your mission
17 capability?

18 General Walters: Well, it puts them in a little bit
19 riskier position if they -- we had 12 over there because we
20 had to send four to South Sudan, a no-fail mission. Four
21 had to take off. Doing that with six aircraft, four out of
22 six on a 24/7 basis, is a little bit more risky.

23 Senator Perdue: Yes, sir.

24 General Walters: Now, if we had the squadron, if we
25 had the airplanes, if we had the readiness, then we would

1 keep 12 over there. It's the same with our -- we didn't
2 only reduce that one. Our CENTCOM commitment in Al Jaber
3 went from 12 to 6 aircraft.

4 Senator Perdue: So basically cut that --

5 General Walters: We cut those commitments. The
6 requirement was still there. We just couldn't sustain it,
7 so we had to reduce the commitment to a sustainable level,
8 and that happened to be six.

9 Senator Perdue: General Wilson, you mentioned that
10 your average pilot today, active duty, averages about 150
11 hours a year. Is that correct?

12 General Wilson: Yes, Senator, across the fighter
13 fleet.

14 Senator Perdue: Yes, sir. It would shock you, I know,
15 but it certainly shocks me to realize, Mr. Chairman, that
16 I'm flying four times -- a sitting United States Senator, I
17 put four times the number of airplane hours as our average
18 Air Force pilot. That's shocking to me, and it's not your
19 fault, but I recognize how severe that puts us.

20 If we're looking at your priorities -- there's no way
21 we can fund all this in the very short term -- can you
22 prioritize between your list of the B-21, KC-46, F-35? Talk
23 about that just a little bit. And the nuclear capability.
24 You said nuclear was priority 1, right?

25 General Wilson: We have to modernize our nuclear

1 force. When you look at the nuclear force today, our
2 Minuteman IIIs were built in the '60s, Minuteman I in the
3 '60s, modernized to Minuteman IIIs in the early '70s. We
4 still have components on the Minuteman III from the
5 Minuteman I. So we have to modernize those.

6 Our Cruise missiles were designed in the '70s, built in
7 the '80s, to last 10 years. They're on their fifth service
8 life extension for those missiles. So they have to be
9 modernized. We have to have missiles that can get to the
10 target and do what's asked of it, and we have a plan to do
11 that with what's called the LRSO.

12 The B-21 bomber. Again, we're flying all of our
13 bombers. Our newest bomber is 25 years old, the B-2.
14 That's the newest bomber. So all of our bombers are old.
15 The B-21 will be a huge improvement to our combat
16 capability.

17 So nuclear first, KC-46 to follow -- or, excuse me, F-
18 35, KC-46, and then the B-21. Those are the programs going
19 forward, the modernization programs.

20 Senator Perdue: Thank you, Mr. Chairman.

21 Senator Inhofe: Thank you, Senator Perdue.

22 I think we also need to recognize -- and this will
23 surprise a lot of people. I want to distribute these out.
24 This shows what has happened to our military in terms of
25 priorities. In 1964, 52 percent of all revenues that came

1 into the United States went into defending America. That
2 figure is now 15 percent. And it's a much more volatile
3 world out there.

4 The only place we're going to come up with the
5 resources is going to be to re-prioritize where our military
6 is. I was a little bit critical of President Obama's
7 position, that he didn't want to do anything with the
8 military unless you do an equal amount. That's not what the
9 Constitution tells us we're supposed to be doing.

10 I have three things to put in, without objection, into
11 the record.

12 [The information referred to follows:]

13 [SUBCOMMITTEE INSERT]

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1 Senator Inhofe: Senator Kaine?

2 Senator Kaine: Mr. Chairman, I could make just a
3 response to your comment about the doing it equally for
4 defense and non-defense, because I think, just to explain
5 how we look at it from our side of the aisle --

6 Senator Inhofe: Sure.

7 Senator Kaine: -- because maybe this will help us
8 figure a way forward.

9 There was no necessary linkage between spending on
10 defense and non-defense prior to the sequestration and the
11 budget caps. You'd make your argument for non-defense;
12 you'd make your argument for defense. You'd hopefully
13 convince your colleagues.

14 When the caps were voted in place, the sequester in
15 August of 2011, it was let's try to find a good budget deal,
16 but if we don't, we will impose budget caps equally on
17 defense and non-defense. So the equality was as a result of
18 the budget caps going into place in the sequester, and so we
19 have always insisted on our side of the aisle that as long
20 as the caps are in place, there should be equal relief.

21 If sequester was repealed like that, we would be back
22 in the previous state where there wouldn't be a 50-50
23 argument. Each side would make its case on the priorities
24 that it wanted and may or may not succeed, but we insist on
25 the 50-50, and another president did as well, because we are

1 in a BCA cap environment, and as long as the sequester is
2 the law and we're not repealing the whole thing, we insist
3 on 50-50.

4 Now that the GOP controls both houses, it would seem
5 like a good time to go ahead and get rid of the caps, and
6 then we'll just go back to making our case about the
7 priorities. But living under the caps under this scenario,
8 I think we all agree it really doesn't make any sense, and
9 there's no 50-50 argument once the sequester goes away.

10 Senator Inhofe: Thank you, Senator Kaine.

11 Yes, Senator Shaheen?

12 Senator Shaheen: I know that we have a time deadline,
13 but I just thought it might be remiss of us to close this
14 hearing without asking our panel to testify on the comments
15 yesterday before the House panel on the BRAC process and
16 whether they support that, because there was testimony
17 yesterday that some of you would like to see another round
18 of base closing, and I just wanted to see if we could get
19 insight into that.

20 Senator Inhofe: Let's do this, and I would afford the
21 same opportunity for the other senators here. Quite
22 frankly, I didn't bring that up, and I didn't bring that up
23 because I disagree with these guys.

24 [Laughter.]

25 Senator Inhofe: Here's the problem, and tell me if you

1 disagree with this. I've been through every BRAC round,
2 five of them now. Without exception, every BRAC round for
3 the first three years costs money. If there's ever a time
4 in the history of our military that we can't afford to
5 dilute those dollars that we need to try to resolve the
6 problems that have been talked about today, it's now.

7 The second reason is this. We've allowed in this
8 starvation period our function to go down. I've always been
9 hesitant, and I felt the same way back in the '90s after we
10 said the Cold War is over and we no longer need this site,
11 we lived through that. But the problem with that is, if you
12 allow the mission, the infrastructure to go down and the
13 resources to go down to match what is already artificially
14 low, then once you rebuild you don't know for sure what
15 you're going to need.

16 Now, you didn't ask me; you asked them. So if you
17 would like to make any comments about your position on a
18 very significant issue, it would be BRAC.

19 General Allyn: I'll step into the breach first,
20 Chairman, recognizing that I'm going to say something that
21 you disagree with, but I respect your opinion. I also
22 recognize that I've been up here now for the third year
23 pleading for additional funding, pleading for the
24 elimination of sequestration, and pleading for the stoppage
25 of continuing resolutions.

1 Given that those have not gone away, we are forced to
2 look internally on where else can we save, and a BRAC is an
3 area we know we can save. And, yes, we do have to put money
4 up front, but right now we are saving \$1 billion per year
5 from the 2005 BRAC, and \$2 billion per year from all the
6 BRACs in prior years. That's real money that we need if we
7 don't get rid of sequestration and we don't get rid of
8 continuing resolutions.

9 So that's the environment that we're operating in, and
10 to us a billion dollars would make a huge difference. It
11 costs us \$30 million to run an installation, whether there's
12 a soldier on it or not. So this is real money when you have
13 154 installations to run around the world.

14 Senator Inhofe: And I would say if we can afford to
15 reach the point where that yield is achieved and realized, I
16 would agree with you.

17 Any other comments on the BRAC?

18 Admiral Moran: Senator, I would just tell you I
19 learned a long time ago that waterfront property is
20 something you should never give away.

21 [Laughter.]

22 General Allyn: The Army doesn't have much of that.

23 Admiral Moran: I know, and that's why I respectfully
24 disagree with you.

25 [Laughter.]

1 Admiral Moran: So we feel we're in pretty good shape
2 in the Navy. The 6 percent or so of overhead that we're
3 carrying really is internal to the bases. If we could do a
4 micro-BRAC inside our own bases just to demolish buildings
5 we'd like to demolish and not have to go through the
6 bureaucracy of that, that would be far more helpful than
7 going through another round of BRAC to the Navy.

8 Senator Inhofe: Appreciate it.

9 Any other comments?

10 General Walters: Sir, we're small either coast. We're
11 fine right where we are.

12 Senator Inhofe: You're still using retreads, too.

13 [Laughter.]

14 Senator Inhofe: Senator Perdue?

15 Senator Perdue: I apologize, but I cannot resist this
16 moment. I came into the Senate as a debt hawk and also a
17 defense hawk. We've lost the luxury of choosing sides on
18 this. We have to be both. I'm very concerned that in the
19 last 42 years, since the '74 Budget Act, we talk about CRs
20 and we talk about sequestration and all this, but we've used
21 175 CRs since 1974. That's not going to stop.

22 The budget process is broken. It's one of the problems
23 that --

24 Senator Inhofe: Yes, it is.

25 Senator Perdue: It's not a partisan comment. It's one

1 of the few things Senator Kaine and I -- we agree that this
2 is something, if we could get to a politically neutral
3 platform, you could eliminate CRs, you could eliminate debt
4 ceiling conversations. This is something that we can do.
5 But I think we have to use the military as the platform and
6 the reason why it is absolutely necessary we do it right
7 now.

8 So I would implore this subcommittee to start looking
9 at that as a way to put pressure back on the people who do
10 have an opportunity to change that process. One-hundred-
11 seventy-five continuing resolutions under all kinds of
12 presidents over the last 42 years. This has nothing to do
13 with partisan politics. It's something that we've got to
14 fix. We will never solve this problem until we solve that
15 problem.

16 Senator Inhofe: And we might start by passing
17 appropriations bills.

18 Senator Shaheen: Mr. Chairman, I just want to be clear
19 for the record that I agree with your position, not with
20 General Allyn's, much as I understand it.

21 Senator Inhofe: Oh. Thank you.

22 General Allyn: I wasn't coming after Portsmouth Naval
23 Shipyard, ma'am. My stepfather worked there for 30 years,
24 okay? I got to go to school because of it.

25 Senator Perdue: And in 42 years, we've averaged two-

1 and-a-half appropriations bills passed per year. That's the
2 problem.

3 Senator Inhofe: Yes. It's disgraceful.

4 General Wilson, last shot.

5 General Wilson: Senator, I think we carry about 25
6 percent extra capacity on our bases. I think there's an
7 opportunity to do some smart investment going forward. But
8 right now, we're carrying a backlog of stuff that we have to
9 pay for in this budget environment. I think we need to look
10 at opportunities to save.

11 Senator Inhofe: Okay, appreciate very much the
12 excellent testimony and the attendance. Thank you so much
13 for being here.

14 We're adjourned.

15 [Whereupon, at 4:08 p.m., the hearing was adjourned.]

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