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THREATS AND CAPABILITIES

STATEMENT OF
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BEFORE THE SENATE ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON EMERGING THREATS AND CAPABILITIES

ON THE CAPABILITY AND FORCE STRUCTURE
OF THE UNITED STATES SPECIAL OPERATIONS COMMAND
TO MORE EFFECTIVELY COMBAT TERRORISM

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Mr. Chairman, Senator Reed, and distinguished members of the Committee: United States Special Operations Command (USSOCOM) has undergone a significant transformation in the last three years: from a command that was primarily a provider of combat-ready Special Operations Forces to a command with the added responsibility of leading the Department of Defense (DOD) planning efforts in the Global War on Terror (GWOT). Enabled by Congressional and DOD support, USSOCOM has invested its increased resources to grow in both size and capability. These increases, enhanced by four years of combat experience, have created a Special Operations force that is extremely effective. Additional funds and manpower provided through the Quadrennial Defense Review (QDR) process will ensure that we continue to be the force our Nation needs to spearhead the fight against those who threaten us.

Special Operations Forces are members of the Army, Navy, Air Force, and Marine Corps who are assigned to the Commander of USSOCOM, General Doug Brown, and then are further trained and equipped to conduct missions requiring capabilities not found in the general purpose forces.

Special Operations Forces are serving in relatively large numbers in Afghanistan and Iraq, conducting raids that are disrupting our adversaries operations. However, it is Special Operation's unique, less visible ability to help establish the conditions to counter and defeat terrorism through Unconventional Warfare, Psychological Operations, Foreign Internal Defense, and Civil Affairs that will become increasingly vital to our long-term success in the GWOT.

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Synchronization

In early 2003, the Secretary of Defense designated USSOCOM as the supported command for the GWOT. To meet the challenges of leading DOD's efforts, USSOCOM rebalanced the headquarters from primarily organizing, training, and equipping Special Operations Forces (SOF) into one that also addressed intelligence, operations, and strategic planning in a much more robust manner. Subsequently, the Command developed a comprehensive plan to address terrorism on a global scale, which today serves as the foundation for DOD's efforts in the GWOT.

The President further expanded USSOCOM's responsibilities in the 2004 Unified Command Plan (UCP) to "serving as the lead combatant commander for planning, synchronizing, and as directed, executing global operations against terrorist networks in coordination with other combatant commanders." The addition of synchronization authority enables USSOCOM to arrange military actions in time, space, and purpose in order to optimize employment of force. USSOCOM is now a Combatant Command able to effect military action on a global scale, across all geographic boundaries.

USSOCOM synchronizes activity in many ways and on many levels through careful coordination with Combatant Commands, Services and Military Departments. We synchronize the development of plans by Combatant Commands and agencies and translate strategic and operational objectives into a series of related activities. By doing this, we are ensuring theater GWOT Campaign plans, sub-regional GWOT plans and other GWOT related operational plans include specific capabilities needed to facilitate resourcing and funding. We also establish global Priority

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Intelligence Requirements and intelligence collection plans. Further, USSOCOM synchronizes by developing and maintaining a Global Operational Net Assessment to provide a common situational awareness and historical record of actions and effects on the global enemy. Clearly, USSOCOM also depends upon close working relationships with our partners in the interagency arena, who possess their own unique authorities and capabilities, in order to conduct mutually supporting activities.

USSOCOM conducts tri-annual synchronization conferences at HQ USSOCOM to review and adjust GWOT operations. The participation by other Combatant Commands leads to the establishment of a collaborative planning environment that connects appropriate elements of the DOD and other interagency partners. This allows USSOCOM to link the Secretary of Defense, the Chairman of the Joint Chiefs of Staff, the Joint Staff, the Service Chiefs, the Combatant Commands, Departments of State, Justice, Transportation, and Energy, the Central Intelligence Agency, the National Security Agency, and other agencies as required in support of time sensitive planning.

USSOCOM's initiatives include developing an exercise to evaluate the Command's integration into the government's counterterrorist response plan, which the National Counterterrorism Center has adopted as the Nation's plan. USSOCOM, through a robust exercise series, continues to refine interoperability, coordination, and communications to fulfill its UCP-directed role to synchronize global operations against terrorist networks.

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To implement these new responsibilities, USSOCOM established a new Headquarters Directorate that blends the functions of intelligence (J2), operations (J3), and long-range planning and strategy (J5) in order to capitalize on the natural synergy created when these functions are combined under a single director.

Recognizing the need for integrated U.S. government and coalition coordination, USSOCOM broadened its organization to include allies and other agencies of government as full partners in the effort. USSOCOM built the foundation for a Collaborative Planning Environment (CPE) which provides the processes and technical tools to rapidly synchronize plans and operations among the Combatant Commands, DOD agencies, other government agencies, and coalition partners.

USSOCOM is developing strong interagency relationships with more than 100 interagency representatives tightly incorporated into USSOCOM's GWOT efforts. Additionally, the Command works very closely with the national agencies to foster new initiatives that better support the war fighters. USSOCOM is working closely with and has entered into partnerships and programs with the National Counterterrorism Center, the National Security Agency, and the U.S. Agency for International Development (USAID). In concert with the Joint Staff, USSOCOM will enhance our interagency presence in the National Capitol Region, bridging partnerships with both traditional (i.e. Department of State and Central Intelligence Agency) and emerging (Department of Homeland Security, Department of Treasury, and U.S. Marshall Service) Non-DOD/Federal Agencies.

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We've built the right processes and written the initial Global Contingency plans, which were approved last week by the Secretary of Defense. The Geographic Combatant Commands are developing supporting plans. This will ensure the same overall global objectives are incorporated in all plans within DOD. While all of this is in progress the Combatant Commanders are all fighting the GWOT around the world every day and having success. Our planning efforts will just make it better.

Our synchronization efforts and interagency cooperation have improved our ability to fight the GWOT. It continues to get even better, as it must, for the Nation to be able to truly leverage all aspects of national power against transnational terrorism. It is important to remember these new responsibilities for synchronizing the DOD's effort for the GWOT are in addition to USSOCOM's unique legislated responsibilities as a Combatant Command to train, organize, equip, and provide combat-ready SOF to the Geographic Combatant Commands. Additionally, the Geographic Combatant Commanders continue to execute traditional operations, including SOF-unique missions, as the supported commanders in their theaters, with USSOCOM in a supporting role.

Being a Supported Command

USSOCOM can also function as the supported command for a specific mission, as designated by the Secretary of Defense, although this has not happened since 9/11. An example might be if a terrorist threat is operating across other Combatant Commanders' geographic boundaries or in the "seams" along these boundaries, then USSOCOM, in its global

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role, could be directed to be the supported command for a specific mission or campaign. USSOCOM maintains a 24-hour a day Joint Operations Center and battle staff with the capacity to command and control assigned forces which may include forces provided by other Combatant Commands serving in a supporting role. Additionally, representatives from all Combatant Commands and many government agencies outside of DOD are incorporated in all planning and operational efforts.

Budget

USSOCOM's budget estimate increases from \$6.7B in FY 2006 (Enacted) to \$8.0B in FY 2007 which includes \$806M for QDR growth, \$120M for other program growth and \$66M for inflation. The FY 2007 budget submission represents a 20% increase as compared to the FY 2006 Enacted Budget (25% if you exclude Military Pay). This growth is consistent with previous USSOCOM budget submissions and is in keeping with published inflation rates.

USSOCOM's FY 2007 budget estimate of \$8.0B includes funding to support growth not only in FY 2007 but across the FYDP for implementation of decisions that resulted from the QDR. The FY 2007 budget estimates specifically related to the QDR are \$315M for O&M, \$112M for Procurement, \$76M for RDT&E, \$183M for MILCON and \$120M for Military Pay which is programmed by USSOCOM but executed by the Services. Approximately \$174M is to establish the Marine Corps Forces Special Operations Command (MARSOC).

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USSOCOM's FY 2007 O&M budget estimate increases from \$2.7B to \$2.9B which includes \$41M inflation, \$153M of program growth and \$315M of growth related to QDR. The FY 2007 budget estimate initiates fundamental changes necessary to expand USSOCOM's capabilities to lead, plan, and synchronize global operations against transnational terrorist networks while improving established capabilities to respond to a wide range of other mission requirements. The increases included in FY 2007 represent the beginning of planned substantial new investments in USSOCOM personnel which will ultimately add thousands of highly trained operators, and both military and civilian support personnel.

Additional programmatic increases in FY 2007 will fund fact of life requirements such as flying hour cost increases and civilian pay. Funding was also applied to maintain a variety of SOF warrior systems critical to the protection, mobility, and lethality of SOF operators. Finally, the FY 2007 budget includes additional sustainment associated with the continued emphasis on SOF training capabilities.

The USSOCOM Flight Operations program increase includes an increase in the Flying Hour Program associated with the fielding of additional MH-47G, CV-22, and A/MH-6M aircraft. The increase to the Flying Hour Program also includes higher costs per flying hour based mostly on fuel price increases. Other associated increases in Flight Operations include: the expansion of operational aviation requirements associated with CENTCOM Forward Presence beginning in FY 2007; the beginning of O&M sustainment for new survivability systems; and additional aviation advisors to train foreign air force personnel.

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Growth within the Maintenance and Sustainment of SOF Assets program will provide additional sustainment and maintenance for combat and protective gear, tactical vehicles, and SOF weapons. Additionally, increases to maintain various Naval Special Warfare platforms and systems, as well as SOF unique aircraft systems onboard the AC-130 Gunship, are included in the budget submission. Funding to support additional CV-22 simulators and training systems to correspond with four additional aircraft in FY 2007 are also included. USSOCOM recently made the decision to forego procurement of additional Advanced SEAL Delivery Systems and focus on reliability improvements to the current equipment.

The Civilian Manpower program will grow by an additional 366 civilian work-years across HQ USSOCOM, Theater Special Operations Commands, the Components, and the initial start-up of the MARSOC. These civilians will support workload growth and new mission responsibilities associated with the GWOT.

USSOCOM's FY 2007 procurement budget estimate increases from \$1.3B in FY 2006 to \$1.5B in FY 2007 which includes \$22M of inflation, \$138M of program growth and \$112M of growth related to QDR. The FY 2007 procurement budget estimate increases represent procurement of equipment and ammunition, and modification of aircraft.

Within the \$1.5B procurement budget estimate, the Other Procurement program is \$852M which includes an increase of nearly \$200M associated with equipping force structure increases identified in QDR, \$60M to provide for additional Psychological Operations equipment, and \$21M to procure the next generation tactical network suites and

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packages. A decrease to the Communications, Equipment and Electronics line in FY 2007 was associated with FY 2006 funding provided to procure nearly 1,500 Multi-Band, Multi-Mission Radios (MBMMRs) for Psychological Operations and Civil Affairs forces. The QDR directed transfer of Reserve Component Civil Affairs and Psychological Operations capability from USSOCOM to the Army, and we are committed to turning over a fully trained and equipped force.

The FY 2007 procurement budget estimate for aviation program is \$618M. This estimate supports an additional \$91M to continue the conversion of the ten C-130H2 aircraft to Combat Talon II - Interim Capability Combat Loss Replacement configuration and a \$52M increase is associated with the production costs for two CV-22 aircraft in FY 2007 and the advance procurement of SOF-peculiar components for the five aircraft to be produced in FY 2008.

A decrease of just over \$70M to Rotary Wing Upgrades in FY 2007 was due in large part to the completion MH-60 Modification Altitude Hold B-Kits (-\$12M), MH-47/60 Multi-Mode Radar (-\$27M), completed buy of DAP Improvements (-\$8M), as well as the receipt of Title IX funds for 6 Mission Enhanced Little Birds in FY 2006

The FY 2007 procurement budget estimate for Ammunition is \$57M. Increased funding in the Ordnance Acquisition is associated with increased purchases of Multi-Purpose Anti-Armor/Anti Personnel Weapon System (MAAWS) Ammo (+\$4.8M) and Time Delay Firing Devices (TDFD) (+\$1.9M) required to meet the munitions needs of the increased end strength and increased inventory objectives. Ordnance Replenishment

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funding is primarily associated with increased purchases of 105MM Gunship ammunition (\$5.7M).

USSOCOM's FY 2007 research, development, test and evaluation (RDT&E) budget estimate is \$410M representing a decrease of \$219M of which \$150M are directly related to FY 2006 Congressional adds.

Some of the other decreases include a -\$27M Common Avionics Architecture for Penetration (CAAP) program owing to decreased testing in the Systems Integration Laboratory (SIL) in FY 2007, -\$30M decrease owing to the completed development/integration of Block 10 capabilities for the CV-22 and -\$12M for the completed development of the next generation Missile Warning System P3I.

USSOCOM's FY 2007 Military Construction (MILCON) budget estimate increases by \$163M from \$184M in FY 2006 to \$347M in FY 2007. The 14 construction initiatives consist of eight projects for operations facilities totaling \$165M, three projects totaling \$46M for maintenance and production facilities, two projects for administrative facilities totaling \$76M and one training facility totaling \$9M. The FY 2007 MILCON budget estimate also includes approximately \$52M for planning, design and unspecified minor construction in support of these projects.

Quadrennial Defense Review

USSOCOM, with its service-like responsibilities to train, organize, and equip forces, participated fully in this year's Quadrennial Defense Review (QDR). Our assessment of the QDR results for USSOCOM is that they will allow us to grow in sufficient size and

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capacity to continue the fight into the future. The results of the QDR recognize USSOCOM's new authorities, significant contributions on the battlefield, and unique skills necessary for the GWOT in the future. USSOCOM's strategic approach to the 2005 QDR process was to focus on SOF-peculiar capabilities, not on platform-centric solutions. The QDR provided the resources to ensure future SOF will be rapidly deployable, agile, flexible and tailorable to successfully perform the most demanding and sensitive missions worldwide.

The QDR growth gives USSOCOM an increased capability to address the global demand for SOF in several areas. We will be able to increase our access in focus countries and establish "unblinking eyes" in key locations. It also allows us to expand our capacity to work with, by, and through partner nations, further posturing us for the long-term GWOT. The QDR specifically facilitates the following SOF initiatives for our Components:

United States Army Special Operations Command (USASOC)

The Rangers will increase by 581 active duty military billets and 72 civilian full-time positions to add three active component rifle companies, one to each current battalion; and one active component Military Intelligence company, one active component Signal company, and active component Reconnaissance company will be added to the Regiment. The Special Forces, or "Green Berets", will increase by 1,841 active duty military billets to add four active component Special Forces battalions in the FYDP and will increase 552 reserve component military billets to better match active counterparts (1:6 rotation). Civil Affairs will increase 475 active duty military billets to create one

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active component Civil Affairs brigade and will increase 904 reserve component military billets to add one Civil Affairs company to each of the twenty-eight existing reserve component Civil Affairs battalions. Psychological Operations (PSYOPS) will increase by 1,132 active duty military billets to provide an additional five active component PSYOP companies to the active component PSYOP group; they will also increase by 1,228 reserve component military billets to add seven tactical PSYOP reserve component companies to each of the two PSYOP reserve component groups. Again, we will transfer over ten thousand of our reserve component Civil Affairs and Psychological Operations troops to the Army during the next few years.

Naval Special Warfare Command (NAVSPECWARCOM)

Naval Special Warfare will increase by 357 active duty military billets and add 179 civilian full-time positions for Unmanned Aerial Vehicle operators and maintenance support, boat gunners and maintenance personnel for Naval Special Warfare small craft, HQ support staff, and divers for submarine and submersible operations support. This number includes almost one hundred new SEALs.

Air Force Special Operations Command (AFSOC)

Aviation Foreign Internal Defense (FID) will be increased by 120 active duty military billets to train indigenous air force personnel. An Unmanned Aerial Vehicle squadron will be established with 273 active duty military billets, 140 reserve component military billets, and 2 civilian full-time positions to complete their activation, to provide USSOCOM with an "unblinking eye". The Distributed Common Ground System

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will increase by 124 active duty military billets and 54 reserve component military billets to provide analysis / exploitation and dissemination of sensor data (fused intelligence).

Marine Corps Forces Special Operations Command (MARSOC)

The MARSOC will be composed of 2,346 active duty Marine Corps billets, 1 reserve component Marine Corps billet, 191 active duty Navy billets, 2 Army veterinarian billets, and 29 civilian full-time positions. The MARSOC organizational structure will be composed of the following: The unit will be commanded by an USMC Major General; the Headquarters staff will conduct traditional component duties associated with Title 10 responsibilities; operationally, MARSOC will consist of five subordinate commands - two special operations battalions, one Foreign Military Training Group, one support group with a West coast detachment, and a Marine Special Operations School with a West coast Detachment.

Theater Special Operations Commands (TSOCs)

Key to the synchronization of the GWOT are the TSOCs, assigned to each of the Geographic Combatant Commanders. In total, the TSOCs will increase by 197 active duty military billets.

USSOCOM Overall

The Center for Special Operations (CSO), at HQ USSOCOM, will increase by 460 active duty military billets and 284 civilian full-time positions. Other headquarters will increase by 1,264 active duty military billets and

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add 311 civilian full-time positions. As USSOCOM expands its force, we will continue to take careful steps to ensure we can absorb the growth and maintain the quality standards that are the hallmark of our force. For example, USASOC's Special Warfare Center and School initiated, in 2002, a phased plan to increase Special Forces graduates from a ten-year average of 350 active duty enlisted graduates per year to 750 for FY 2006. However, in FY 2005, the course produced 790 new Green Berets - exceeding the goal a year early. The other component special operations schools are making similar changes and modifications to be able to significantly increase throughput capacity while maintaining the high standards. Each of the Components are also ensuring the right skills are being taught for today's environments, such as the language program now in the SEAL Qualification Training, ensuring each new SEAL is language trained before reporting to their first operational command. The MARSOC will be doing the same as they establish their own internal schoolhouse. A challenge of this growth is to stay in close coordination with the Services as they conduct the initial recruitment for the service members who eventually come to SOF.

Key to this process is not only recruiting, training, and growing our forces, but also maintaining current SOF service members with reenlistment incentives and other programs that reward their service and value. Last year was the first full year of the Special Operations Forces Retention Incentive Initiative for SOF operators with 19 or more years of service and it has proven to be successful, exceeding the projected take rate. It was a great first step. To continue this momentum, USSOCOM is working to identify additional specialties and key periods of service for future Retention Incentive Initiatives. We are reviewing other retention tools to ensure we keep the force we need.

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Authorities

USSOCOM has been granted additional authorities to enable more direct engagement and control of SOF activities. These have served us well. At this time, USSOCOM is evaluating any additional need for authorities to press the GWOT mission.

Conclusion

Today, United States Special Operations Command is partnering with the Combatant Commanders, our allies, and other agencies of government to build the foundation for a world inhospitable to terrorism. Our responsibilities to train, organize and equip Special Operations Forces, when combined with our authorities to plan and synchronize the Global War on Terror, will enable USSOCOM to continue to be effective against current and future threats.

I want to thank you and the members of the Senate Armed Services Committee for your continued support of our Soldiers, Sailors, Airmen, Marines, our great DOD civilians, and our USSOCOM families. The support of this committee, including your field visits and those of your staffers, and the support of the Secretary of Defense help ensure United States Special Operations Command remains prepared to conduct its missions.